
Multnomah County, Oregon
EMERGENCY OPERATIONS PLAN



September 2010

Prepared by:

Multnomah County Office of Emergency Management
501 SE Hawthorne Boulevard
Portland, OR 97214



This document was prepared under a grant from the Office of Grants and Training, United States Department of Homeland Security. Points of view or opinions expressed in this document are those of the authors and do not necessarily represent the official position or policies of the Office of Grants and Training or the U.S. Department of Homeland Security.

Preface

The Multnomah County Emergency Management Program is governed by a wide range of laws, regulations, plans, and policies. The Multnomah County Board of Commissioners has delegated their responsibility for the development and implementation of an Emergency Operations Plan (EOP) for the County to the Multnomah County Office of Emergency Management. This program receives its authority from the Oregon Revised Statutes, which are the basis for Oregon Administrative Rules. The National Response Framework, the National Contingency Plan, and the State of Oregon Emergency Management Plan provide additional planning and policy guidance to counties and local entities. Collectively, these documents support the foundation for this County Emergency Operations Plan.

This EOP is an all-hazard, all-scale plan that describes how Multnomah County will organize and respond to events. It is based on and is compatible with the laws, regulations, plans, and policies listed above. While focused on response, this plan addresses the four program phases of emergency management: mitigation, preparedness, response, and recovery. The coordination of resources and activities and the cooperation between the various elements and levels of government including Federal, state, local, and private-sector partners are vital to each phase. These services are necessary to quickly return to a normal way of life following an emergency. While many situations are handled on a daily basis by local fire, law enforcement, and medical service personnel, this plan provides an operational framework, advising emergency response teams of the procedures and operations necessary beyond the scope of any single agency or department. Use of the principles outlined in the National Incident Management System, including the Incident Command System, are key elements in the overall County response structure and operations.

All emergency response personnel and essential support staff in Multnomah County must be familiar with this plan, supporting procedures, and documents.

THIS PAGE LEFT BLANK INTENTIONALLY.

LETTER OF PROMULGATION

TO BE INSERTED AT A LATER DATE

THIS PAGE LEFT BLANK INTENTIONALLY.

Plan Distribution List

The County Emergency Manager will brief the appropriate public and private officials concerning their roles in emergency operations and ensure the proper distribution of the plan, along with any periodic changes.

Copies of this plan have been provided to the following jurisdictions, agencies, and persons. The recipient has the responsibility for updating their copy of the EOP when changes are received. The Multnomah County Office of Emergency Management is ultimately responsible for all updates to the plan.

Date	No. of Copies	Jurisdiction/Agency/Person
		Oregon Emergency Management
		City of Troutdale Emergency Manager
		City of Fairview Emergency Manager
		City of Gresham Emergency Manager
		City of Wood Village Emergency Manager
		City of Maywood Park Mayor
		City of Portland
		Port of Portland
		Washington County
		Clark County, WA
		Columbia County
		Clackamas County

Important Conventions for reading this plan

Throughout this document it is important to define “County” as the governmental entity made up of Department, Divisions and Offices while “Multnomah County” refers to the geographic area within the political boundary that is served by County departments and includes special districts, sub-jurisdictions, municipalities and unincorporated areas.

Throughout this document, the term “Department” may also represent Divisions, Offices and Services. However, for the sake of clarity, the actual organizational unit will be used when necessary.

Two concepts that have the potential to be confused are “phases of an emergency” and “the 4 phases of emergency management.” Phases of an emergency describe the sequence of phases that surround the emergency event; the phases before, during and after an actual event. These include State of Readiness, Monitoring, Activation, Operations, Deactivation, and Recovery and Enhanced Readiness . The 4 phases of emergency management have to do with the components of a comprehensive emergency management program: Mitigation, Planning, Response and Recovery.

Emergency Operations Plan Assignments

All county Departments, Offices and Divisions are responsible for the development and maintenance of their respective emergency plans and implementing instructions (i.e. Standard Operating Procedures, Checklists, etc.) Unless otherwise stated, the following table identifies county departments and partners responsible for reviewing specific plan sections and annexes in this EOP. Changes will be forwarded to the Office of Emergency Management for revision and dissemination of the plan. This does not preclude other departments and partners with a vital interest in the plan sections and annexes from providing input to the document; such input is, in fact, encouraged.

Section/Annex	Responsible Party
Basic Plan	Office of Emergency Management (MCEM)
Functional Annexes	
Direction and Control	MCEM
Continuity of Government/Operations	MCEM
Communications	Fleet, Records, Electronics, Distribution & Stores (FREDS)
Warning	MCEM
Emergency Public Information	Public Affairs
Population Protection	Sheriff's Department
Mass Care/Emergency Assistance	Human Services Department
Health and Medical	Health Department
Resource Management	MCEM
Prevention and Protection Activities	Sheriff's Department
Critical Infrastructure and Key Resource Restoration	Land Use and Transportation
Animal Services	Animal Services
Incident Annexes	
IA 1 Earthquake	MCEM
IA 2 Flood	Land Use and Transportation
IA 3 Landslide/Debris Flow	Land Use and Transportation
IA 4 Volcanic Eruption	MCEM
IA 5 Wildland Fire	Multnomah County Fire Defense Board

Section/Annex	Responsible Party
IA 6 Winter Storm	Land Use and Transportation
IA 7 Hazardous Materials Incident	MCEM
IA 8 Transportation Accident	MCEM
IA 9 Utility Failure	MCEM
IA 10 Disease Outbreak	Health Department
IA 11 Terrorism	MCEM and Sheriff's Department
IA 12 Aircraft Accident	Port of Portland Emergency Management

THIS PAGE LEFT BLANK INTENTIONALLY.

Table of Contents

Preface	iii
Plan Administration.....	vii
Table of Contents	xiii
List of Figures and Tables	xviii
1 Introduction	1-1
1.1 General	1-1
1.2 Purpose and Scope	1-1
1.2.1 Purpose	1-1
1.2.2 Scope and Applicability	1-2
1.2.3 Plan Structure	1-2
1.3 Relationship to Other Plans	1-4
1.3.1 County Plans	1-4
1.3.1.1 Multnomah County Continuity of Operations Plan (COOP)	1-4
1.3.2 City Emergency Plans.....	1-5
1.3.3 Special District Emergency Plans	1-5
1.3.4 Regional Activities	1-5
1.3.4.1 Inter-County Omnibus Mutual Aid Agreement	1-5
1.3.4.2 Mount Hood Coordination Plan.....	1-6
1.3.4.3 Portland Urban Area Strategic Initiative	1-6
1.3.4.4 Regional Emergency Management Group.....	1-6
1.3.5 State Plans	1-6
1.3.6 Federal Plans.....	1-6
2 Situation and Planning Assumptions	2-1
2.1 Community Profile	2-1
2.2 Situation.....	2-1
2.2.1 Natural Hazards.....	2-2
2.2.2 Technological Hazards	2-2
2.2.3 Social Hazards.....	2-2
2.3 Hazard Profiles	2-3
2.3.1 Earthquake	2-3
2.3.2 Flood.....	2-3
2.3.3 Landslide/Debris Flow.....	2-3
2.3.4 Volcanic Eruption	2-4
2.3.5 Wildland Fire.....	2-4
2.3.6 Winter Storm.....	2-4

Table of Contents

2.3.7 Hazardous Material..... 2-4

2.3.8 Transportation Accident..... 2-4

2.3.9 Utility Outage 2-5

2.3.10 Food/Water Shortage or Contamination 2-5

2.3.11 Infrastructure Failure..... 2-5

2.3.12 Internet Service Failure..... 2-5

2.3.13 Disease Outbreak/Pandemic 2-6

2.3.14 Civil Unrest 2-6

2.3.15 Terrorism 2-6

2.4 Hazard Analysis..... 2-6

2.5 Assumptions 2-8

3 Roles and Responsibilities 3-1

3.1 General..... 3-1

3.2 Safety of Employees and Family 3-1

3.3 General Departmental Responsibilities..... 3-2

3.3.1 Preparedness 3-2

3.3.2 Response..... 3-3

3.4 Specific Departmental Responsibilities..... 3-3

3.4.1 Departments with Special Emergency Management
Responsibilities..... 3-3

3.4.1.1 Board of County Commissioners 3-3

3.4.1.2 Office of Emergency Management 3-4

3.4.2 County Emergency Response Departments..... 3-4

3.4.2.1 Sheriff’s Office 3-5

3.4.2.2 Health Department..... 3-5

3.4.2.3 Transportation..... 3-5

3.4.2.4 Animal Services Division..... 3-6

3.4.2.5 County Human Services Department 3-6

3.4.3 County Emergency Support Departments 3-7

3.4.3.1 County Attorney 3-7

3.4.3.2 Department of Community Justice..... 3-7

3.4.3.3 Department of County Management..... 3-7

3.4.4 Private Sector 3-9

3.4.5 Nongovernmental Organizations 3-10

3.4.6 Individuals and Households..... 3-10

3.4.7 Municipalities 3-11

3.4.8 State Government..... 3-11

3.4.9 Federal Government..... 3-12

3.4.10 Volunteers..... 3-12

3.5 Mutual Aid..... 3-12

3.5.1 Assistance Agreements 3-12

3.6 Response Matrix..... 3-13

4 Concept of Operations 4-1

4.1 General..... 4-1

Table of Contents

4.2 Phases of an Emergency 4-1

4.3 Alert, Warning, and Notification 4-2

4.3.1 Activation 4-3

4.4 Business Continuity and Emergency Response 4-3

4.5 National Incident Management System (NIMS) and Incident Command System (ICS) 4-3

4.6 Emergency Management Organization..... 4-4

4.7 Emergency Coordination Center..... 4-5

4.8 County Departments 4-6

4.9 Multi- Agency Coordination..... 4-7

4.10 Special Needs Populations 4-8

4.11 Emergency Powers..... 4-8

4.12 Direction and Control 4-9

4.12.1 County Departments 4-10

4.12.2 Municipalities 4-10

4.12.3 State Response Partners 4-10

4.12.4 Federal Response Partners 4-10

4.12.5 Private Sector 4-11

5 Finance, Administration and Logistics5-1

5.1 Liability Issues 5-1

5.2 Financial Management..... 5-1

5.3 Fiscal Resources 5-2

5.4 Contingency Requests..... 5-2

5.5 Resource Management..... 5-2

6 Plan Development, Maintenance, and Implementation6-1

6.1 Plan Review and Maintenance 6-1

6.2 Training Program 6-2

6.3 Exercise Program 6-2

6.4 Business and Community Education and Outreach..... 6-3

7 Authorities and References7-1

7.1 Authorities..... 7-1

7.1.1 Compliance..... 7-1

7.1.2 Legal Authorities 7-1

A Multnomah County Emergency Management Resolution..... A-1

B Sample Disaster Declaration Form B-1

C Maps C-1

D Acronyms and Glossary D-1

THIS PAGE LEFT BLANK INTENTIONALLY

List of Figures and Tables

Figures

Figure 1 Phases of an Emergency 4-1

Figure 2 ECC Organizational Chart 4-6

Figure 3 Command and Control Organizational Chart 4-8

Tables

Table 1-1 Multnomah County Functional Annexes (FAs) 1-3

Table 1-2 Multnomah County Incident Annexes (IAs) 1-3

Table 2-1 Multnomah County Hazard Analysis Matrix 2-7

Table 3-1 Response Partners by Emergency Support Function 3-14

Table 1-2 Legal Authorities 7-1

THIS PAGE LEFT BLANK INTENTIONALLY.

1

Introduction

1.1 General

This Emergency Operations Plan (EOP) establishes guidance for Multnomah County's actions during response to major emergencies or disasters. It promulgates a framework within which the County will combine technical capabilities and resources, plus the sense, judgment, and expertise of its emergency response personnel, department directors, and other decision makers. Specifically, this EOP describes the roles and responsibilities of the County departments and personnel when an incident occurs, the county's interface with County customer groups' emergency operations and it establishes a strategy and operating guidelines that support implementation of the National Incident Management System (NIMS), including adherence to the concepts and principles of the Incident Command System (ICS).

The County views emergency management planning as a continuous process that is linked closely with training and exercises to establish a comprehensive preparedness agenda and culture. The Multnomah County Office of Emergency Management (MCEM) will maintain the EOP through a program of continuous improvement, including the ongoing involvement of County departments and of agencies and individuals with responsibilities and interests in these plans.

1.2 Purpose and Scope

1.2.1 Purpose

The purpose of the Multnomah County EOP is to provide a framework for coordinated response and recovery activities during any type or size of emergency situation.

This plan also seeks to provide citizens of Multnomah County with an all-hazard EOP that incorporates NIMS and aids in managing all types of naturally occurring and human-caused emergencies that may occur in the County. This EOP complements the State of Oregon Emergency Management Plan (EMP) and the National Response Framework (NRF).

