



# **COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

***VOLUME 3:***  
**EMERGENCY OPERATIONS PLAN**  
**WORKING DRAFT JUNE, 2015**

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This document was prepared under a grant from the US Department of Homeland Security. Points of view or opinions expressed in this document are those of Multnomah County and do not necessarily represent the official position or policies of the Federal Emergency Management Agency's Grant Programs Directorate (GPD) or the U.S. Department of Homeland Security.

# Preface

Under Chapter 401 of the Oregon Revised Statutes, Multnomah County is required to establish an emergency management agency whose functions include preparation of a current emergency operations plan. The Multnomah County Board of Commissioners has authorized the Multnomah County Office of Emergency Management to develop and implement a Comprehensive Emergency Management Plan (CEMP) for the County. The CEMP is a suite of plans designed to guide the County in conducting emergency management activities across the mission areas of mitigation, prevention, protection, response, and recovery.

Focused on response and short-term recovery activities, this Emergency Operations Plan (EOP) provides a framework for how Multnomah County will conduct emergency operations. The EOP is an all-hazard, all-scale plan that describes how the County will organize and respond to events. The management and organization of resources and activities and cooperation between government agencies including Federal, state, local and tribal, along with private-sector partners are vital elements that contribute to effective coordination of County response activities. 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 first responders this plan provides an operational framework, establishing a mutual understanding 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 (NIMS), including the Incident Command System (ICS), is a key element 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.

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**LETTER OF PROMULGATION  
TO BE INSERTED AT A LATER DATE**

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# Plan Administration

The County Emergency Manager will coordinate review and revision of this plan at least once every two years and direct revisions based on lessons learned from exercises or events. The plan will be formally re-promulgated by the County Board of Commissioners once every four years. Changes to the annexes and appendices, and non-substantive changes to the Basic Plan, may be made by Emergency Manager without formal County Board of Commissioners approval.

## Record of Plan Changes

All updates and revisions to the plan will be tracked and recorded in the following table. This process will ensure that the most recent version of the plan is disseminated and implemented by emergency response personnel.

Date	Change No.	Department	Summary of Change
2010	001	Office of Emergency Management	Required Plan Update
2013	002	Office of Emergency Management	State establishes new review cycle
2015	003	Office of Emergency Management	Required Plan Update

**KEY:**

**Required Plan Update.** Comprehensive plan update based on required two year revision cycle. Required Plan Updates involve a comprehensive review of the Basic Plan and all annexes by identified primary and supporting agencies. Required Plan Updates require approval by the County Emergency Manager every two years and formal promulgation by the Board of Commissioners every four years.

**Major Plan Update.** Update that falls outside of required planning cycle that substantively alters the content of the plan. Major plan updates may be based on organizational changes, lessons learned from exercises, or actual response activities. Major plan updates should involve review by impacted County departments and require approval by the County Emergency Manager. Examples include assigning new primary and supporting agencies, changing organizational structures, etc.

**Minor Revision.** Minor update that modifies the plan in a manner that ensures information is accurate and current, but doesn't substantively impact how the County conducts emergency operations. Minor revisions should be incorporated and tracked by County emergency management planning staff. Examples would include changing the name of a Department to reflect organizational changes or updating census data, etc.

**Plan Distribution List**

Copies of this plan will be provided to the following jurisdictions, agencies, and persons electronically, unless otherwise indicated. Updates will be provided electronically, when available. Recipients will be responsible for updating their copies of the Emergency Operations Plans when they receive changes, and updating their individual plans accordingly. The County Emergency Manager is ultimately responsible for dissemination of all plan updates. Copies of the plan will also be maintained at the Multnomah County Office of Emergency Management and posted online at <https://multco.us/em>.

Department/Agency	Title
Chair's Office	Chair
District 1	Commissioner
District 2	Commissioner
District 3	Commissioner
District 4	Commissioner
Sheriff's Office	Sheriff
Chief Operating Officer	COO
County Attorney's Office	County Attorney
Community Justice	Director
Community Services	Director
County Assets	Director
County Human Services	Director
County Library	Director
County Management	Director
Health Department	Emergency Preparedness and Response Manager
City of Fairview	Police Chief
City of Gresham Emergency Management	Emergency Management Coordinator
City of Maywood Park	Mayor
City of Portland, Bureau of Emergency Management	Director
City of Troutdale	City Administrator
City of Wood Village	City Administrator, Public Works Director

Plan Administration

Department/Agency	Title
Clackamas County Department of Emergency Management	Director
Columbia County Emergency Management	Director
Washington County Office of Consolidated Emergency Management	Director
Clark Regional Emergency Services Agency	Director
TriMet	Emergency Manager
Metro Regional Government	Emergency Manager
Multnomah Education Service District	Risk Manager
Multnomah County Drainage District	Emergency Management Specialist
Sauvie Island Drainage District	District Manager
Port of Portland	Emergency Manager
Regional Disaster Preparedness Organization	Administrator
Oregon Office of Emergency Management	Plans and Training Section Manager

### Emergency Operations Plan Review 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 agencies responsible for regular review of specific plan sections and annexes to ensure accuracy. Changes will be forwarded to the Emergency Manager for incorporation into the plan and dissemination of the revised version. This does not preclude other departments and agencies with a vital interest in the plan from providing input to the document; such input is encouraged. It is also encouraged that plan review be performed concurrently with review of other related County emergency plans and procedures to enhance consistency.

Section/Annex	Responsible Party
<b>Basic Plan</b>	Office of Emergency Management
<b>Emergency Support Function Annexes (ESFs)</b>	
<b>ESF 1</b> Transportation	Department of Community Services
<b>ESF 2</b> Communications	Office of Emergency Management
<b>ESF 3</b> Public Works	Department of Community Services and Department of County Assets
<b>ESF 4</b> Firefighting	Multnomah County Fire Defense Board Office of Emergency Management
<b>ESF 5</b> Information and Planning	Office of Emergency Management
<b>ESF 6</b> Mass Care	Department of County Human Services Office of Emergency Management
<b>ESF 7</b> Resource Support	Office of Emergency Management
<b>ESF 8</b> Health and Medical	Health Department
<b>ESF 9</b> Search and Rescue	Sheriff's Office
<b>ESF 10</b> Hazardous Materials	Sheriff's Office Multnomah County Fire Defense Board
<b>ESF 11</b> Food and Water	Office of Emergency Management Department of County Human Services
<b>ESF 12</b> Energy	Office of Emergency Management
<b>ESF 13</b> Military Support	TBD
<b>ESF 14</b> Public Information	Communications Office