The specific objectives of this plan are to:

1. Introduction

- Provide guidance to support the primary responsibilities of Multnomah County during all phases of an emergency
- Integrate multi-agency and regional coordination into emergency operations
- Establish clear lines of authority and succession during any type of emergency
- Define roles and responsibilities spanning various departments, partners, divisions, and levels of management in support of critical functions
- Provide procedures and criteria for requesting and allocating essential resources to support overall emergency operations

1.2.2 Scope and Applicability

The Multnomah County EOP should be considered the basic reference document for emergency operations plans within Multnomah County.

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

The intent of the Multnomah County EOP is to provide guidance for responding to any type of incident impacting the County. Individual communities and incorporated cities may maintain similar plans or procedures for implementation in response to localized incidents or initial activities prior to escalation to the County

1.2.3 Plan Structure

Organized as a Basic Plan, the County EOP describes roles, responsibilities, and concepts of operations, command, and control, while clearly defining escalation pathways and legal authorities involved with critical decision-making and resource allocation by local and county governments. Functional and Incident Annexes supplement the information in the Basic Plan and are related to the support functions identified in the State EMP and National Response Framework. Each annex identifies its primary and support entities that maintain capabilities for providing resources and services most likely needed throughout all phases of an emergency. If capabilities or resources prove limited or unavailable to the County during an emergency or disaster, escalation pathways and resource request procedures for additional resources

1. Introduction

through local partners, State or Federal agencies are clearly defined in each Annex.

Functional Annexes (FAs) are included with the Basic Plan to specific instructions for dealing with particular emergencies. These annexes will be developed over time and in conjunction with key stakeholders with responsibility for field operations.

Function-specific annexes in support of the Multnomah County EOP include the following:

Table 1-1 Multnomah County Functional Annexes (FAs)	
Annex	Emergency Function
FA 1	Direction and Control
FA 2	Continuity of Government/Operations
FA 3	Communications
FA 4	Warning
FA 5	Emergency Public Information
FA 6	Population Protection
FA 7	Mass Care/Emergency Assistance
FA 8	Health and Medical
FA 9	Resource Management
FA 10	Prevention and Protection Activities
FA 11	Critical Infrastructure and Key Resource Restoration
FA 12	Animal Services

Incident Annexes (IAs) are included with the Basic Plan to provide tactical information and critical tasks unique to specific natural and man-made/technological hazards that could pose a threat to Multnomah County. Incident types are based on the hazards identified in the most recent Hazard Identification and Vulnerability Assessment conducted for the County. Incident-specific annexes in support of the Multnomah County EOP include the following:

Table 1-2 Multnomah County Incident Annexes (IAs)	
Annex	Hazard
IA 1	Earthquake
IA 2	Flood
IA 3	Landslide/Debris Flow
IA 4	Volcanic Eruption
IA 5	Wild land Fire

1. Introduction

Annex	Hazard
IA 6	Winter Storm
IA 7	Hazardous Materials Incident
IA 8	Transportation Accident
IA 9	Utility Failure
IA 10	Disease Outbreak
IA 11	Terrorism
IA 12	Aircraft Accident

This EOP, its Annexes and supporting implementing instructions, when combined with the Multnomah County Natural Hazard Mitigation Plan, its associated Hazard Analysis, and the Recovery Plan can be collectively referred to as a Comprehensive Emergency Management Plan for the County. Thus, each document lends a unique set of procedures and guidelines for supporting the emergency program phases of prevention/mitigation, preparedness, response, and recovery.

1.3 Relationship to Other Plans

This plan relates to many other plans, standard operating procedures, checklists and other documents. Below is a list of some of those plans and how they relate to the EOP. This is not a comprehensive list; if you have questions about how a specific plan or document relates to the EOP, please contact MCEM.

1.3.1 County Plans

1.3.1.1 Multnomah County Continuity of Operations Plan (COOP)

Multnomah County currently has a web-based COOP planning program for all departments. These plans may be used in conjunction with the EOP during various emergency situations. The COOP details the processes for accomplishing administrative and operational functions during emergencies that may disrupt normal business activities. Part of these plans identifies essential functions of County and local government, private-sector businesses, and community services and delineates procedures to support their continuation. COOP elements may include, but are not limited to:

- Ensuring the County’s continuous functions and operations during an emergency
- Ensuring that the County continues to meet its contractual obligations

1. Introduction

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

1.3.2 City Emergency Plans

The Multnomah County EOP is meant to work in conjunction with the EOPs of its component cities, including the cities of Portland, Gresham, Fairview, Troutdale, Wood Village, and Maywood Park. City officials have primary responsibility for the safety and welfare of their citizens and maintain oversight of resources and operations within their jurisdictions. Cities are encouraged to integrate their emergency planning and response operations with the County. Cities are requested to provide copies of their current EOPs to the Multnomah County Office of Emergency Management.

1.3.3 Special District Emergency Plans

Special districts have a separate system of governance, and their service areas often overlap multiple city and county boundaries. Some special districts provide primary emergency response for incidents in their districts using their own plans, policies, and procedures. Most special district incident response is limited to activities directly related to the service(s) they provide. They rely on support from external agencies during response to a major incident management.

1.3.4 Regional Activities

Multnomah County is a partner in a number of regional activities, outlined below.

1.3.4.1 Inter-County Omnibus Mutual Aid Agreement

The Inter-County Omnibus Mutual Aid Agreement provides a framework for counties to request mutual aid from each other in emergencies, saving time and minimizing confusion during an incident.

1. Introduction**1.3.4.2 Mount Hood Coordination Plan**

The Mount Hood Coordination Plan identifies principal responsibilities of participating agencies to minimize the loss of life and damage to property caused by hazardous geologic events involving Mount Hood. The plan strives to ensure timely and accurate dissemination of warnings and public information. The plan cites legal authorities as well as statements of responsibility of County, State, and Federal agencies.

1.3.4.3 Portland Urban Area Strategic Initiative

The Portland Urban Area Strategic Initiative (UASI) is a regional program to improve all-hazards incident planning, prevention, response, and recovery in the five-county area (Clackamas, Columbia, Multnomah, and Washington counties in Oregon and Clark County, Washington). A number of regional plans have been developed, including: 1) UASI Strategic Plan; 2) Tactical Interoperable Communications Plan; and 3) Critical Infrastructure Protection Plan.

1.3.4.4 Regional Emergency Management Group

The Regional Emergency Management Group (REMG) is a five-county, bi-state group representing the Portland/Vancouver metropolitan area. REMG has developed a Regional Emergency Transportation Route Plan and a Regional Utility Coordination Plan.

1.3.5 State Plans

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

1.3.6 Federal Plans

Homeland Security Presidential Directive-5 directed the Secretary of Homeland Security to develop, submit for review by the Homeland Security Council, and administer a national approach to homeland security, which resulted in the development and implementation of NIMS and the NRF. NIMS, including the principles of ICS, enhances the management of emergency incidents by establishing a single comprehensive system and coordinated command structure to help facilitate a more efficient response among departments and agencies at all levels of government and, if necessary, spanning jurisdictions.

1. Introduction

The NRF organizes the types of Federal response assistance a state is most likely to need into 15 ESFs. Each ESF has a primary agency assigned for maintaining and coordinating response activities. The State of Oregon EOP (Volume II of the State EMP) follows the Federal ESF framework. Please see Table 3-1 for information on primary agencies at the local, State, and Federal level for each ESF.

2

Situation and Planning Assumptions

2.1 Community Profile

Multnomah County is the smallest county in Oregon but the most populous, comprising only 465 square miles and over 700,000 people. It is bounded by Columbia County and the Columbia River on the north, Washington County on the west, Clackamas County on the south, and Hood River County on the east. It is a mix of highly dense urban settings, with the city limits of Portland in the west, and open, rural land outside the urban growth boundary. It contains the Columbia Gorge National Scenic Area and Mount Hood in the east and the largest commercial district within the State of Oregon in the west. Most of the eastern portion of the County is covered with timber and is sparsely populated. Multnomah County contains Oregon's largest and fourth largest cities. Another area of note is Sauvie Island in the northwest corner of the County. With only one access point via the Sauvie Island Bridge, this area presents unique risks in the event of an emergency.

The climate of Multnomah County is relatively mild throughout the year, characterized by cool, wet winters and warm, dry summers. The climate closely resembles the Mediterranean climate of California, although the winters are wetter and cooler. The growing season is long, and moisture is abundant during most of the year. The winter months are characterized by rain and overcast skies.

2.2 Situation

Multnomah County, similar to every other jurisdiction in Oregon and the United States, faces several hazardous conditions that could affect the lives of its residents, disrupt its daily activities, and alter its quality of life. These hazards fall into three broad categories: natural, technological, and social. The occurrence of any of these events—singly, in combination, or in succession—may require an extraordinary response on the part of Multnomah County, its cities, and other partners to prevent the loss of life, damage to the environment, destruction of property, and/or excessive use of scarce resources and supplies.

2. Situation and Assumptions

2.2.1 Natural Hazards

Most natural hazards would occur even if humans were not present, but they are recognized as hazardous because of their impacts on people. The April 2006 Natural Hazards Mitigation Plan identified six major natural hazards facing Multnomah County:

- Earthquakes
- Floods
- Landslides/Debris Flows
- Volcanic Eruptions
- Wild land Fires
- Winter Storms.

2.2.2 Technological Hazards

Technical hazards are hazardous because even the most extensive safety programs, oversight, and training have been unable to prevent all system failures and accidents. New technologies present new challenges every year, and the impact of an accident or system failure may result in substantially significant damage to the local infrastructure. In Multnomah County, this category of hazards might include:

- Accidental Hazardous Material Release or Spills
- Transportation Accidents
- Utility Outages/Disrupted Services
- Food and/or Water Shortages and/or Contaminations
- Infrastructure Failures
- Systemic Failure of Internet Service

2.2.3 Social Hazards

Social hazards are events with the potential to cause harm, ranging from the spread of diseases to the violent attempts of individuals or groups to advance their social, religious, or political agendas by socially unacceptable means. Included in this group of potential hazards for the Multnomah County area are:

- Disease Outbreaks/Pandemic Events
- Civil Unrest

2. Situation and Assumptions

- Terrorism and Bioterrorism

2.3 Hazard Profiles

2.3.1 Earthquake

An earthquake is a naturally induced shaking of the ground, caused by the fracture and sliding of rock within the Earth's crust. The magnitude of an earthquake is determined by the dimensions of the rupturing fracture (fault) and the amount of displacement that occurs. The larger the fault surface and displacement, the greater the energy produced. In addition to deforming the rock near the fault, this energy produces shaking and a variety of seismic waves radiating throughout the Earth. Multnomah County is subject to shallow, deep, and subduction zone earthquakes. The presence of mostly silt-type soils increases the likelihood of liquefaction, which occurs soils behave more like liquids than solids. Since the early 1800s, over 7000 earthquakes have been documented in Oregon, and 56 significant quakes occurred in or near Multnomah County.

2.3.2 Flood

A flood is an overflow of water onto normally dry land and is one of the most significant and costly natural disasters. Flooding tends to occur in the fall to early spring when the "Pineapple Express"—warm tropic winds with large quantities of moisture—deposits warm rain on the snow pack, causing a rapid snow melt in the lower elevations. This becomes a hazard when the climate, geology, and hydrology combine to raise water flows outside their usual courses. Both urban flooding—when water flows and runoff exceed the ability of the storm drains to remove it—and riverine flooding—overbank flooding of rivers and streams—contribute to the flood hazard.

2.3.3 Landslide/Debris Flow

Landslides and debris flows occur when the ground and anything on it, including vegetation and construction, becomes loose from its natural anchoring and gravity causes a downhill motion. They most often occur as a result of another event, such as heavy winter rains and clear-cutting of forest lands, but they may occur at any time for a multitude of reasons. Landslides and debris flows pose a serious threat to human life while causing substantial damage to transportation routes, fuel and energy conduits, and communications infrastructure. Significant loss and damage occur when landslides and debris flows occur in residential areas, forcing families out of their homes for extended periods of time, sometimes permanently.

2. Situation and Assumptions

2.3.4 Volcanic Eruption

Although there are no active volcanoes in Multnomah County, there are several within the 100-mile danger area that can become active, creating a significant threat to County residents and property. Volcanic eruptions result in lava flows, debris flows, debris, toxic gas emissions, and deposits of airborne particles and ash. Volcanic ash creates several significant problems including respiratory ailments, clogging of drains and streets, damaging equipment at water and sewer treatment facilities, and stalling shipping on roadways and waterways.

2.3.5 Wildland Fire

A wild land fire is an uncontrolled burning of forest, brush, or grassland. The natural ignition of forest fires is largely a function of weather and fuel, but human-caused fires occur as well. Each year, a significant number of people build homes within or adjacent to the forest. These wild land interface properties increase the likelihood of a devastating fire, have greatly complicated firefighting efforts, and have increased the cost of fire suppression.

2.3.6 Winter Storm

A winter storm is the combination of cold wind, blowing or drifting snow, freezing rain or sleet, cold temperatures, and low visibility. Roads may become impassable, causing residents, travelers, and livestock to become isolated or stranded without adequate food, water, or fuel. They cause traffic accidents, injuries, death, overexertion and exhaustion, hypothermia, and frostbite. House fires and asphyxiation occur more frequently during winter storms when individuals fail to observe proper safety precautions.

2.3.7 Hazardous Material

Hazardous materials hazards relate to the potential accidental release or spill of materials—solids, liquids, or gases—with a detrimental impact on life, the environment, and/or property. The unintentional release of hazardous materials can occur as a result of a transportation accident or a malfunction at a fixed facility since vast quantities of potentially lethal or harmful materials coexist with every facet of daily life. Multnomah County is a hub for the manufacturing, processing, transporting, utilizing, and disposal of a vast array of chemical products.

2.3.8 Transportation Accident

Transportation hazards are wide reaching and easily complicated by geography, weather, and mode of transport. The potential for an accident in Multnomah County includes civilian and military aircraft, passenger and freight rail transport, ocean-transporting container vessels, river barges, private pleasure craft, commercial and private vehicular transportation,

2. Situation and Assumptions

buses, intercity rail, light rail, and bicycle traffic. Any or several of these modes of transportation can be involved in a transportation-related accident.

2.3.9 Utility Outage

Utilities within Multnomah County include electrical power, natural gas, petroleum fuels, telecommunications, and cable services. Multnomah County residents rely on private-sector providers for these utilities but may look to government assistance to ensure their availability or alternatives if service is disrupted. The ability of Multnomah County to respond to community needs would also be affected by the loss of these resources. Some community members require uninterruptible service for life-sustaining procedures and should be identified and contacted during routine system evaluations.

2.3.10 Food/Water Shortage or Contamination

Although Multnomah County has some of the best food and water sources in the country, availability could be affected either by the failure of the delivery system or by contamination. Both concerns require constant vigilance and protection. Some medical, industrial, and/or commercial processes in Multnomah County require notification of system failures to prevent a cascading event. Individuals are encouraged to assemble alternate supplies of food and water in case of shortages. The level of impact in the community may vary from a shortage in a single neighborhood to a need for mass feeding throughout the entire County. The partnership between Multnomah County and community-based and culturally specific organizations helps ensure that all members of the community will receive aid in case of a food or water shortage.

2.3.11 Infrastructure Failure

Multnomah County's infrastructure includes the roads and bridges necessary to move from one part of the County to another; it facilitates the ability of government and private industry to deliver essential services to members of the community. Maintenance and inspection programs protect tangible resources, while education, training, criteria-based evaluations, or exercise programs provide oversight to others. Few alternatives to many of these components exist.

2.3.12 Internet Service Failure

Internet service failure is a very specific item related to both the utility and infrastructure concerns. Since so much of the County's economic, communications, commercial, social, and medical fields rely on the internet to perform their services, a systemic failure of internet services could seriously impact the community. A failure of internet services might

2. Situation and Assumptions

only create a temporary inconvenience if the system redundancy quickly reestablishes service or if less technology-based backup systems exit.

2.3.13 Disease Outbreak/Pandemic

A pandemic is a global disease outbreak. A flu pandemic occurs when a new influenza virus emerges for which people have little or no immunity and for which there is no vaccine. The disease spreads easily person-to-person, causes serious illness, and can sweep across the country and around the world in a very short time. It is difficult to predict when the next influenza pandemic will occur or how severe it will be. Wherever and whenever a pandemic starts, everyone around the world is at risk, not just Multnomah County. International measures such as border closures and travel restrictions, might delay arrival of the virus but would not be able to stop it entirely.

2.3.14 Civil Unrest

The right of assembly is guaranteed by the Constitution, but a line is crossed when a gathering disintegrates into lawlessness and anarchy. Public Safety Officers may become quickly overwhelmed and require mutual aid assistance from surrounding jurisdictions.

2.3.15 Terrorism

Terrorism is a deliberate act of violence to disrupt daily life, instigated by a group to advance its social, political, or religious agenda by creating fear through the use of force, death, injury, and destruction among the members of the targeted community. Included in terrorism are bioterrorism and domestic terrorism. Multnomah County is not immune to the threat of terrorism. The County has an international airport as well as a seaport that services the entire Pacific Northwest.

2.4 Hazard Analysis

The methodology for this hazard analysis was first developed by the Federal Emergency Management Agency (FEMA) in the early 1980s and was gradually refined by Office of Emergency Management. Although nearly every jurisdiction in Oregon uses this process, the range of values is relative only within the individual jurisdiction unless two or more jurisdictions conduct their analyses at the same time and utilize the same criteria in determining the values to apply. The process is not meant to compare one jurisdiction to another under different circumstances, and the Multnomah County calculations and hazard analysis should not be applied to other jurisdictions, even those within the County, unless the analysts are thoroughly familiar with the process applied.

This particular hazard analysis is an early step in determining the risk facing a community. When complete, it provides a table of relative risks to

2. Situation and Assumptions

focus planning priorities on hazards that are most likely to occur and cause the most damage. This analysis, therefore, is constructed to:

- Establish priorities for planning, capability development, and hazard mitigation
- Identify needs for hazard mitigation measures
- Educate the public as well as public officials about hazards and vulnerabilities
- Make informed judgments about potential risks

In connection with the Emergency Management Performance Grant (EMPG) funding, the County’s hazard analysis must be current and updated within the past ten years. However, a review of the hazard analysis concurrent to the promulgation of a new or renewed Comprehensive Emergency Management Plan provides a good opportunity to revisit the hazards, update the analysis, and reorder their priorities if necessary.

Table 2-1 provides the Hazard Analysis Worksheet for Multnomah County prepared by Multnomah County Emergency Management.

The scores are averaged sums of subjective values (the weight factor x severity rating) for the history, vulnerability, maximum threat, and probability assessments assembled by Multnomah County Emergency Management staff.

Table 2-1 Multnomah County Hazard Analysis Matrix					
Hazard	Rating Criteria with Weight Factors				Total Score
	History¹ (WF=2)	Vulnerability² (WF=5)	Max Threat³ (WF=10)	Probability⁴ (WF=7)	
<i>Score for each rating criteria = Rating Factor (High = 10 points; Moderate = 5 points; Low = 1 point) X Weight Factor (WF)</i>					
Earthquake	2 x 10	5 x 10	10 x 10	7 x 10	240
Winter Storm	2 x 10	5 x 10	10 x 10	7 x 10	240
Outbreak/Pandemic	2 x 10	5 x 10	10 x 10	7 x 10	240
Flood	2 x 10	5 x 7	10 x 10	7 x 10	225
Utility Outage	2 x 10	5 x 7	10 x 10	7 x 10	225
Volcanic Eruption	2 x 8	5 x 7	10 x 8	7 x 8	187
Food/Water Shortage	2 x 8	5 x 7	10 x 8	7 x 8	187
Internet Service Failure	2 x 8	5 x 7	10 x 8	7 x 8	187

2. Situation and Assumptions

Table 2-1 Multnomah County Hazard Analysis Matrix					
Hazard	Rating Criteria with Weight Factors				Total Score
	History ¹ (WF=2)	Vulnerability ² (WF=5)	Max Threat ³ (WF=10)	Probability ⁴ (WF=7)	
<i>Score for each rating criteria = Rating Factor (High = 10 points; Moderate = 5 points; Low = 1 point) X Weight Factor (WF)</i>					
Landslide/Debris Flow	2 x 10	5 x 6	10 x 5	7 x 10	170
Wildland Fire	2 x 10	5 x 6	10 x 5	7 x 10	170
Terrorism	2 x 10	5 x 6	10 x 5	7 x 10	170
HAZMAT	2 x 7	5 x 6	10 x 5	7 x 7	143
Transportation Accident	2 x 7	5 x 6	10 x 5	7 x 7	143
Infrastructure Failure	2 x 7	5 x 6	10 x 5	7 x 7	143
Civil Unrest	2 x 3	5 x 7	10 x 8	7 x 2	135
Notes: <ol style="list-style-type: none"> History addresses the record of previous major emergencies or disasters. Weight Factor is 2. Rating factors: high = 4 or more events in last 100 years; moderate = 3 events in last 100 years; low = 1 or 0 events in last 100 years. Vulnerability addresses the percentage of population or property likely to be affected by a major emergency or disaster. Weight Factor is 5. Rating factors: high = more than 10% affected; moderate = 1%-10% affected; low = less than 1% affected. Maximum Threat addresses the percentage of population or property that could be affected in a worst case incident. Weight Factor is 10. Rating factors: high = more than 25% could be affected; moderate = 5%-25% could be affected; low = less than 5% could be affected. Probability addresses the likelihood of a future major emergency or disaster within a specified period of time. Weight Factor is 7. Rating factors: high = one incident within a 10-year period; moderate = one incident within a 50-year period; low = one incident within a 100-year period. 					

2.5 Assumptions

The assumptions upon which this EOP is predicated are outlined below.

- Multnomah County will continue to be exposed to many hazards, both those now recognized and those that may develop in the future.
- Outside assistance will be available in most major emergencies affecting this County. However, given shortages of time, space, equipment, supplies, and personnel during a catastrophic disaster, it is essential for Multnomah County to prepare to carry out disaster responses and short-term actions independently for the first hours, days or possibly weeks following an incident.

2. Situation and Assumptions

Such self-sufficiency will require prompt and effective response and recovery operations by County emergency services, disaster relief, volunteer organizations, and the private sector.

- State support of county emergency operations will be based on the principle of self-help. The County will be responsible for utilizing all available local resources and for initiating mutual aid and cooperative assistance agreements before requesting assistance from the State.
- A major disaster can occur at any time and at any place in the County. In some cases, dissemination of warning and increased readiness measures may be possible. However, many disasters and events can occur with little or no warning.
- Local government officials recognize their responsibilities for the safety and well-being of the public and will assume their responsibilities in the implementation of this EOP.
- Proper implementation of this plan will reduce or prevent disaster-related losses.
- All incidents will be managed using NIMS protocols and ICS management structure.
- Essential County services will be maintained as long as conditions permit.
- Emergency response personnel are trained and experienced in operating under NIMS and ICS.
- Environmental, technological, and civil emergencies may be of such magnitude and severity that State and Federal assistance is required.
- All or part of Multnomah County may be affected by environmental and technological emergencies within or near County lines.
- Multnomah County could suffer impacts of a terrorist-related incident.

Though normal operations can be disrupted during a general emergency, the County can still operate effectively if public officials, first responders, employees, volunteers, and residents are familiar with established policies and procedures, assigned pre-designated tasks, provided with assembly instructions, and formally trained in their duties, roles, and responsibilities required during emergency operations.

2. Situation and Assumptions

THIS PAGE LEFT BLANK INTENTIONALLY.

3

Roles and Responsibilities

3.1 General

Within the boundaries of Multnomah County, there are County Departments, Special Districts, Sub-jurisdictions, Municipalities, Profit and Not-for-profit organizations that may interact with one another in the event of an emergency. External to the County boundaries are other counties, State and Federal organizations. This section covers the roles and responsibilities of Multnomah County Departments and briefly outlines roles that individuals and organizations external to the County have in the overall readiness of Multnomah County.

Multnomah County has incorporated ICS/NIMS concepts into all emergency management activities, including exercises and responses to actual emergencies.

Each Department is independently responsible for ensuring that critical staff are identified and trained at levels that enable effective execution of existing response plans, procedures, and policies. As part of this responsibility, Departments must maintain records of training completed by response personnel and essential support staff. This information is provided to MCEM on an as-needed basis.

The following description of responsibilities is representative and not all-inclusive.

3.2 Safety of Employees and Family

The County understands that employee readiness to respond begins with family and individual preparedness. To support this effort employees are introduced to the emergency management program and preparedness topics through a variety of mediums. Some of these mediums include:

- New Employee orientations
- Periodic newsletters and announcements about community and employee outreach opportunities
- Facility based safety teams

In the event of an emergency, employees will immediately follow their facility safety plan. As soon as it is reasonable and when safe to do so,

3. Roles and Responsibilities

employees will then follow their department's Continuity of Operations Plan (COOP), and as appropriate, may be assigned to support the emergency response by serving in field operations, supporting a Departmental Operations Center (DOC) or assisting at the County Emergency Coordination Center (ECC).