Plan Administration

Section/Annex	Responsible Party
<b>ESF 15</b> Volunteers and Donations	Office of Emergency Management
<b>ESF 16</b> Law Enforcement	Sheriff's Office
<b>ESF 17</b> Agriculture and Animal Protection	Department of Community Services (Animal Services) Health Department
<b>ESF 18</b> Business and Industry	Office of Emergency Management

Support Annexes In-Development	
<b>SA 1</b>	Damage Assessment
<b>SA 2</b>	Debris Management
<b>SA 3</b>	Mass Sheltering
<b>SA 4</b>	Mass Fatality
<b>SA 5</b>	Alert and Warning
<b>SA 6</b>	Evacuation

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ESF 5 – Information and Planning  
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ESF 7 – Resource Support  
ESF 8 – Health and Medical  
ESF 9 – Search and Rescue  
ESF 10 – Hazardous Materials  
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# Basic Plan



# 1

## Introduction

### 1.1 General

The goal of the Multnomah County (County) Office of Emergency Management is to ensure that the County is prepared for a disaster by ensuring coordination of protection, prevention, mitigation, response, and recovery activities that increase the County's capabilities to minimize loss of life and reduce impacts from disasters.

No guarantee of a perfect response system is expressed or implied by this plan, its implementation instructions, or procedures. While the County will respond to emergencies to the utmost of its ability, it is possible that some natural or technological disasters may overwhelm its resources. While recognizing this possibility, this plan is designed to help the County fulfill its response function to its maximum capacity.

#### 1.1.1 Whole Community Planning

The "Whole Community" planning approach is based on the recognition that it takes all aspects of a community to effectively prepare for, protect against, respond to, recover from, and militate against disasters. This includes all emergency management partners, both traditional and nontraditional, such as volunteer-, faith-, and community-based organizations; the private sector; and the public, including survivors of an incident.

### 1.2 Purpose and Scope

#### 1.2.1 Purpose

The primary purpose of the EOP is to outline the County's all-hazard approach to emergency operations in order to protect the safety, health, and welfare of its citizens throughout all emergency management mission areas. Through this EOP the County designates the National Response Framework and the National Incident Management System (including the Incident Command System) as the conceptual architecture by which all emergency management activities will be conducted.

The specific objectives of this plan are to:

- Provide guidance to support the primary responsibilities of Multnomah County during all phases of an emergency.

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- 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

The EOP is implemented whenever the County must respond to an emergency incident or planned event whose size or complexity is beyond that normally handled by routine operations. Such occurrences may include natural, technological, or human-caused disasters and may impact unincorporated areas of the County, incorporated municipalities, or a combination thereof. This plan is intended to guide the County's emergency operations while complementing and supporting the emergency response plans and procedures of responding agencies, other local governments, special districts, and other public, nonprofit/volunteer, and private-sector entities.

### 1.3 Plan Activation

Once promulgated by the Board of County Commissioners (BOCC), this EOP is in effect and may be implemented in whole or in part to respond to:

- Incidents in or affecting the County
- Health emergencies in or affecting the County
- Non-routine life-safety issues in or affecting the County

An emergency declaration is not required in order to implement the EOP or activate the Emergency Coordination Center (ECC). The Emergency Management Director (Emergency Manager) or designee may implement the EOP as deemed appropriate for the situation, or at the request of an on-scene Incident Commander or a local emergency manager.

### 1.4 Plan Organization

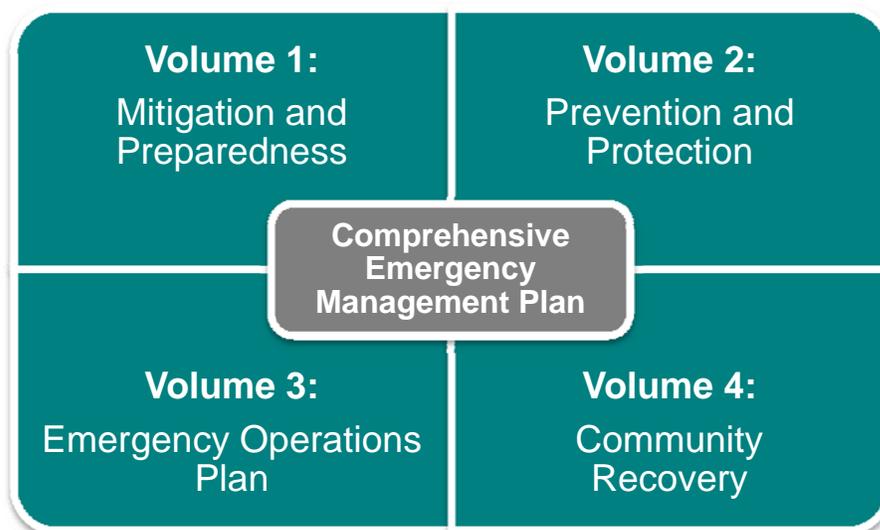
#### 1.4.1 Comprehensive Emergency Management Plan

The County EOP is part of a suite of plans that address various elements of the County's emergency management program. These plans comprise the Multnomah County Comprehensive Emergency Management Plan

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(MCCEMP). While the EOP is focused on response and short-term recovery, other plans address the County's approach to mitigation, continuity, and other aspects of emergency management.

**Figure 1-1 Multnomah County Plan Structure**

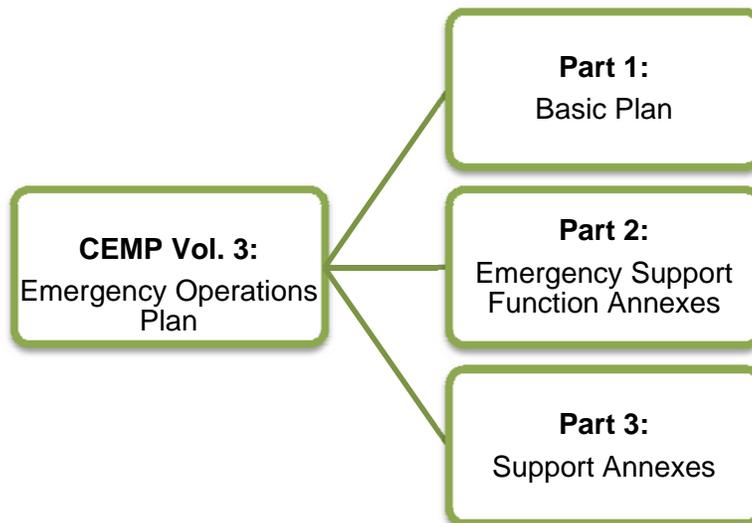


#### 1.4.2 Emergency Operations Plan

This EOP serves as Volume 3 of the MCCEMP. The EOP is composed of three main elements:

- **Basic Plan (with appendices).** Provides a framework for emergency operations and information regarding the County's emergency management structure. It serves as the primary document outlining roles and responsibilities of the County's response community, including elected officials during an incident
- **Emergency Support Function (ESF) Annexes.** Modeled after the federal 'National Response Framework' the ESF Annexes are organized by common 'all-hazard' response capabilities. These Annexes focus on critical tasks, capabilities, operational missions, and resources available during a large-scale incident.
- **Support Annexes.** Supplement the Basic Plan by outlining critical disaster response missions that involve multiple ESFs. They focus on synchronizing critical emergency operations and who is responsible for carrying them out.

Figure 1-2 Multnomah County Emergency Operations Plan Organization



## 1.5 Relationship to Other Plans

The County EOP is supported by plans at the federal, state and local level. To the extent practicable, the County EOP is designed to be consistent with response plans at all levels.

- **Federal Plans.** The County EOP is designed to be consistent with the National Incident Management System and the National Response Framework.
- **State Plans.** The County EOP is designed to be consistent with ORS 401 and the State Emergency Operations Plan.
- **Regional Plans.** The County is a member of the Regional Disaster Preparedness Organization (RDPO). The RDPO supports planning for issues of mutual concern during a regional disaster. The EOP will be updated to reflect regional plans as required to facilitate a common operating picture regionally during large-scale incidents. Current RDPO member jurisdictions include Clackamas, Columbia, Multnomah and Washington counties in Oregon, Clark County in Washington, and the City of Portland.
- **City Plans.** The 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

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operations with the County. Cities are requested to provide copies of their current EOPs to the Multnomah County Office of Emergency Management.

- **Response Partner Plans.** The County is served by a number of partner agencies including the Metro Regional Government, the Port of Portland, TriMet, Multnomah Education Service District, Multnomah County Drainage District and other partners. To the greatest extent possible, the County encourages response partners to design their plans to complement the County EOP, and the County will seek to engage support agencies in the EOP update process to ensure appropriate linkages.

### 1.6 Authorities

#### 1.6.1 Legal Authorities

In the context of this EOP, a disaster or major emergency is characterized as an incident requiring the coordinated response of all government levels to save the lives and protect the property of a large portion of the population. This plan is issued in accordance with, and under the provisions of, ORS, Chapter 401, which establishes the authority for the County to establish an Emergency Management Organization (EMO) and appoint an Emergency Manager who will be responsible for the organization, administration and operation of the EMO. Pursuant to ORS, Chapter 401 the County EMO will, at a minimum:

- Coordinate planning activities necessary to prepare and maintain the County EOP
- Manage and maintain the County ECC from which County officials can coordinate emergency and disaster response activities
- Establish an incident command structure for management of incidents by all local emergency service agencies
- Coordinate with County and State agencies to integrate effective practices in emergency preparedness and response in a manner consistent with NIMS

In Multnomah County, the County Emergency Manager is responsible for emergency management planning and response operations for the area of the county lying outside the limits of the incorporated municipalities and the cities of Maywood Park, Fairview, Wood Village, and Troutdale. The cities of Gresham and Portland have established emergency management agencies that are responsible for planning and operations within their jurisdictions. During an emergency or disaster response, the County

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Emergency Manager is responsible for overall support and coordination of both incorporated and unincorporated areas of the County.

County Code establishes the Multnomah County Office of Emergency Management (MCEM) as the County EMO and identifies MCEM as the lead agency for planning, preparing and providing for the mitigation, response and recovery coordination for emergencies and disasters in the County (MCC § 25.420). The Emergency Management Director (Emergency Manager) has authority and responsibility for the organization, administration, and operations of the EMO. The Emergency Manager may delegate any of these activities to designees, as appropriate.

The BOCC has adopted the principles of NIMS, including use of the Incident Command System and requires that these preferred incident management tools be integrated into all county emergency response and operations plans (MCC § 25.430).

### 1.6.2 Mutual Aid and Intergovernmental Agreements

State law (ORS 402.010 and 402.015) authorizes local governments to enter into Cooperative Assistance Agreements with public and private agencies in accordance with their needs (e.g., the Omnibus Mutual Aid Agreement). 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). Additionally, Multnomah County Resolution #07-130 provides that the County “will participate in and promote mutual aid agreements between counties, jurisdictions, the private sector and non-governmental organizations.”

*See Appendix D for a list of existing agreements.*

Copies of these documents can be accessed through the Office of Emergency Management. During an emergency situation, a local declaration may be necessary to activate these agreements and allocate appropriate resources.

## 1.7 Emergency Powers

### 1.7.1 General

Based on local ordinances (MCC § 25.440-25.460) and State statutes (ORS 401) a local declaration by the Chair allows for flexibility in managing resources under emergency conditions, such as:

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- Diverting funds and resources to emergency operations to meet immediate needs.
- Authorizing implementation of local emergency plans and implementing extraordinary protective measures.
- Receiving resources from organizations and individuals initiated through mutual aid and cooperative assistance agreement channels.
- Providing specific legal protection for actions initiated under emergency conditions.
- Setting the stage for requesting State and/or federal assistance to augment local resources and capabilities.

The County Attorney should review and advise County Officials on possible liabilities arising from disaster operations, including the exercising of any or all of the above powers.

### 1.7.2 Multnomah County Disaster Declaration Process

The County may declare an emergency for any of several reasons, such as authorizing additional budget authority, implementing emergency measures, or accessing State, or federal disaster assistance. The County Code authorizes the Chair, or his or her successor, to declare an emergency and to take appropriate steps to respond to the emergency. The authorities to revise, extend, or terminate any emergency declaration by the Chair lies with the BOCC.

A declaration shall:

- Describe the nature of the emergency.
- Designate the geographic boundaries of the area where the emergency exists, as well as the portion of the affected area lying within County boundaries.
- Estimate the number of individuals at risk, injured, or killed.
- Describe the actual or likely damage caused by the emergency.
- State the type of assistance or resources required to respond to the emergency.
- Estimate the length of time during which the designated area will remain in an emergency status.
- State the specific regulations or emergency measures imposed as a result of the declaration of emergency.