3.3 General Departmental Responsibilities

3.3.1 Preparedness

- Develop a plan or participate in a planning process that addresses emergency response, lines of succession, and continuity of operations within the organization: update it annually or as needed
- Provide staff to serve in the ECC and allocate time for them to receive required training
- Identify and prioritize emergency tasks that will need to be performed
- Establish departmental and positional responsibilities consistent with NIMS and EOP tasking; develop internal implementing procedures and train staff in their use
- Maintain resource lists with up-to-date contact information. Attach them to agency Standard Operating Procedures (SOPs)
- Maintain current emergency contact information for all employees, and ensure that all employees have emergency call-in numbers and supervisor contact information
- Develop internal communications procedures for employees to use during emergencies, and train staff in their use
- Encourage employee education and training on incident management and response operations, including participation in ECC staffing, training, and exercises
- Assess resource needs of the organization, availability of multiple sources and vendors, and appropriateness of mutual aid agreements for supplies and/or operational support
- Include emergency responsibilities in employee job descriptions and orientation
- Consider options for enhancing intra- and inter-departmental coordination

3. Roles and Responsibilities

- Offer suggestions regarding any aspect of emergency management functions to the Office of Emergency Management
- Encourage employees to develop an individual/family emergency plan and disaster supplies kit that includes companion animals
- Ensure that departmental plans, procedures and supplies are in place for the early phase of emergency response and recovery (72-hour minimum)
- Maintain assigned components of this plan
- Annually exercise the COOP Plan.
- Identify personnel needed for mission-essential tasks

3.3.2 Response

- Initiate standby or emergency notifications to employees in response to alert or warning notification
- Follow County/department emergency procedures
- Confirm the location and status of employees; initiate cost and tracking accountability
- Evaluate resource needs and options, including staffing and the need to recall off-duty personnel, extend work shifts, or take other personnel-related actions
- Assist in disseminating accurate incident information and quelling rumors
- Provide staff to support ECC operations as requested

3.4 Specific Departmental Responsibilities**3.4.1 Departments with Special Emergency Management Responsibilities****3.4.1.1 Board of County Commissioners**

- Provide emergency management program authorities, staffing, and funding
- Ensure that elected and appointed officials are trained on emergency roles

3. Roles and Responsibilities

- Participate in review and promulgation of this plan
- Participate in training and exercises
- Provide the policy guidance needed for emergency operations, including:
 - Enacting the provisions of the County Code
 - Allocating the use of vital resources
 - Authorizing unbudgeted expenditures
- Issue an emergency declaration as warranted

3.4.1.2 Office of Emergency Management

- Ensure compliance with local, State, and Federal regulations
- Facilitate regular review and promulgation of the EOP
- Establish and maintain ECC staffing roster and facilitate training for ECC staff
- Coordinate County Continuity of Operations (COOP) planning
- Establish and maintain primary and alternate ECC capability
- Coordinate emergency management program activities on an interagency, interdepartmental, and intergovernmental basis
- Plan and conduct a Homeland Security Exercise and Evaluation (HSEEP) exercise program
- Coordinate County homeland security and emergency management program grants; administer the natural hazard mitigation program
- Overall coordination of activated department Incident Command Posts (ICPs)
- Advise and assist the Board of Commissioners in the performance of emergency duties
- Coordinate emergency response activities on an interagency, interdepartmental, and intergovernmental basis

3.4.2 County Emergency Response Departments

Emergency Response Services include the five core emergency response capabilities likely to serve in a primary response role; Health Department,

3. Roles and Responsibilities

Department of County Human Services, Department of Community Services, Animal Services and Sheriff's Office. These core services may be administered by a Department, a Division or a combination of County Divisions that are predefined in order to facilitate rapid and coordinated response. These County Departments may have COOP happening at the same time as providing emergency response duties. When the ECC is activated these Departments will provide a liaison to the County ECC.

3.4.2.1 Sheriff's Office

- Provide law enforcement expertise to the ECC
- Provide traffic and crowd control, security to critical facilities and supplies, and control access to hazardous or evacuated areas
- Provide security for special populations affected by the emergency, such as juveniles in the assessment center or prisoners in the jail
- Assist in dissemination of warning to the public and notification of essential emergency response personnel
- Assist in situation reporting and damage assessment

3.4.2.2 Health Department

- Assess health hazards caused by damage to the sewer, water, food supplies, or other environmental systems and provide safety information as required
- Coordinate the delivery of emergency medical and health services available through public and private agencies
- Coordinate and direct county medical and health services and resources
- Coordinate Countywide EMS services
- Provide crisis counseling for emergency workers

3.4.2.3 Transportation

- Coordinate County transportation and engineering operations, including repair to roads, bridges, and public facilities; construction of temporary bridges or detours; clearance and disposal of debris from streets and roads; and demolition of unsafe structures

3. Roles and Responsibilities

- Coordinate collection and analysis of information related to damage to street systems, buildings, bridges, and other public structures
- Plan, coordinate, and conduct traffic control and other emergency transportation operations
- Coordinate the acquisition and transportation of equipment, materials, and supplies required for emergency operations

3.4.2.4 Animal Services Division

- Provide advice to the ECC for addressing the needs of animals in disaster situations
- Provide rescue services for animals in the field
- Assist with providing disaster shelter options for pets and services animals
- Assist in caring for household pets and service animals during emergencies
- Provide space for livestock and other domestic animals, as required

3.4.2.5 County Human Services Department

- Assist with coordination of information, referral, and advocacy, collaborating with other human service programs for the delivery of food, shelter, fuel, clothing, transportation, financial assistance, victim registration and inquiry, and other essential services
- Assess behavioral health needs and coordinate the delivery of behavioral health services through public and private agencies
- Assign division representative to ECC staff to coordinate community and social services needs and resources
- Coordinate emergency assistance to vulnerable populations and citizens with special needs
- Provide assessment and emergency-related case management services
- Identify elderly clients and clients with disabilities who may be affected by the emergency, and respond as needed

3. Roles and Responsibilities

- Coordinate programs that may provide housing options for those with special needs
- Assist special needs populations
- Coordinate the delivery of health and welfare services
- Coordinate assistance for individuals with special health or medical needs

3.4.3 County Emergency Support Departments

Departments that are not anticipated to have significant disaster field operations or independent departmental operations centers and referred to as County Emergency Support Departments. During a disaster, the primary role for these departments would be to activate their COOP plans. In addition, these county Departments/Divisions/Offices may provide staff to the ECC and could be called upon to provide services like those described below. These departments are critical to an effective disaster response.

The following activities are meant to be representative of the types of activities that these departments and offices might perform during a disaster; the list is not meant to be comprehensive.

3.4.3.1 County Attorney

- Advise County officials on legal matters relating to emergency operations
- Prepare ordinances, implementing orders, and/or resolutions as necessary to ensure that incident management activities are conducted on a sound legal basis
- Review emergency plans, procedures, and agreements to ensure compliance with legal requirements
- Prepare an Emergency Declaration and assist in briefing appropriate officials or the full Board of Commissioners

3.4.3.2 Department of Community Justice

- Establish plans and procedures to ensure the safety of all clients in department custody

3.4.3.3 Department of County Management Assessment and Taxation

- Coordinate with Land Use and Transportation to assess damage to real property

3. Roles and Responsibilities

- Document financial impact and, if applicable, work with State/Federal assessment teams to obtain disaster recovery funds
- Assist in review/revision damage assessment protocols

Facilities and Property Management

- Identify department facilities and other resources available to support emergency operations

Finance

- Collect, collate, analyze, and summarize damage assessment information
- Provide accounting procedures to document emergency expenditures
- Advise Incident Command and the Board of Commissioners regarding incident costs as they are compiled
- Ensure fiscal conformity to State and Federal financial requirements
- Supervise emergency purchasing and facility maintenance activities
- Assist in maintaining County fiscal operations
- Ensure that ongoing financial obligations are met (funds collected and deposited, payments made, payroll checks issued and distributed, and taxes distributed)
- Provide access to County funds as authorized by County Commissioners under emergency declaration

Human Resources

- Advise County officials on personnel policies and work rules relating to emergency work
- Coordinate temporary reassignment of County personnel to assist in emergency operations
- Support emergency training for County employees as part of ongoing course offerings
- Provide risk management services for the County to ensure that emergency operations are conducted safely and in accordance with legal guidelines

3. Roles and Responsibilities

Information Technology

- Coordinate data processing and computer capabilities for continued operations in the ECC
- Support and maintain ECC computer capabilities during a disaster
- Manage geographic information services to provide hazard, response and recovery mapping
- Ensure emergency communications capability through use of County fixed and mobile telephone systems
- Assist in review/revision of the Communications Annex

Risk Management

- Assist in coordination of health and safety issues for County personnel and responders

Public Affairs

- Establish a County Joint Information Center (JIC) and Joint Information System (JIS)
- Serve as ECC Public Information Officer (PIO)
- Collect, develop, and disseminate emergency information to the public through the media and other available means, including prerecorded phone messages
- Activate internal distribution systems and ensure that employees are provided emergency information
- Ensure citizens with disabilities or other special needs receive emergency public information and alert and warning messages
- Advise elected and senior appointed officials and their representatives with the intent of coordinating appropriate risk communication from County leaders

3.4.4 Private Sector

Private-sector organizations play a key role before, during, and after an incident. First, they will be working to provide for the welfare and protection of their employees in the workplace. In addition, the County must work seamlessly with businesses that provide water, power, communication networks, transportation, medical care, security, and numerous other services upon which both response and recovery are particularly dependent. Essential private-sector responsibilities include:

3. Roles and Responsibilities

- Planning for the protection of employees, infrastructure, and facilities
- Planning for the protection of information and the continuity of business operations
- Planning for, responding to, and recovering from incidents that impact private-sector infrastructure and facilities
- Collaborating with emergency management personnel before an incident occurs to ascertain what assistance may be necessary and how private-sector organizations can help
- Developing and exercising emergency plans before an incident occurs
- Where appropriate, establishing mutual aid and assistance agreements to provide specific response capabilities
- Providing assistance (including volunteers) to support local emergency management, and public awareness during response and throughout the recovery process

3.4.5 Nongovernmental Organizations

Nongovernmental organizations (NGOs) play enormously important roles before, during, and after an incident. In the County, NGOs provide shelter emergency food supplies, counseling services, and other vital support services to bolster the response and promote the recovery of disaster victims. NGOs collaborate with responders, governments at all levels, and other agencies and organizations.

The roles of NGOs in an emergency may include:

- Training and managing volunteer resources
- Identifying shelter locations and needed supplies
- Providing critical emergency services to those in need, such as cleaning supplies, clothing, food and shelter, and assistance with post-emergency cleanup
- Identifying those whose needs have not been met and helping coordinate the provision of assistance

3.4.6 Individuals and Households

Individuals and households play an important role in the overall emergency management strategy. Community members can contribute by:

3. Roles and Responsibilities

- Reducing hazards in their homes
- Preparing emergency supply kits and household emergency plans including a Family Emergency Communications Plan
- Monitoring emergency communications carefully
- Volunteering with established organizations
- Enrolling in emergency response training courses

MCEM has provided the public with access to a Family Emergency Handbook containing educational/instructional materials and presentations on subjects regarding safety practices and survival tactics that is available through the County Web site. Handbook materials include guidance on family emergency planning including developing a 72-Hour Kit and resource inventory, pet and animal preparedness, food and water preparedness, first aid, and other guidance related to specific hazards and resource needs.

3.4.7 Municipalities

Under the provisions of ORS 401.305, each city may establish an emergency management agency and appoint an emergency program manager. Cities that do so shall notify the County of the individual responsible for emergency management activities in their respective jurisdictions. Any city not choosing to establish an emergency management agency may develop a cooperative intergovernmental agreement with the County, specifying the emergency management activities to be accomplished at each level. If a city takes no action to increase its emergency management capability, such area will be considered in County planning and County resources will be deployed under the direction of the County to respond, should emergency conditions arise that threaten residents of that city.

3.4.8 State Government

The State emergency organization as defined in the State of Oregon EOP can be activated through the Oregon Military Department, Emergency Management Division. This division provides a duty officer at all times. The State provides direct State agency support to the local level, and serves as a channel for obtaining resources from within and outside the State structure, including the assistance provided by Federal agencies. Local resources (personnel, equipment, funds, etc.) should be exhausted or projected to be exhausted before a county requests State assistance.

3. Roles and Responsibilities

3.4.9 Federal Government

Federal response partners are typically requested by OEM in the event that State resources become limited or specialized services are needed. In most instances, Federal resources become available following a formal declaration of an emergency by the Governor. Thus, procedures and policies for allocating and coordinating resources at the Federal level follow the Oregon EMP and, if necessary, the NRF.

3.4.10 Volunteers

The Office of Emergency Management will also work with volunteer and service organizations in the provision of certain services in emergency situations, typically through previously established agreements.

In the context of preparedness, essential training programs will be coordinated by the sponsoring agencies of such organizations as American Red Cross, Salvation Army, faith-based groups, amateur radio clubs, and Community Emergency Response Teams.

3.5 Mutual Aid

State law (ORS 402) authorizes local governments to enter into Cooperative Assistance Agreements with public and private agencies in accordance with their needs. Personnel, supplies, and services may be used by a requesting agency if the granting agency cooperates and extends such services. However, without a mutual aid pact, both parties must be aware that State statutes do not provide umbrella protection except in the case of fire suppression pursuant to ORS 476 (the Oregon State Emergency Conflagration Act).

3.5.1 Assistance Agreements

Many agencies in Multnomah County have agreements, both formal and informal, which help bring additional resources to the scene of an emergency. Some of these agreements are outlined as follows:

- Cities of Portland and Gresham, Port of Portland, and Rural Fire Protection Districts 14 and 30
- Cities of Portland, Gresham, Troutdale, Fairview, Wood Village, and Multnomah County – Public Works Cooperative Agreement
- Cities of Portland, Gresham, Troutdale, Fairview, and Multnomah County – Informal police response coverage
- Multnomah County and the Multnomah County Amateur Radio Emergency Service – Interagency agreement for amateur radio equipment and operators

3. Roles and Responsibilities

3.6 Response Matrix

Table 3-1 provides a matrix, by Emergency Support Function, of the State and Federal primary agencies that the County may rely on in the event of an emergency. This matrix is important because it highlights the partners at various levels of government that have disaster response capability. It is critical that County agencies know the State and Federal agencies that they will be required to work with during a disaster.

3. Roles and Responsibilities

Table 3-1 Response Partners by Emergency Support Function

Emergency Support Function	Scope (Federal)	Primary County Agencies	Primary State of Oregon Agencies	Primary Federal Agencies
<p>ESF 1 Transportation</p>	<ul style="list-style-type: none"> ■ Aviation/airspace management and control ■ Transportation safety ■ Restoration and recovery of transportation infrastructure ■ Movement restrictions ■ Damage and impact assessment 	<p>Land Use and Transportation</p>	<p>Department of Transportation</p>	<p>Department of Transportation</p>
<p>ESF 2 Communications</p>	<ul style="list-style-type: none"> ■ Coordination with telecommunications and information technology industries ■ Restoration and repair of telecommunications infrastructure ■ Protection, restoration, and sustainment of national cyber and information technology resources ■ Oversight of communications within the Federal incident management and response structure 	<p>Emergency Management Sheriff's Office</p>	<p>Office of Emergency Management</p>	<p>Department of Homeland Security (National Communications System)</p>
<p>ESF 3 Public Works & Engineering</p>	<ul style="list-style-type: none"> ■ Infrastructure protection and emergency repair ■ Infrastructure restoration ■ Engineering services and construction management ■ Emergency contracting support for life-saving and life-sustaining services 	<p>Land Use and Transportation</p>	<p>Department of Transportation</p>	<p>Department of Defense (U.S. Army Corps of Engineers)</p>
<p>ESF 4 Firefighting</p>	<ul style="list-style-type: none"> ■ Coordination of Federal firefighting activities ■ Support to wildland, rural, and urban firefighting operations 	<p>Emergency Management Fire Districts/Departments</p>	<p>Department of Forestry, State Fire Marshal</p>	<p>Department of Agriculture (U.S. Forest Service)</p>
<p>ESF 5 Emergency Management</p>	<ul style="list-style-type: none"> ■ Coordination of incident management and response efforts ■ Issuance of mission assignments ■ Resource and human capital ■ Incident action planning ■ Financial management 	<p>Emergency Management</p>	<p>Office of Emergency Management</p>	<p>Department of Homeland Security (FEMA)</p>

3. Roles and Responsibilities

Table 3-1 Response Partners by Emergency Support Function

Emergency Support Function	Scope (Federal)	Primary County Agencies	Primary State of Oregon Agencies	Primary Federal Agencies
ESF 6 Mass Care, Emergency Assistance, Housing & Human Services	<ul style="list-style-type: none"> ■ Mass care ■ Emergency assistance ■ Disaster housing ■ Human services 	Emergency Management County Human Services Health Department	Department of Human Services	Department of Homeland Security (FEMA)
ESF 7 Logistics Management & Resource Support	<ul style="list-style-type: none"> ■ Comprehensive, national incident logistics planning, management, and sustainment capability ■ Resource support (facility space, office equipment and supplies, contracting services, etc.) 	Emergency Management	Department of Administrative Services	General Services Administration & Department of Homeland Security (FEMA)
ESF 8 Public Health & Medical Services	<ul style="list-style-type: none"> ■ Public health ■ Medical services ■ Behavioral health services ■ Mass fatality management 	Health Department	Department of Human Services – Public Health Division	Department of Health and Human Services
ESF 9 Search & Rescue	<ul style="list-style-type: none"> ■ Life-saving assistance ■ Search and rescue operations 	Sheriff’s Office	Office of Emergency Management, State Fire Marshal	Department of Homeland Security (FEMA)
ESF 10 Oil & Hazardous Materials	<ul style="list-style-type: none"> ■ Oil and hazardous materials (chemical, biological, radiological, etc.) response ■ Environment short- and long-term cleanup 	Emergency Management, Sheriff’s Office	Department of Environmental Quality, State Fire Marshal	U.S. Environmental Protection Agency
ESF 11 Agriculture & Natural Resources	<ul style="list-style-type: none"> ■ Nutrition assistance ■ Animal and plant disease and pest response ■ Food safety and security ■ Protection of natural and cultural resources and historic properties ■ Safety and well-being of household pets 	Health Department Land Use and Transportation Animal Services	Department of Agriculture	Department of Agriculture
ESF 12 Energy	<ul style="list-style-type: none"> ■ Energy infrastructure assessment, repair, and restoration ■ Energy industry utilities coordination ■ Energy forecast 	Emergency Management	Department of Administrative Services, Department of Energy, Public Utility Commission	Department of Energy

3. Roles and Responsibilities

Table 3-1 Response Partners by Emergency Support Function

Emergency Support Function	Scope (Federal)	Primary County Agencies	Primary State of Oregon Agencies	Primary Federal Agencies
ESF 13 Public Safety & Security	<ul style="list-style-type: none"> ■ Facility and resource security ■ Security planning and technical resource assistance ■ Public safety and security support ■ Support to access, traffic, and crowd control 	Sheriff's Office	Department of Justice, Oregon State Police	Department of Justice
ESF 14 Long-Term Community Recovery	<ul style="list-style-type: none"> ■ Social and economic community impact assessment ■ Long-term community recovery assistance to states, tribes, local governments, and the private sector ■ Analysis and review of mitigation program implementation 	Emergency Management	Economic and Community Development, Office of Emergency Management	Department of Homeland Security (FEMA)
ESF 15 External Affairs	<ul style="list-style-type: none"> ■ Emergency public information and protective action guidance ■ Media and community relations ■ Congressional and international affairs ■ Tribal and insular affairs 	Emergency Management Public Affairs Office	Office of Emergency Management	Department of Homeland Security

4

Concept of Operations

4.1 General

The basic concept of emergency operations focuses on managing and using all available resources in the County for effectively responding to all types of emergencies. Local government has the primary responsibility for emergency management functions and for protecting life and property from the effects of hazardous events.

4.2 Phases of an Emergency

Phases of an emergency describe the sequence of phases that surround the emergency event; the phases before, during and after an actual event.

A typical sequence in an emergency may look like:

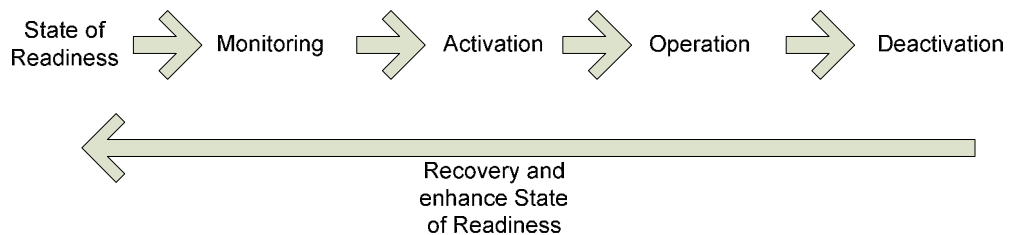


Figure 1 Phases of an Emergency

State of Readiness – The normal state of operations. Planning and training activities are ongoing, and the Duty Officer has responsibility for monitoring potential threat activity.

Monitoring – Some unusual activity has occurred, or some pre-planned event that could lead to enhanced response activities is occurring.

Activation – Disaster activities are beginning or are imminent. The decision has been made to activate the Emergency Coordination Center. Normal operations will be disrupted for some departments.

4. Command and Control

Operation – Disaster operations are under way. Significant disruption for some departments, including the activation of coop plans and departmental operations centers.

Deactivation – Disaster operations are concluded. Operational assets are demobilized and coop plans are deactivated. Business begins to return to normal.

Recovery and enhanced State of Readiness – Returning the community to a condition as good or better than it's pre-disaster condition. The recovery process can take months or years to complete. Part of the recovery process is the creation of a complete after-action report and a corrective action plan. These documents are important to make the community more resistant to and better able to recover from a disaster in the future.

4.3 Alert, Warning, and Notification

In an emergency or a disaster, information is essential for the appropriate response, management of resources, and communication. It is imperative that the appropriate departments, divisions, and offices be notified of the alert and warning of an imminent or unfolding emergency or disaster so that decisions can be made, and policies executed. The timely dissemination of information is crucial to a successful response and recovery effort.

In Multnomah County, the primary points for receiving alerts and warnings are:

- The Public Safety Answering Point (PSAP), which is part of the Bureau of Emergency Communications (BOEC)
- The Multnomah County Sheriff's Office Records Section located at 1120 SW 3rd Avenue

All warnings will receive priority over all normal routine office business and shall not be delayed for any reason.

Alert and warning information may be transmitted to the County via the National Alert and Warning System (NAWAS), the State Warning Point, the PSAP, government agencies, responding emergency response/field personnel, the public, the media, and other sources. Information may also be received from the National Weather Service, Law Enforcement Data System (LEDS), and through Amateur Radio Emergency Services (ARES)/ Radio Amateur Civil Emergency Services (RACES) operators.

Detailed information on alert and warning is provided in ESF Annex 2 – Communications.

4. Command and Control

4.3.1 Activation

The receipt of information regarding potential emergencies occurs frequently. Much of the time the potential emergency event is monitored by the Office of Emergency Management, and information is not disseminated unless conditions exist that warrant its dissemination. Therefore, this plan and the ECC will be activated to the level required to meet the needs of the incident.

When emergency situations arise and it is determined that normal organization and functions of County government are insufficient to effectively meet response activities needs, the Emergency Manager will activate and implement all or part of this plan. In addition, the Emergency Manager may direct the activation and staffing of the County ECC to whatever level is required by the incident based on the incident's type, size, severity, location, and duration.

While day-to-day activities are conducted according to standard departmental operating guidelines, procedures, and directives, there are times when conditions, circumstances, and needs will dictate a different response. These are times of emergency and disaster.

4.4 Business Continuity and Emergency Response

During times of emergency or disaster it is critical that essential departmental tasks as defined in each department's COOP plan, still be accomplished as directed by the department head or his/her designated representative in as near-normal and routine a manner as possible. Extraordinary tasks required by the emergency conditions fall under the department's emergency response plan.

In this way, the department's emergency response plan establishes a distinct organizational structure with staff designated and highly trained for the duration of the event in accordance with the guiding principles of the ICS and the incident objectives established through the incident planning process.

4.5 National Incident Management System (NIMS) and Incident Command System (ICS)

In Oregon, implementation of NIMS and ICS is mandatory during an emergency incident. NIMS is a comprehensive, national approach to incident management applicable to all jurisdictional levels and across functional disciplines. ICS, a standardized, flexible, scalable all-hazard incident command system, is designed to be utilized from the time an incident occurs until the need for management and operations no longer exists.

4. Command and Control

The ICS structure can be expanded or contracted depending on the incident's changing conditions. ICS positions can be staffed and operated by qualified personnel from any emergency service agency and may involve personnel from a variety of disciplines. Thus, the system can be utilized for any type or size of emergency, ranging from a minor incident involving a single unit to a major emergency involving several agencies and spanning numerous jurisdictions.

The Multnomah County ECC has established a command and coordination framework that is compliant with NIMS/ICS. This framework includes the following five organizational levels as necessary:

1. Field Response: Emergency response personnel and resources carry out direct, on-scene, response activities.
2. Local Government: Management and coordination of overall emergency response and recovery activities within jurisdictional responsibility.
3. County Emergency Management: Management and coordination of information, resources, and priorities among local governments in a County. The County Emergency Coordination Center (ECC) may be activated to coordinate resources and establish communication and coordination with State and Federal agencies.
4. State Government: Manages State resources in response and serves as the coordination and communication link with the Federal disaster response system.
5. Federal Government: Manages Federal resources in response.

The following three sections describe conceptually, the applications of the NIMS/ICS principles within the context of the county.

4.6 Emergency Management Organization

The Emergency Manager of Multnomah County is responsible for ensuring that coordinated and effective emergency response systems are developed and maintained.

Specific positions and agencies are responsible for fulfilling their obligations as presented in the EOP and individual annexes. The Emergency Manager will provide overall coordination for the response activities of all Multnomah County departments. In accordance with ORS 401, the Emergency Manager may take extraordinary measures in the interest of effective emergency management. Department heads will retain control over their employees and equipment. Each agency will be responsible for having its own standard operating procedures (SOPs) to be followed during response operations.