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The declaration of emergency will be written based upon the best information available at the time. It may be amended, based upon additional information or changes in the situation. The County Attorney may be consulted to review the declaration for legality or sufficiency of emergency measures and emergency powers invoked within the document. If State or federal assistance is needed, the declaration must also state that all appropriate and available local resources have been, or are projected to be, expended and contain a specific request for the type(s) of assistance required.

*See Appendix A for sample Order Declaring an Emergency and sample Resolution Requesting a Governor's Emergency Declaration.*

### 1.7.3 State Assistance

The Oregon State Operations Officer coordinates with the agencies represented in the State ECC to determine the best way to support local government requests. Local government requests will be made by the County Emergency Manager via the County ECC. The State Operations Officer evaluates resource requests based on the goals and priorities established by the Oregon Office of Emergency Management (OEM) Director. Agency representatives keep the State Operations Officer informed of resources assigned, resources available for commitment, and the status of assigned missions.

State resources are provided to the County EMO, the originating requesting agency or to the on-scene Incident Commander as agreed by the entities concerned. The OEM Director makes final decisions in cases of conflicting interest such as competing resource requests or priority questions.

### 1.7.4 Federal Assistance

In the event that the capabilities of the State are not sufficient to meet the requirements as determined by the Governor, federal assistance may be requested. The State Office of Emergency Management coordinates all requests for federal assistance through the State Emergency Coordination Center (ECC). FEMA coordinates the Governor's Presidential request for assistance in accordance with the National Response Framework (NRF).

FEMA provides resources, coordination, planning, training, and funding to support State and local jurisdictions when requested by the Governor.

## 1.8 Continuity of Government

### 1.8.1 Lines of Succession

Table 1-1 presents the County policy and operational lines of succession during an emergency. Order of succession guidelines for emergency

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coordination and emergency policy and governance are kept within the vital records packet at the ECC.

Table 1-1 County Lines of Succession	
Emergency Coordination	Emergency Policy and Governance
1. Emergency Management Director 2. Planning In-Process	1. BOCC Chair 2. Senior Member of the BOCC 3. Sheriff 4. Chair’s designated interim 5. Sheriff’s designated interim

Each County department is responsible for pre-identifying staff patterns showing a line of succession in management’s absence. Lines of succession for each department can be found in the departmental Continuity of Operations Plan (COOP). All employees shall be trained on the protocols and contingency plans required to maintain leadership within their departments. The County Emergency Manager will provide guidance and direction to department heads to maintain continuity of government and operations during an emergency. Individual department heads within the County are responsible for developing and implementing COOP/COG plans to ensure continued delivery of essential functions during an emergency.

*See the Multnomah County Continuity of Operations Plan for additional details on Continuity of Government and Continuity of Operations.*

**1.9 Legal Authorities**

Table-1-2 identifies the legal authorities that establish the legal and policy framework upon which the County EMO is based.

Table 1-2 Legal Authorities
Federal
– Federal Emergency Management Agency (FEMA) Policy <ul style="list-style-type: none"> <li>○ Crisis Response and Disaster Resilience 2030 (January 2012)</li> <li>○ FDOC 104-008-1: A Whole Community Approach to Emergency Management (December 2011)</li> <li>○ FEMA Administrator’s Intent (2015-2019)</li> <li>○ FEMA Incident Management and Support Keystone (January 2011)</li> <li>○ FEMA Publication: 1 The Federal Emergency Management Agency (November 2010)</li> <li>○ FEMA Strategic Plan 2011-2014</li> <li>○ National Disaster Housing Strategy (January 2009)</li> </ul>

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<b>Table 1-2 Legal Authorities</b>
<ul style="list-style-type: none"> <li>○ National Disaster Recovery Framework (September 2011)</li> <li>○ National Incident Management System (December 2008)</li> <li>○ National Preparedness Goal (September 2011)</li> <li>○ National Response Framework (January 2008)</li> <li>– Homeland Security Presidential Directive 5: Management of Domestic Incidents (2003)</li> <li>– Presidential Policy Directive 8: National Preparedness (2008)</li> <li>– Public Law 93-288 Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended (last amended April 2013)</li> <li>– Public Law 107-296 The Homeland Security Act of 2002</li> <li>– Public Law 109-295 The Post-Katrina Emergency Management Reform Act (2007)</li> </ul>
<b>State of Oregon</b>
<ul style="list-style-type: none"> <li>– Oregon Administrative Rules Chapter 104 Oregon Military Department, Office of Emergency Management</li> <li>– Oregon Revised Statutes (ORS) 279B.080 – Emergency Procurements</li> <li>– ORS 294.481 – Authorization to Receive Grants or Borrow or Expend Moneys to Respond to Public Emergency</li> <li>– ORS 401 Emergency Management and Services</li> <li>– ORS 402 Emergency Mutual Assistance Agreements</li> <li>– ORS 403 Public Safety Communications System</li> <li>– ORS 404 Search and Rescue</li> <li>– ORS 431 State and Local Administration and Enforcement of Health Laws</li> <li>– ORS 433 Disease and Condition Control; Mass Gatherings; Indoor Air</li> <li>– ORS 476 State Fire Marshal; Protection From Fire Generally</li> <li>– ORS 477 Fire Protection of Forests and Vegetation</li> </ul>
<b>Multnomah County</b>
<ul style="list-style-type: none"> <li>– Multnomah County Home Rule Charter</li> <li>– Multnomah County Code, Chapter 25 § 410- 490, Non-departmental, Emergency Management</li> </ul>

**1.10 Finance and Administration**

During an incident, the Incident Commander (IC) will execute finance-related authorities as granted through existing positional authority or as outlined in a delegation of authority. If required, a delegation of authority is established by the Agency Administrator; typically a Department or Office Director. The IC is responsible for acquiring resources, instituting resource tracking and maintaining sound accounting practices in the field. An incident-specific Work Breakdown Structure (WBS) code will be established for the incident. If a Department Operation Center (DOC) is

## 1. Introduction

activated to support the Incident Commander, finance and administration activities may be elevated to the DOC.

When the County ECC Finance/Administration Section is activated, the DOC finance unit and the ECC Finance/Administration Section are expected to coordinate early in the response to establish the proper coding, accounting and documentation system. A top level WBS hierarchy may be established to track and account for emergency expenditures in support of the incident or when a local emergency declaration has been made. The ECC Finance/Administration Section will also ensure that the appropriate tools are used for tracking, collecting and aggregating county-wide financial information if multiple departments or incident command posts are established.