4. Command and Control

Outside assistance, whether from other governmental jurisdictions or from organized volunteer groups or the private sector, will be requested and used only as an adjunct to existing Multnomah County services, and then only when a situation threatens to expand beyond Multnomah County's response capabilities.

The County may also be called upon to support coordinating activities of city and special district ECCs within the boundaries of the county.

4.7 Emergency Coordination Center

The ECC has been established to provide a central location for the management of a county emergency. The ECC setting provides for face-to-face communication among the members of the ECC staff and others who may be asked to participate in the decision making process. It also provides a setting in which all decision makers receive status updates on the emergency.

The primary location for the County ECC is:

Multnomah Building (Basement)
501 SE Hawthorne Blvd.
Portland, OR 97214

The primary positions to be established in the ECC are the ECC Director, Planning Section Chief, Logistics Section Chief and the Finance/Administration Section Chief, Safety Officer, Public Information Officer, and Liaison Officer.

The staffing level and tasks within the ECC will vary depending on the level and the nature of the emergency. The ECC should be staffed only to the extent necessary. The Section Chiefs will determine what functions within their section need to be staffed and order additional staff through appropriate channels. County personnel may staff positions, or personnel from assisting jurisdictions/agencies and/or volunteer organizations as required by the needs of the emergency.

The primary functions of the ECC are:

Provide coordination and support for command posts and coordinating centers within the borders of the Multnomah County.

- Serve as the channel for obtaining resources from within and outside the State structure, including the assistance provided by Federal agencies
- Provide information to elected officials and the public during and after an emergency

4. Command and Control

4.8 County Departments

All involved County Departments will implement individual emergency response plans, standard operating procedures, and associated protocols in support of County emergency operations. These include providing the MCEM with the following information throughout an incident's duration:

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

In addition to these general responsibilities County Departments may be organized for the emergency response by their emergency response or support capabilities.

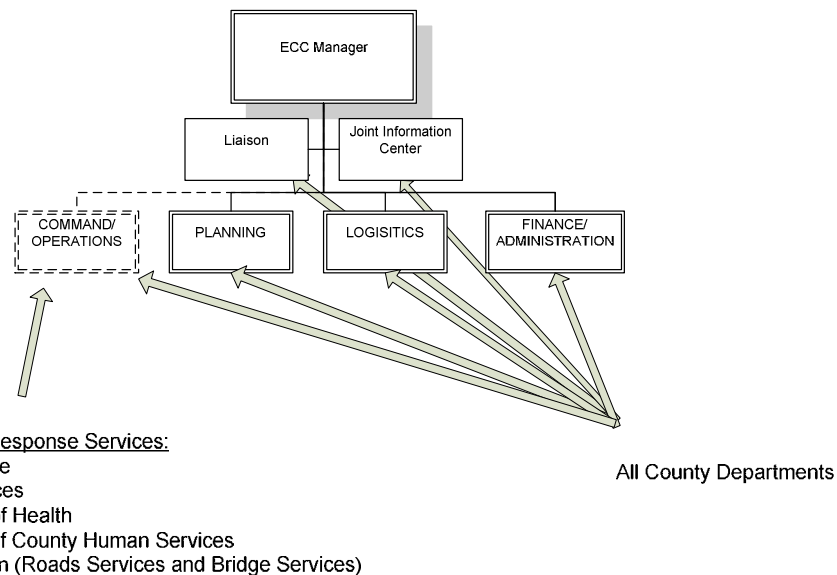


Figure 2 ECC Organizational Chart

Emergency Response Services include the five core emergency response services in the County that are expected to perform independent response duties in a major emergency or disaster. As needed for their operations, each of them will maintain the necessary procedural documentation to support their response activities and activate Incident Command Posts and/or their Department Operations Center (DOC) as required. These five departments are:

- Sheriff's Office

4. Command and Control

- Animal Services
- Department of Health
- Department of County Human Services
- Transportation (Roads Services and Bridge Services)

Other Multnomah County offices and departments who do not have a primary emergency response role may be called upon to support the response in several capacities. Besides activating their COOP plans, these departments may be asked to provide staff to serve in emergency response positions at the County-level ECC, at various department DOCs, or at other appropriate emergency response assignments throughout the region. In a widespread disaster or catastrophic event, all Multnomah County employees qualified to do so may be required to serve as emergency service responders.

4.9 Multi- Agency Coordination

Besides providing coordination and support for those County agencies responding to major emergencies or disasters, the ECC will also provide coordination and assistance to cities, special districts, community partners, and as needed to individuals. The ECC may also serve as the single County point-of-contact for mutual aid providers, discipline-specific coordination centers, regional partners, resource providers, and State and Federal assistance.

4. Command and Control

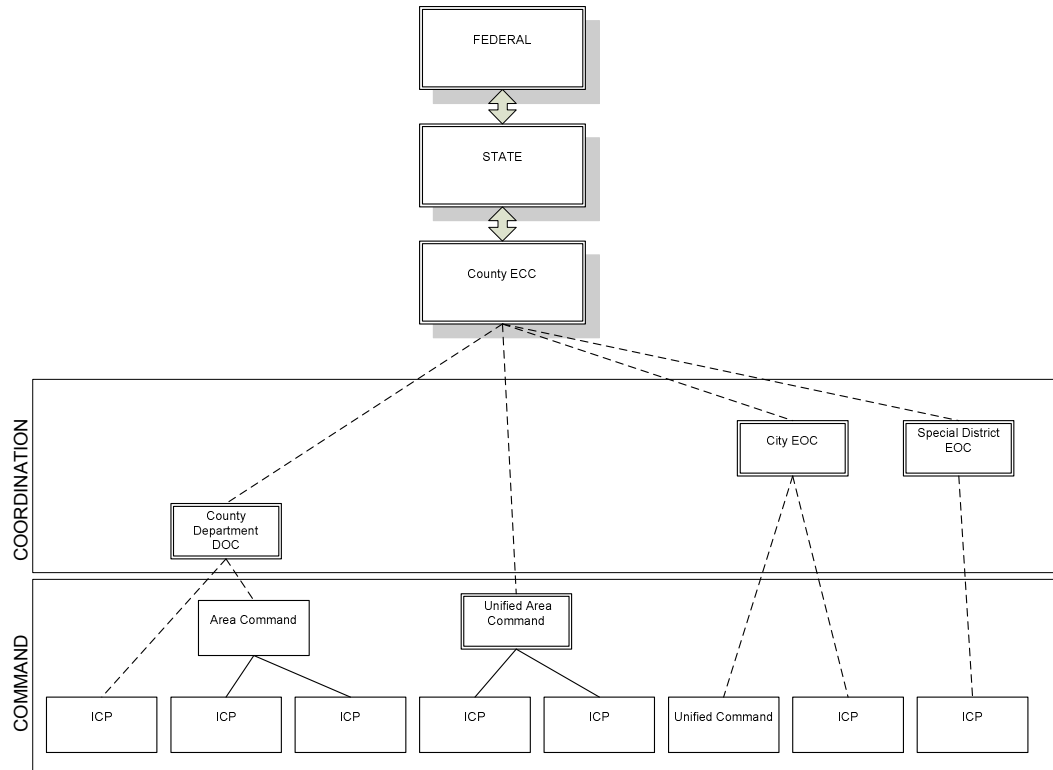


Figure 3 Command and Control Organizational Chart

While emergencies and disasters are unpredictable, it is reasonable to assume discipline-specific coordination groups may form to address the threats and challenges to coordinate response activities and allocate critical resources. These groups serve in an advisory capacity to various ICs, ECC managers, and area commanders when designated. When reasonable, Multnomah County anticipates providing representatives to each of these groups and may call on appropriate personnel to serve in this capacity.

4.10 Special Needs Populations

The needs of individuals who require special assistance during a disaster are address in some detail in the Regional Vulnerable Population Emergency Plan.

4.11 Emergency Powers

When the County determines an emergency exists, the County Chair shall promptly determine if a declaration is warranted. The emergency declared by the County Chair (or those identified as successors to the County Chair) shall be for the period set forth in the declaration. In cases where a decision must be made to apply resources to one situation while another

4. Command and Control

problem goes unattended, the preservation of human life shall take precedence over property protection.

State and Federal support of County emergency operations will be based on the principle of self-help. The County will be responsible for utilizing all available local and mutual aid resources prior to requesting assistance from the State of Oregon and asking for a State emergency declaration.

When local resources have been, or are about to be, exhausted, and it is determined that State and, possibly, Federal aid will be needed, the County Chair will submit a formal request to the Governor through the State of Oregon Office of Emergency Management. Responsibility for coordination of emergency activities with State and private organizations has been delegated to the Office of Emergency Management.

It is the policy of the State of Oregon to establish an orderly means of providing State resources to assist local governing bodies in carrying out their responsibilities to alleviate suffering, damage, or property loss resulting from large-scale emergencies. However, certain responsibilities must be fulfilled by the County before such assistance is given.

Resource requests and emergency/disaster declarations must be submitted by the County Emergency Management Director to the Director of OEM according to provisions outlined under ORS Chapter 401.

Details on the process of requesting emergency assistance from the State can be found in the State of Oregon EOP. Draft emergency/disaster declaration templates for Multnomah County and incorporated cities are included in Appendix A.

The executives of the County's incorporated cities are responsible for the direction and control of their communities' resources during emergencies and for requesting additional resources required for emergency operations. In times of declared disasters, all assistance requests will be made through the County Emergency Management Director via the County ECC. The County Office of Emergency Management processes subsequent assistance requests to the State.

4.12 Direction and Control

The responsibility for Emergency Management and direction and control in time of disaster belongs to the elected Board of Commissioners. Acting under the authority of the County's Home Rule Charter (MCC 604), the Board of County Commissioners established the Emergency Management Office by Executive Order 192. Its Director reports directly to the County Chair.

The Multnomah County Emergency Manager is responsible for advising local officials on critical emergency management policy decisions such as

4. Command and Control

imposing regulations, causing emergency measures to be enforced, and designating emergency areas. In the event that the Emergency Manager is unable to perform the above duties, the line of succession for emergency operations will be in the department's COOP Plan. The Emergency Manager may declare a "state of emergency" and may direct activation and staffing of the County ECC. In the event that one of the above actions is implemented, this will be reported to the Multnomah County Board of Commissioners at the first available opportunity.

4.12.1 County Departments

County department directors maintain control of all assigned assets during disaster operations. MCEM may request staff from various departments for use in the ECC. County departmental resources will be coordinated from the ECC during disasters that create resource shortages. So, while resources may be *coordinated* from the ECC, *operational control* remains with the department.

4.12.2 Municipalities

The chief executives of the incorporated cities within the County are responsible for the direction and control of their local resources during emergencies, including requesting additional resources not covered under mutual aid for emergency operations. Such requests will be directed to Multnomah County Emergency Management. Should the County be unable to support the request, a County Declaration of Emergency will be forwarded to the State.

4.12.3 State Response Partners

Under the provisions of ORS 401, the Governor has broad responsibilities for the direction and control of all emergency activities in a State-Declared Emergency. The administrator of OEM is delegated the authority by statute to coordinate all activities and organizations for emergency management within the State and to coordinate in emergency matters with other states and the Federal government.

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

4.12.4 Federal Response Partners

The County shall make requests for Federal disaster assistance to the State of Oregon Emergency Management Division. Federal resources

4. Command and Control

may be requested and provided prior to the formal declaration of a disaster in emergency response situations. A Presidential Disaster Declaration makes available extensive disaster response and recovery assistance, including financial support to governments, businesses, and individual citizens.

Federal resources will be integrated into the county response by the use of Unified Command as described in NIMS.

4.12.5 Private Sector

Disaster response by local government agencies may be augmented by business, industry, and volunteer organizations. MCEM will coordinate response efforts with business and industry, to include providing assistance as appropriate in action taken by industry to meet State emergency preparedness regulations governing businesses such as utility companies that provide essential services.

Schools, hospitals, nursing/care homes, and other institutional facilities are required by Federal, state, or local regulations to have disaster plans.

THIS PAGE LEFT BLANK INTENTIONALLY.

5

Finance, Administration and Logistics

5.1 Liability Issues

Liability issues and potential concerns among government agencies, private entities, and other response partners, and across jurisdictions, are addressed in existing mutual aid agreements and other formal memoranda established for Multnomah County and its surrounding areas.

During an emergency situation, a local declaration may be necessary to activate these agreements and allocate appropriate resources. However, in accordance with ORS 401, as amended, the Board of Commissioners may take extraordinary measures in the interest of effective emergency management. Such measures may include authorizing all physical resources within Multnomah County, whether publicly or privately owned, to be utilized when deemed necessary by the Board of Commissioners; in such cases, Multnomah County assumes no financial or civil liability for the use of these resources. Accurate records of such use will be maintained to ensure proper reimbursement for those resources. Additionally, the ORS the Executive Order of the Governor provide that the Board of Commissioners may exercise the same powers, on an appropriate local scale, as those granted to the Governor.

5.2 Financial Management

During an incident, emergency purchase requests are subject to the approval of the Incident Commander (IC) and will be coordinated through the ECC (IC or Finance Section Chief). The IC will institute resource and records controls, while the Finance Director will establish emergency purchasing procedures and review records for emergency purchases of goods, services, and personnel, maintained by the Director of Human Resources and Director of the Office of Emergency Management, or designee. Expenditure reports should be submitted to the County Finance Division. In addition, copies of expense records and all supporting documentation should be submitted for filing FEMA Public Assistance reimbursement requests.

4. Command and Control**5.3 Fiscal Resources**

During a major emergency, Multnomah County is likely to find it necessary to redirect County funds to respond effectively to the disaster. Although the authority to adjust department budgets and funding priorities rests with the Board of County Commissioners, emergency procurement authority is delegated to each Department Director. Tracking the expenditures related to an incident is the responsibility of the Finance Section in the Emergency Coordination Center. A cost center has been established. All purchases during an emergency or disaster will be billed to a SAP WBS code specified by Finance or Department as appropriate. Finance and Departments are expected to coordinate coding early in the response.

5.4 Contingency Requests

State law allows the County to set aside an appropriation for undesignated purposes, a general operating contingency account. State administrative rules limit transfers out of this appropriation to items that could not have been foreseen at the time the budget was adopted either because they were not expected or because the cost of the item was not predictable.

The Board of County Commissioners has further restricted use of the General Fund Contingency Account to:

- One-time-only allocations, in emergency situations that, if left unattended, would jeopardize the health and safety of the community
- Unanticipated expenditures that are necessary to keep a previous public commitment or fulfill a legislative mandate or can be proven to result in significant administrative or programmatic efficiencies
- Expenditures covered by unanticipated revenues not classified as grants

5.5 Resource Management

Resource management will be conducted in accordance with NIMS and ICS. This includes identifying resources prior to a disaster, maintaining resources lists and contact information for resources owners, maintaining detailed records of resource use during a disaster, and demobilizing resources before returning them to their owners.

6

Plan Development, Maintenance, and Implementation

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

This plan supersedes and rescinds all previous editions of the Multnomah County Emergency Operations Plan and is effective upon signing by the Board of Commissioners Chairperson. If any portion of this plan is held invalid by judicial or administrative ruling, such ruling shall not affect the validity of the remaining portions of the plan.

6.1 Plan Review and Maintenance

The Emergency Manager will be responsible for ensuring that an annual review of the plan is conducted by all officials involved. At a minimum, this EOP will be formally reviewed and re-certified every five years by the chief elected officials of Multnomah County to comply with State requirements.

This review will:

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

All agencies will be responsible for the development and maintenance of their respective portions of this EOP, annexes, and SOPs as identified in the Plan Administration section of this Plan and as identified in individual annexes.

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

of a simulated emergency in order to provide practical experience for those with ECC responsibilities.

Recommended changes should be forwarded to:

Office of Emergency Management
501 SE Hawthorne Ave
Portland, OR 97214

6.2 Training Program

Multnomah County Emergency Management is responsible for performing periodic needs assessments to set training goals, establish training schedules, and conduct classes and workshops, and for maintaining the record of attendance of the participants.

The Multnomah County Comprehensive Training Program consists of courses necessary to conduct emergency response operations and the other supporting functions of the ICS; courses to support complex incident management and coordination of resources throughout the metropolitan region; and weapons of mass destruction awareness. Additionally, courses are included that contribute to professional development of emergency management personnel and other Incident Management personnel that play a critical role in the County's Emergency Management program and preparedness posture. Courses are identified in the training matrix by program, name, and responsible agency under the County Training Plan.

6.3 Exercise Program

Multnomah County conducts a very active exercise program consisting of at least one functional or full-scale exercise each calendar year and enhances the program with smaller tabletop exercises, drills, and other discussion- and performance-based activities throughout the year. MCEM schedules the exercises in accordance with the Emergency Management Performance Grant (EMPG)-mandated cycle, which requires one full-scale exercise in every four-year cycle and determines the scenario for the exercises from the latest County Hazard Analysis.

Exercises are developed, conducted, and evaluated under the Homeland Security Exercise and Evaluation Program (HSEEP) guidelines and directives. Multnomah County works with the State of Oregon, its regional partners, its cities, agencies, special districts, and private businesses and corporations to develop as many working agreements as possible as a result of the findings from its exercise program to best prepare for an actual occurrence.

6.4 Business and Community Education and Outreach

Public awareness and education prior to any emergency is crucial for successful public information efforts during and after an emergency. This is a shared responsibility among all the participating agencies and organizations throughout the metropolitan region. For its part, Multnomah County Emergency Management conducts active community awareness programs on its own, in cooperation with other County departments, and through its partnership with private-sector businesses, community organizations, and NGOs.

THIS PAGE LEFT BLANK INTENTIONALLY.

7

Authorities and References

7.1 Authorities

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

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

7.1.1 Compliance

The Multnomah County EOP is guided by NIMS and is intended to comply with all its provisions, including the adoption of ICS as the command and control system for response to disaster incidents within the County. This was adopted by Resolution 07-130.

7.1.2 Legal Authorities

This EOP is issued by order of the Multnomah County Board of Commissioners through the powers vested in it by the provisions of Chapter 401, ORS, including the “Emergency Management by Cities and Counties” (ORS 401.305 to 401.335) (2009 Edition).

The organizational and operational concepts set forth are promulgated under the authorities listed in Table 1-2

Table 1-2 Legal Authorities

Federal

- Federal Civil Defense Act of 1950, PL 81-950 as amended
- The Disaster Relief Act of 1974, PL 93-288 as amended
- Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 100-707
- Title III, of the Superfund Amendments and Reauthorization Act of 1986, PL 99-499 as amended
- Code of Federal Regulations, Title 44. Emergency Management Assistance
- Executive Order 12656, Assignment of Emergency Preparedness Responsibilities, of November 18, 1988
- Homeland Security Act of 2002

Table 1-2 Legal Authorities
<ul style="list-style-type: none"> – Homeland Security Presidential Directive–5: Management of Domestic Incidents – Homeland Security Presidential Directive–7: Critical Infrastructure Identification, Prioritization, and Protection – Homeland Security Presidential Directive -8: National Preparedness – U.S. Department of Homeland Security, National Incident Management System – U.S. Department of Homeland Security, National Response Plan
State of Oregon
<ul style="list-style-type: none"> – ORS 192 Record Management – ORS 401 Emergency Management and Services – ORS 402 Emergency Mutual Assistance Agreements – ORS 403 Public Communications Systems – ORS 404 Search and Rescue – ORS 476.510-476.610 Emergency Conflagration Act – ORS 477 Fire Protection of Forests and Vegetation – ORS 478 Rural Fire Protection Districts – OAR 104-10-000 Participation of local Governments in the Emergency Management Assistance Program of FEMA
Multnomah County
<ul style="list-style-type: none"> – MCC 604 County Home Rule Charter – MCC Title 4.30 Vacancies in Office – Executive Order 192 Creation of County Emergency Management Office – Ordinance No. 1138 Relating to County Organizations; Concerning the Organization and Functions of the Office of Emergency Management, Repealing MCC 27.001 (G) and Declaring an Emergency – Resolution #07-130 Adopting the National Incident Management System and Repealing Resolution No. 91-8 – Multnomah County Emergency Operations Plan

A

**Multnomah County Emergency
Management Resolution**

THIS PAGE LEFT BLANK INTENTIONALLY.

Appendix A. Multnomah County Authorities

BEFORE THE BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON

RESOLUTION NO. 07-130

Adopting the National Incident Management System and Repealing Resolution No. 91-8

The Multnomah County Board of Commissioners Finds:

- a. Multnomah County is required by ORS 401 to establish an emergency management agency to develop and maintain an emergency management program capable of preparing for and coordinating response to emergencies and disasters that may affect the County or any jurisdiction therein.
- b. Use of an effective, standardized incident management system improves coordination between agencies and organizations.
- c. County-wide adoption of the National Incident Management System (NIMS) is now a prerequisite to receiving some emergency management and homeland security grants.

The Multnomah County Board of Commissioners Resolves:

- 1. The National Incident Management System, including the Incident Command System (ICS) components, is adopted as a model to be integrated into all County emergency response plans.
- 2. To comply with the NIMS requirements, the County will:
 - A. Apply standardized and consistent terminology, including the establishment of plain English communications across public safety agencies.
 - B. Promote the adoption of NIMS by local government, associations, utilities, non-governmental organizations, and the private sector.
 - C. Manage all emergency incidents and planned events in accordance with ICS organizational structure, doctrine, and procedures.
 - D. Coordinate and support emergency incident and event management through development and use of a multi-agency coordination system.
 - E. Participate in and promote mutual aid agreements between counties, jurisdictions, the private sector and non-governmental organizations.
 - F. Incorporate NIMS/ICS into all local and regional training and exercises.
 - G. Develop and implement a plan at agency level that identifies personnel to complete specific NIMS training requirements.
 - H. Inventory community response assets to conform to homeland security resource typing standards.

- I. Standardize methods of organizing and committing resources to an incident to provide for more efficient use of the limited resources.
- J. Incorporate corrective actions into preparedness and response plans and procedures.
- K. Develop a modular organization flexible to meet the varied needs of response to specific events whether planned or emergent.
- L. Establish a pre-determined method of developing unified command to deal with multi-agency and/or multi-jurisdictional situations.
- M. Implement processes, procedures, and/or plans to communicate timely, accurate information to the public during an incident through a Joint Information System and Joint Information Center.
- N. Incorporate relevant national standards to achieve equipment, communication, and data interoperability to the extent permissible by law.
- O. Develop and implement a system to coordinate all federal preparedness funding to implement NIMS throughout the County.

3. Resolution No. 91-8 is repealed.

ADOPTED this 12th day of July, 2007.

BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON



Ted Wheeler
 Ted Wheeler, Chair

REVIEWED:

AGNES SOWLE, COUNTY ATTORNEY
FOR MULTNOMAH COUNTY, OREGON

By *Jacqueline A. Weber*
 Jacqueline A. Weber, Assistant County Attorney

SUBMITTED BY:
Ted Wheeler, Multnomah County Chair

B

Sample Disaster Declaration Form

THIS PAGE LEFT BLANK INTENTIONALLY

Appendix B. Sample Disaster Declaration Forms

DECLARATION OF STATE OF EMERGENCY

BEFORE THE BOARD OF COMMISSIONERS]
FOR MULTNOMAH COUNTY, OREGON

In the Matter of Declaring)
A State of Emergency within)
Multnomah County)

RESOLUTION

This matter came before the Board of Commissioners at an emergency meeting on _____

_____, involving an emergency situation created by

_____; and

WHEREAS,

____; and (Date/time of occurrence; cause of incident)

WHEREAS,

____; and (Specify location of incident and effects)

WHEREAS,

____; and (Specify location of incident and effects)

WHEREAS, the following conditions, _____ exist in the impact area.