Tracking the expenditures related to an incident is the responsibility of each Department's finance personnel in coordination with the ECC Finance/Administration Section. Costs that are eligible for reimbursement are tracked separately from non-eligible costs. In addition, copies of expense records and all supporting documentation should be submitted to the ECC for filing FEMA Public Assistance reimbursement requests.

### 1.10.1 Fiscal Resources

Procurement for responding to incidents when a county emergency declaration has not been made will follow the normal county and department procurement processes. Typically, purchases above \$10K require Emergency Procurement authority to be granted by the Chair. During a county declared emergency, Multnomah County Department Directors and the Director of the Office of Emergency Management, and their designees, are authorized to enter into Contracts that are necessary and appropriate to remedy the conditions creating the Emergency as described in the declaration.

In many cases, expenditures made by departments in responding to emergencies will be absorbed by the operating budgets of the departments, however a supplemental budget appropriation may be granted to departments through action of the County Board if it is deemed appropriate.

### 1.10.2 Contingency Requests

Under the County's Financial and Budget Policies, transfers from the contingency account can be made for "Emergency situations which, if left unattended, will jeopardize the health and safety of the community."

In addition, Oregon Revised Statutes (294.481) allow for the use of unappropriated fund balances as necessary to respond to an emergency situation, including natural disaster, civil disturbance or any public calamity.

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**1. Introduction****1.10.3 Legal Support and 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 the County and its surrounding areas.

**1.11 Safety of Employees and Family**

All department heads (or designees) are responsible for the safety of employees. Notification procedures for advising employees of incidents and emergencies and providing of employee duty assignments will follow the required procedures established by each agency and department. Employees should attempt to contact their supervisors and managers within the first 24 hours following an incident. Emergency 9-1-1 should only be utilized if emergency assistance is needed. Agencies and departments with developed COOP plans will establish alternate facilities and staff locations, as applicable.

While all County agencies and employees are expected to contribute to the emergency response and recovery efforts of the community, employees' first responsibility is to their own and their families' safety. Each employee is expected to develop family emergency plans to facilitate family safety and self-sufficiency, which in turn will enable employees to assume their responsibilities to the County and its citizens as rapidly as possible.

# 2

## Situation and Planning Assumptions

### 2.1 Situation

Multnomah County has risk of exposure to many hazards that have the potential to disrupt the community, cause damage, and create casualties. Natural hazards to which the County may be exposed include droughts, floods, wildfires, and winter storms. The threat of a technological and human-caused chemical, biological, radiological, nuclear, or explosive incident is present as well. Other disaster situations could develop from hazardous material accidents, health-related incidents, conflagrations, major transportation accidents, or acts of terrorism.

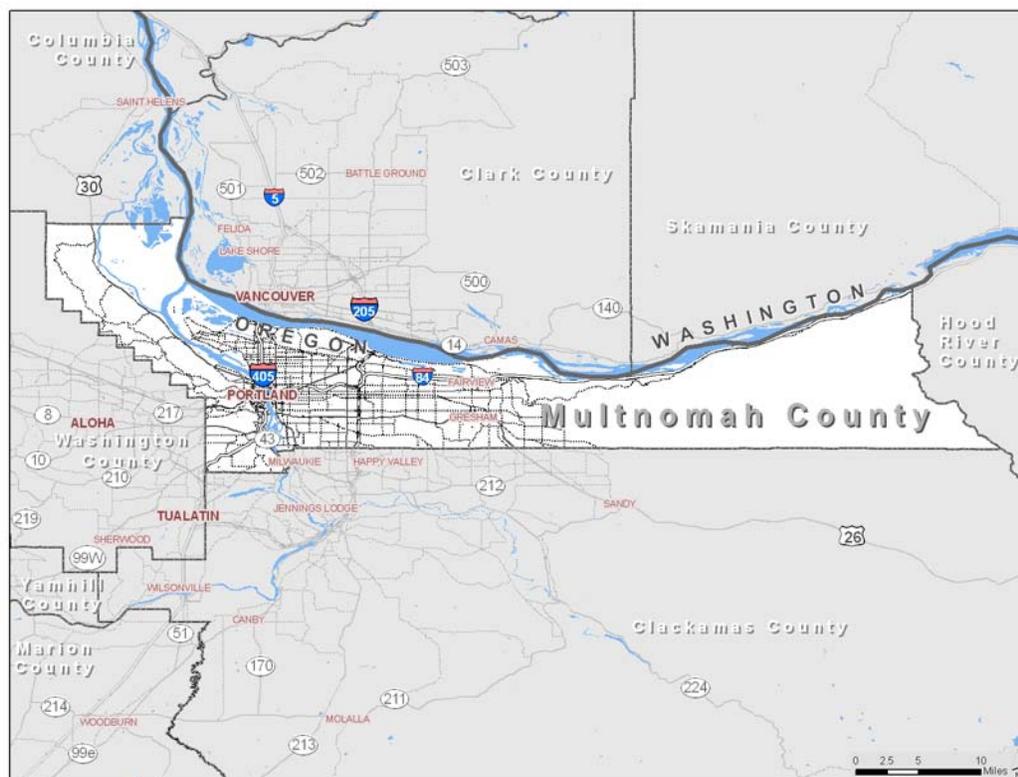
#### 2.1.1 Community Profile

Multnomah County is the smallest county in Oregon but the most populous, comprising only 465 square miles with over 735,332 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. Multnomah County consists of 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 the foothills of 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. Situation and Assumptions

Figure 2-1 Map of Multnomah County



### 2.1.2 Hazards for Multnomah County

While this plan is meant to address all-hazards, it is important to be aware of the specific hazards to which Multnomah County is exposed. Table 2-1 provides a list of the hazards that have been identified for the County. In addition, the table provides a crosswalk of the different hazard analyses that have been conducted in recent years, beginning with the Multnomah County 2008 Hazard Vulnerability Analysis (HVA).

Oregon Emergency Management (OEM) has been providing counties with a common HVA methodology to estimate relative hazard risk among counties since 1984. The purpose of the analysis is to provide a simplified method for prioritizing planning for different hazards. The County and State Natural Hazard Mitigation Plans go into more detail to profile hazards and provide detailed vulnerability analysis; however, these plans have only addressed natural hazards to date. With the 2015 update of the county's Hazard Mitigation Plan, the county is also beginning to incorporate human-caused and technological hazards by developing a Hazard Identification and Risk Assessment (HIRA) report focusing on non-natural hazards. With the completion of the 2015 Hazard Mitigation Plan update, the County will use the increased knowledge of hazard risk to

2. Situation and Assumptions

update the 2008 HVA using the OEM methodology. These updated hazard analyses will inform future emergency response planning and will be incorporated into future updates of this EOP.