Appendix B. Sample Disaster Declaration Forms

WHEREAS, the county ECC has been implemented and emergency service

responders _____ are _____; and

BE IT RESOLVED that the Board of Commissioners, under the emergency powers granted by ORS 401.305, declares that a State of Emergency exists within Multnomah County due to the fact that local resources have been exhausted. Further, Multnomah County's Emergency Management is hereby directed to take all necessary steps authorized by law to secure the persons and property of the citizens of Multnomah County. State assistance is requested immediately and includes the following:

- * _____
- * _____
- * _____

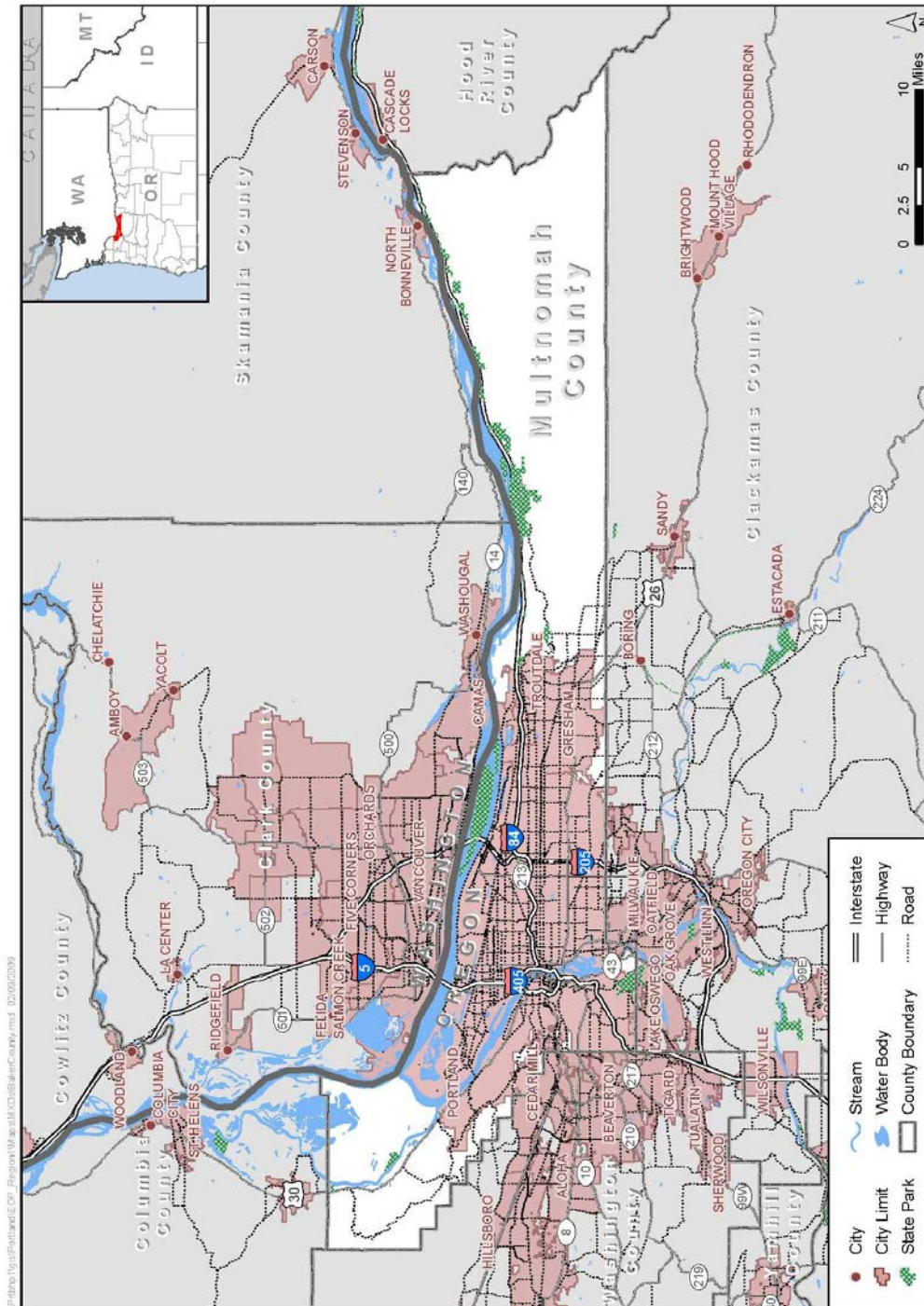
Dated at Portland, Oregon, this _____ day of _____

Multnomah County Board of Commissioners

C

Maps

THIS PAGE LEFT BLANK INTENTIONALLY



Multnomah County
Emergency Operations Plan

THIS PAGE LEFT BLANK INTENTIONALLY

D

Acronyms and Glossary

THIS PAGE LEFT BLANK INTENTIONALLY

Appendix D. Acronyms and Glossary**Acronyms**

AED	Automated External Defibrillator
ARES	Amateur Radio Emergency Services
BOEC	Bureau of Emergency Communications
CBRNE	Chemical, Biological, Radiological, Nuclear, Explosive
CFR	Code of Federal Regulations
COG	Continuity of Government
COOP	Continuity of Operations Plan
County	Multnomah County
CPR	Cardio-Pulmonary Resuscitation
DHS	U.S. Department of Homeland Security
ECC	Emergency Coordination Center
EM	Emergency Manager
EMP	State of Oregon Emergency Management Plan
EMPG	Emergency Management Performance Grant
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
HazMat	Hazardous Materials
HSEEP	Homeland Security Exercise and Evaluation Program
IA	Incident Annex
IAP	Incident Action Plan
IC	Incident Commander
ICP	Incident Command Post

Appendix D. Acronyms and Glossary

ICS	Incident Command System
IGAs	Intergovernmental Agreements
JIC	Joint Information Center
JIS	Joint Information System
LEDS	Oregon Law Enforcement Data System
MC	Multnomah County
MCEM	Multnomah County Office of Emergency Management
MOU	Memorandum of Understanding
NGO	Non-Governmental Organization
NAWAS	National Warning System
NIMS	National Incident Management System
NRF	National Response Framework
OAR	Oregon Administrative Rules
OEM	Oregon Emergency Management
ORS	Oregon Revised Statute
OSHA	Occupational, Safety, and Health Administration
PIO	Public Information Officer
PSAP	Public Service Answering Point
RACES	Radio Amateur Civil Emergency Services
REMG	Regional Emergency Management Group
SOP	Standard Operating Procedures
State	State of Oregon
UASI	Portland Urban Area Strategic Initiative
UC	Unified Command
U.S.	United States
USACE	United States Army Corps of Engineers

Appendix D. Acronyms and Glossary

Glossary of Key Terms

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

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

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

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

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

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

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

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

Appendix D. Acronyms and Glossary

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

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

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

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

Branch: The organizational level having functional or geographical responsibility for major aspects of incident operations. A branch is organizationally situated between the section and the division or group in the Operations Section, and between the section and units in the Logistics Section. Branches are identified by the use of Roman numerals or by functional area.

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

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

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

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

Command Staff: In an incident management organization, the Command Staff consists of the Incident Commander; the special staff positions of Public Information Officer, Safety Officer, Liaison Officer; and other positions as required, who report directly to the Incident Commander. They may have an assistant or assistants, as needed.

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

Appendix D. Acronyms and Glossary

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

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

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

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

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

Critical Infrastructure: Systems and assets, whether physical or virtual, so vital to the United States that the incapacity or destruction of such systems and assets would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters. (Department of Homeland Security, National Response Plan (December 2004), 64.)

Deputy: A fully qualified individual who, in the absence of a superior, can be delegated the authority to manage a functional operation or perform a specific task. In some cases, a deputy can act as relief for a superior and, therefore, must be fully qualified in the position. Deputies can be assigned to the Incident Commander, General Staff, and Branch Directors.

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

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

Division: The partition of an incident into geographical areas of operation. Divisions are established when the number of resources exceeds the manageable span of control of the Operations Chief. A division is located within the ICS organization between the branch and resources in the Operations Section.

Appendix D. Acronyms and Glossary

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

Emergency Coordination Centers: The physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. An ECC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. ECCs may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., Federal, State, regional, County, City, tribal), or some combination thereof.

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

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

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

Emergency Response Provider: Includes state, local, and tribal emergency public safety, law enforcement, emergency response, emergency medical (including hospital emergency facilities), and related personnel, agencies, and authorities. See Section 2 (6), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002). Also known as Emergency Responder.

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

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

Appendix D. Acronyms and Glossary

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

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

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

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

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

General Staff: A group of incident management personnel organized according to function and reporting to the Incident Commander. The General Staff normally consists of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief.

Group: Established to divide the incident management structure into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. Groups, when activated, are located between branches and resources in the Operations Section.

Hazard: Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

Homeland Security Exercise and Evaluation Program (HSEEP): A capabilities- and performance-based exercise program that provides a standardized policy, methodology, and language for designing, developing, conducting, and evaluating all exercises. Homeland Security Exercise and Evaluation Program also facilitates the creation of self-sustaining, capabilities-based exercise programs by providing tools and

Appendix D. Acronyms and Glossary

resources such as guidance, training, technology, and direct support. For additional information please visit the Homeland Security Exercise and Evaluation Program toolkit at <http://www.hseep.dhs.gov>.

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

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

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

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

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

Incident Commander: The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The IC has overall authority and

Appendix D. Acronyms and Glossary

responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

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

Incident Objectives: Statements of guidance and direction necessary for selecting appropriate strategy(s) and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow strategic and tactical alternatives.

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

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

Initial Response: Resources initially committed to an incident.

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

Interagency: An organization or committee comprised of multiple agencies.

Interoperability & Compatibility: A principle of NIMS that holds that systems must be able to work together and should not interfere with one another if the multiple jurisdictions, organizations, and functions that come together under NIMS are to be effective in domestic incident management. Interoperability and compatibility are achieved through the use of such tools as common communications and data standards, digital data formats, equipment standards, and design standards. (Department of Homeland Security, National Incident Management System (March 2004), 55.)

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

Appendix D. Acronyms and Glossary

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

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

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

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

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

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

Local Government: A County, municipality, City, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under State law), regional or interstate government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal organization, or in Alaska a Native village or Alaska Regional Native Corporation; a rural community, unincorporated town or village, or other public entity. See Section 2 (10), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

Logistics: Providing resources and other services to support incident management.

Logistics Section: The section responsible for providing facilities, services, and material support for the incident.

Appendix D. Acronyms and Glossary

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

“any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this Act to supplement the efforts and available resources of States, tribes, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.”

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

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

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

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

Multiagency Coordination Systems: Multiagency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and

Appendix D. Acronyms and Glossary

information coordination. The components of multiagency coordination systems include facilities, equipment, emergency operation centers (EOCs), emergency coordination centers (ECCs), specific multiagency coordination entities, personnel, procedures, and communications. These systems assist agencies and organizations to fully integrate the subsystems of the NIMS.

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

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

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

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

National Incident Management System: A system mandated by HSPD-5 that provides a consistent nationwide approach for state, local, and tribal governments; the private-sector, and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among State, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; multiagency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

National Response Plan: A plan mandated by HSPD-5 that integrates Federal domestic prevention, preparedness, response, and recovery plans into one all-discipline, all-hazards plan.

National Response Framework: A guide to how the United States conducts all-hazards incident management. It is built upon flexible, scalable, and adaptable coordinating structures to align key roles and

Appendix D. Acronyms and Glossary

responsibilities across the nation. It is intended to capture specific authorities and best practices for managing incidents that range from the serious but purely local, to large-scale terrorist attacks or catastrophic natural disasters. The National Response Framework replaces the former National Response Plan.

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

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

Operational Period: The time scheduled for executing a given set of operation actions, as specified in the Incident Action Plan. Operational periods can be of various lengths, although usually not over 24 hours.

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

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

Plain Language: Common terms and definitions that can be understood by individuals from all responder disciplines. The intent of plain language is to ensure the clear and accurate communication of information during an incident. For additional information, refer to http://www.fema.gov/pdf/emergency/nims/plain_lang.pdf.

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

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

Appendix D. Acronyms and Glossary

Planning Section: Responsible for the collection, evaluation, and dissemination of operational information related to the incident, and for the preparation and documentation of the IAP. This section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

Preparedness: The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government and between government and private-sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources. Within NIMS, preparedness is operationally focused on establishing guidelines, protocols, and standards for planning, training and exercises, personnel qualification and certification, equipment certification, and publication management.

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

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

Prevention: Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

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

Appendix D. Acronyms and Glossary

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

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

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

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

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

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

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

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

Appendix D. Acronyms and Glossary

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

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

Resource Typing: Resource typing is the categorization of resources that are commonly exchanged through mutual aid during disasters. Resource typing definitions help define resource capabilities for ease of ordering and mobilization during a disaster. For additional information, please visit <http://www.fema.gov/emergency/nims/rm/rt.shtm> .

Resource Typing Standard: Categorization and description of response resources that are commonly exchanged in disasters through mutual aid agreements. The FEMA/NIMS Integration Center Resource typing definitions provide emergency responders with the information and terminology they need to request and receive the appropriate resources during an emergency or disaster.

Resources Unit: Functional unit within the Planning Section responsible for recording the status of resources committed to the incident. This unit also evaluates resources currently committed to the incident, the effects additional responding resources will have on the incident, and anticipated resource needs.

Response: Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.

Appendix D. Acronyms and Glossary

Safety Officer: A member of the Command Staff responsible for monitoring and assessing safety hazards or unsafe situations and for developing measures for ensuring personnel safety.

Scalability: The ability of incident managers to adapt to incidents by either expanding or reducing the resources necessary to adequately manage the incident, including the ability to incorporate multiple jurisdictions and multiple responder disciplines.

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

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

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

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

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

State: When capitalized, refers to the governing body of Oregon.

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

Appendix D. Acronyms and Glossary

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

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

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

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

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

Terrorism: Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources and is a violation of the criminal laws of the United States or of any State or other subdivision of the United States in which it occurs and is intended to intimidate or coerce the civilian population or influence a government or affect the conduct of a government by mass destruction, assassination, or kidnapping. See Section 2 (15), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

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

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

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

Tribal: Any Indian tribe, band, nation, or other organized group or community, including any Alaskan Native Village as defined in or established pursuant to the Alaskan Native Claims Settlement Act (85 stat. 688) [43 U.S.C.A. and 1601 et seq.], that is recognized as eligible for the special programs and services provided by the United States to Indians because of their status as Indians.

Type: A classification of resources in the ICS that refers to capability. Type 1 is generally considered to be more capable than Types 2, 3, or 4,

Appendix D. Acronyms and Glossary

respectively, because of size; power; capacity; or, in the case of incident management teams, experience and qualifications.

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

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

Unit: The organizational element having functional responsibility for a specific incident planning, logistics, or finance/administration activity.

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

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