Table 2-1

Identified Hazards for Multnomah County							
Hazard	Plans that List the Hazard as a Risk to County						
	County HVA (2008)	County Natural Hazard Mitigation Plan (2012)	County Climate Change Preparation Strategy (2014)	State Natural Hazard Mitigation Plan (2015 draft)	County Health HVA (2014)	Portland Urban Area THIRA (2014)	County Human-caused and Technological HIRA Report (2015 draft)
<b>Natural Hazards</b>							
Drought			✓	✓		✓	
Earthquake	✓	✓		✓	✓	✓	
Extreme Heat			✓		✓		
Flood	✓	✓	✓	✓	✓	✓	
Landslide	✓	✓	✓	✓		✓	
Volcanic Activity	✓	✓		✓	✓	✓	
Wildfire	✓	✓	✓	✓		✓	
Windstorm				✓	✓	✓	
Winter Storm	✓	✓		✓	✓	✓	
<b>Human-caused and Technological Hazards</b>							
Civil Disturbance	✓					✓	✓
Critical Infrastructure Failure	✓					✓	✓
Fire (Urban Conflagration)						✓	
Fuel/Resource Shortage					✓	✓	✓
Hazardous Materials Incident	✓				✓	✓	✓
Terrorism	✓				✓	✓	✓
Transportation Incident	✓				✓	✓	✓
Utility Interruption/Failure	✓				✓	✓	✓
Workplace/ School/ University Violence					✓	✓	✓
<b>Biological Hazards</b>							
Epidemic	✓				✓	✓	
Water/Food Contamination	✓					✓	

## 2. Situation and Assumptions

### 2.1.3 At-Risk Populations

#### 2.1.3.1 People with access and functional needs

This plan recognizes the diverse needs of the people within Multnomah County. Throughout this plan and the annexes that support it, the County makes every effort possible to ensure equal access to emergency services and support systems while taking into consideration the community's diverse functional needs. Some people may have additional needs before, during and after an incident, within but not limited to the following areas:

- Communication
- Transportation
- Supervision
- Medical care

In addition, special emergency response considerations may be needed that take into account the following conditions:

- Physical, cognitive, mental or behavioral health disability
- Living in an institutionalized setting
- Children or elderly
- Diverse cultures
- Limited English proficiency, or are non-English speaking
- Chemical dependency
- Homelessness
- Lack access to transportation

An individual with a disability is defined by the ADA as a person who has a physical or mental impairment that substantially limits one or more major life activities, a person who has a history or record of such an impairment, or a person who is perceived by others as having such an impairment. (Disability definition found here: <http://www.ada.gov/cguide.htm> )

All persons in the County have the primary responsibility for minimizing the impact of disasters through personal preparedness activities. People with a disability and other access and functional needs, and those close to them, may have to take additional steps to prepare for and respond to an emergency. To the greatest extent possible, the County assists with carrying out this responsibility by providing preparedness information and

## 2. Situation and Assumptions

ensuring that all of the community's needs have been taken into consideration during all emergency management phases; mitigation, prevention/protection, response and recovery.

### 2.1.3.2 Animals in Disaster

While the protection of human life is paramount, the need to care for domestic livestock and/or companion animals plays into decisions made by people affected by disasters. Preparing for the care of animals during a disaster is the responsibility of owners. However, the County may coordinate with local animal owners, veterinarians, and animal advocacy groups and charities sponsored by private organizations to address animal-related issues that arise during an emergency. If local resources are insufficient to meet the needs of animals during a disaster, the County may request assistance through OEM.

### 2.1.3 Capability Overview

Multnomah County government provides a range of county-wide services and provides emergency response and support services to both incorporated and unincorporated areas of the County. In most incorporated areas of the County, emergency services are provided directly by city government. Some of these services include fire, law enforcement and public works services. In many cases, the cities, through mutual aid and contractual agreements share these essential services with one another including providing these services to unincorporated areas of Multnomah County. Local emergency managers in Multnomah County are responsible for building and maintaining a robust network of emergency response capabilities the citizens of Multnomah County depend on.

The County is also served by a number of special districts and nongovernment organizations that provide resources necessary to respond to emergencies of all types.

Some of the emergency response capabilities and responsible local governmental agencies are listed below. A more in depth list of public, private and nongovernmental resources as well as roles and responsibilities can be found in each Emergency Support Function Annex linked to this Basic Plan:

#### Local Law Enforcement and coverage areas

- Gresham Police Department: City of Gresham
- Multnomah County Sheriff's Office: Unincorporated areas, City of Maywood Park, City of Wood Village, City of Troutdale, City of Fairview
- Portland Police Bureau: City of Portland
- Port of Portland Police: Port of Portland

**2. Situation and Assumptions**

- TriMet Transit Police Division: TriMet transit system

**Local Fire Departments**

- Gresham Fire
- Lake Oswego Fire
- Portland Fire and Rescue
- Port of Portland Fire and Rescue
- Rural Fire Protection District #10
- Rural Fire Protection District #14 (Corbett)
- Rural Fire Protection District #30 (Sauvie Island)
- Rural Fire Protection District #31 (Scappoose)
- Rural Fire Protection District #60 (Riverdale)
- Multnomah County Fire Defense Board (County-wide)

**Hazmat teams serving Multnomah County and areas of responsibility**

- Hazmat #3: Gresham, Multnomah County, Clackamas County, Jefferson County
- Hazmat 7: Portland, Multnomah County, Columbia County

**Local Emergency Management**

- Gresham Emergency Management
- Multnomah County Emergency Management
- Portland Bureau of Emergency Management

**Local Critical Infrastructure and Transportation**

- Gresham Public Works
- METRO
- Multnomah County Department of Community Services
- Multnomah County Drainage District
- Port of Portland
- Portland International Airport
- Portland Bureau of Transportation
- Portland Water Bureau
- Sauvie Island Drainage District
- TriMet
- Troutdale Public Works

**Health and Human Services**

- Hospital Preparedness Organization
- Multnomah County Department of County Human Services
- Multnomah County Health Department

## 2. Situation and Assumptions

### 2.2 Assumptions and limitations

This EOP is based on the following assumptions and limitations:

- Multnomah County will continue to be at risk for exposure to many hazards, both those now recognized and those that may develop in the future.
- All or part of Multnomah County may be affected by emergencies within or near County lines that are triggered by natural or human causes.
- An emergency will require prompt and effective response and recovery operations by all or part of the County's response community, including public, private, volunteer and community sectors.
- Emergencies impacting Multnomah County will vary in scope, scale and complexity and may involve incident management activities at county, regional, state and federal levels.
- Some emergencies occur rapidly and last only a few days while others are prolonged events lasting weeks and months.
- Local emergency planning efforts focus on accommodating residents while preparing for changes in population trends throughout the year.
- Non-residents-- those travelling through the county, those who work in the county and live outside the county and tourists-- will be in the county at the time of the disaster.
- A major incident or disaster within Multnomah County may pose significant challenges for the transportation and supply chain infrastructure throughout the region due to the unique geography of the County.
- While most hazards are recognized and foreseeable to varying degrees, a disaster or other major emergency may occur with or without advance notice. This necessitates a high state of readiness on the part of emergency response assets.
- Incidents are typically managed at the lowest possible jurisdictional level. Some may be of a magnitude and severity that will require state and federal assistance.
- The ability for local government to provide critical services in immediate aftermath of an emergency may be destroyed,

## 2. Situation and Assumptions

disrupted, or degraded due to unforeseen impacts to equipment, facilities, and personnel availability.

- The continuation and restoration of critical public services and infrastructure will be priorities when the life safety needs have been met.
- Outside assistance will be available in most, but not all, emergencies affecting the County. Outside assistance from the State or Federal governments is likely to take several days to arrive. Local jurisdictions and their citizens need to be prepared to be self-sufficient in the interim.
- Local government, institutions and residents of Multnomah County will vary significantly in level of preparedness and resilience.
- Some parts of the County may be more impacted than other parts of the County.
- A percentage of the County's population impacted by the disaster will have access and functional needs.
- Receptivity to governmental assistance in the local community may vary significantly due to historical and cultural experiences with governmental entities.
- Local government employees may be assigned emergency duties that are different from those typically performed under non-emergency conditions. Agencies that do not normally respond to emergencies may be assigned roles and responsibilities that differ from their routine duties.
- An After-Action Review (AAR) will be conducted following each major incident or disaster and after exercises. AARs focus on identifying where policy, procedures or training can be improved so the County can respond more effectively to the next incident.
- Recovery activities will be ongoing for an extended period of time following a disaster or major incident.

# 3

## Roles and Responsibilities

### 3.1 General

Multnomah County agencies and response partners may have various roles and responsibilities throughout an emergency's duration. Therefore, it is particularly important that the local command and coordination structure be established to support response and recovery efforts and maintain a significant amount of flexibility to expand and contract as the situation changes. Typical duties and roles may also vary depending on the incident's size and severity of impacts, as well as the availability of local resources. Thus, it is imperative to develop and maintain depth of qualified staff within the command and coordination structure and response community.

### 3.2 Emergency Management Organization

For the purposes of this Plan, the County's emergency management structure will be referred to generally as the County EMO. Roles and responsibilities of individual staff and agencies are described throughout the plan to further clarify the County's emergency management structure.

The Emergency Manager may, depending on the size or type of incident, delegate the authority to lead response and recovery actions to other County staff. Additionally, some authority to act in the event of an emergency may already be delegated by ordinance or by practice. As a result, the organizational structure for the County's emergency management organization can vary depending upon the location, size, and impact of the incident. The County EMO is composed of a policy level function comprised of elected and executive leaders and an operational level function comprised of County departments and offices as well as several public, private and non-governmental stakeholders with specific response and support roles organized under Emergency Support Functions.

#### 3.2.1 Policy Level

##### 3.2.1.1 Disaster Policy Group

The County's Disaster Policy Group is responsible for advising the chair on setting strategic direction and policy for managing emergency response. The Disaster Policy Group includes:

- County Chair

### 3. Roles and Responsibilities

- Chair's Chief of Staff
- Sheriff or Sheriff's designee
- Chief Operating Officer
- County Attorney
- Chief Financial Officer
- Human Resources Director
- Director, Department of County Assets
- Deputy Director, Department of County Management

Based on the impacts of a disaster, this group may be expanded to include other elected and appointed officials as appropriate. Specific responsibilities include:

- Evaluate incident situation status and trends
- Provide recommendations for policy guidance and strategic intent as needed by the Emergency Management Director, ECC and departments directly involved in the response
- Guide the equitable distribution of County resources

#### 3.2.1.2 County Chair

Pursuant to County Code, the County Chair is granted authority to conduct the following actions specific to an emergency:

- Declaring a state of local emergency as defined by state law when conditions exist requiring such declaration (see Appendix A for a sample declaration form).
- Seeking an emergency proclamation from the Governor when local resources are not adequate to deal with a state of emergency.
- Ordering mandatory evacuations of residents when doing so is necessary for public safety or when necessary for the efficient conduct of activities that minimize or mitigate the effects of the emergency.
- Designating an area within the county or over which the county may exercise police jurisdiction, an emergency area.

### 3. Roles and Responsibilities

- Fixing the limit of the area in the case of any disaster, catastrophe or civil disorder that warrants the exercise of emergency control in the public interest.
- Fixing the time during which the area designated will remain an emergency area.
- Publicly announcing or proclaiming a curfew for the area that fixes the hours during which all persons other than authorized official personnel are prohibited from being on the streets, in parks or other public places without authorization of the Sheriff.
- Implementing authority assigned by this plan.
- Committing county resources for emergency response, restoration or recovery.
- Redirecting county funds for emergency use and suspending standard county procurement procedures.
- Suspending any county code, resolution, executive rule, administrative rule, guideline or practice if compliance with such provision would in any way prevent, hinder, or delay necessary action in coping with the emergency.
- Directing county officers and employees to perform or facilitate emergency services.
- Acting on appropriate requests for compensation, commandeering or utilizing any private property if deemed necessary to cope with the emergency.
- Prescribing routes, modes of transportation, and destinations in connection with evacuation of the county.
- Ordering any other action necessary to address and alleviate the emergency. (MCC § 25.440)

As the Chief Executive Officer and highest elected official, the Multnomah County Chair or designee, is the spokesperson for county government and as such, would be available for press conferences of county-wide significance.

During an incident requiring the activation of the County's Continuity of Operations Plan, the Chair has the authority to decide when to close or curtail county operations in accordance to County Personnel Rule 3-15.

In the event of the Chair's absence, the line of succession is as described in Section 1.8.1 of this plan.

### 3. Roles and Responsibilities

#### 3.2.1.3 Board of County Commissioners

The ultimate responsibility for policy, budget, and political direction for the County government is borne by the BOCC. During emergencies, this responsibility includes encouraging citizen involvement and citizen assistance and issuing policy statements as needed to support actions and activities of recovery and response efforts.

General responsibilities of the BOCC include:

- As required, extend, modify or terminate a declaration of emergency
- Attending Public Information Officer (PIO) briefings
- Assist the emergency public information system in disseminating public information through established channels, including emails and social media accounts on Facebook and Twitter.
- In the event of a limited localized emergency within a commissioner's district, the commissioner representing that district will join the Chair in amplifying the official county emergency message to his or her constituents.
- Channel public inquiry through the established emergency public information process.

#### 3.2.1.4 Chief Operating Officer

The Chief Operating Officer is responsible for overseeing the execution of continuity of operations plans and emergency response. Responsibilities include the following tasks:

- Facilitate interdepartmental decision-making regarding continuity of operations and resource allocation.
- Maintain situational awareness of County's operational status and assure communication among departments.
- Provide policy guidance as needed for County continuity of operations and the County's Incident Management Team(s) and/or the County's Emergency Coordination Center
- Evaluate the effectiveness of emergency response activities.
- Oversee the execution of the authorities described in this plan.

### 3. Roles and Responsibilities

#### 3.2.1.5 Emergency Management Director

Pursuant to MCC § 25.420, during a response the Emergency Management Director is responsible for:

- Establishing and identifying personnel and material needs and processing eligible requests for federal or state funding.
- Representing the county with other agencies regarding funding and performance matters.
- Advising county officers and incident commanders during an emergency and in the development of a declaration of emergency.
- Serving as contact for damage reports during and immediately following emergencies.
- Maintaining a plan for the collection, evaluation, and dissemination of emergency incident status information, and for recommending to the Chair whether potential or actual damage justifies a declaration of emergency.

In addition, other responsibilities outlined in this plan include:

- Implementing elements of this plan
- Activating the Emergency Coordination Center (ECC)
- Acting in, or delegating the role of ECC Manager during an ECC activation
- Demobilizing the ECC

#### 3.2.2 Operational Level

##### 3.2.2.1 County Organization

All departments are an integral part of the Emergency Management Organization. A department's role may include contributing emergency response personnel, supporting emergency response activities, and/or continuing essential services to the public.

All County departments are responsible for:

- Supporting ECC operations, as requested, to ensure that the County is providing for the safety and protection of the citizens it serves.
- Ensuring all divisions or major work units within the department develop and maintain a Continuity of Operations Plan (COOP)

### 3. Roles and Responsibilities

that is reviewed and approved by the department head and the Office of Emergency Management.

- Tracking incident-related costs incurred by the department, in coordination with the ECC Finance Section if activated, and submitting expenditure reports in accordance with financial management practices. Incident-related costs may occur during response or recovery phases and may include personnel overtime, equipment used/expended, and contracts initiated.
- Ensuring that vehicles and other equipment are equipped and ready, in accordance with standard SOPs.
- Notifying the Emergency Manager or ECC, if activated, of resource shortfalls.
- Assigning personnel to the ECC, as charged by this plan.
- Ensuring that staff completes emergency management training as specified by the Office of Emergency Management.
- Dedicating staff time for participation in training exercises.
- Preparing and maintaining supporting SOPs and annexes (including incorporation of NIMS components, principles, and policies) and developing guidelines to implement assigned duties specified by this plan.

#### 3.2.2.2 Sheriff's Office

- Support the Emergency Declaration process as required
- 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
- Assist in dissemination of warning to the public and notification of essential emergency response personnel
- Assist in situation reporting and damage assessment
- During an activation of the ECC, administrative staff from MCSO may be required to augment the Planning, Logistics and Finance Sections of the ECC.
- Assume Incident Command and establish an Incident Management Team for Incidents that fall under the jurisdictional authority of the Sheriff's Office

**3. Roles and Responsibilities**

- Staff the Public Safety Group Supervisor position as required
- Staff ESF 9 – Search and Rescue, ESF 10 – Hazardous Materials and ESF 16 – Law Enforcement as required

**3.2.2.3 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 and direct County medical and health services and resources
- Assess behavioral health needs and coordinate the delivery of behavioral health services through public and private agencies
- Assist in the coordination of countywide EMS services
- Activate a Department Operations Center (DOC) and/or an Incident Command Post as required to support or execute Emergency Response activities
- Assume Incident Command and establish an Incident Management Team for Incidents that fall under the jurisdictional authority of the Health Department
- Staff the Health and Human Services Group Supervisor position as required
- Staff ESF 8 – Health and Medical in the ECC as required

**3.2.2.4 Department of Community Services**

- Perform County transportation program operations on county roads and bridges, including maintenance, repair, engineering, construction of temporary bridges or detours, clearance and disposal of debris, and demolition and removal of items that may come to rest on the county right of way
- Coordinate collection and analysis of information related to damage to county roads and bridges, and their appurtenances
- Plan, coordinate, and conduct traffic control and other emergency transportation operations for county roads and bridges
- Provide advice to the ECC for addressing the needs of animals in disaster situations

**3. Roles and Responsibilities**

- Provide rescue services for animals in the field
- Provide disaster shelter options for pets, service animals, and coordinate animal relief efforts with local animal rescue organizations
- Provide guidance, direction and assistance to the community in caring for pets affected by emergencies
- Provide space for livestock and other domestic animals, as required
- Provide reunification services for pets and pet owners
- Activate a Department Operations Center (DOC) as required to support or execute Emergency Response activities
- Assume Incident Command and establish an Incident Management Team for Incidents that fall under the jurisdictional authority of the Department of Community Services
- Staff the Infrastructure Group Supervisor position as required
- Staff ESF 1 – Transportation, ESF 3 – Public Works, and ESF 17 – Animal Protection in the ECC as required

**3.2.2.5 County Human Services Department**

- Coordinate the delivery of food, shelter, transportation and other mass care needs to the public
- 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
- Coordinate programs that 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. Roles and Responsibilities

- Staff the Health and Human Services Group Supervisor position as required
- Staff ESF 6 – Mass Care in the ECC as required

#### 3.2.2.6 County Emergency Support Services

During a disaster, County Departments and Offices that do not directly provide emergency response services to the community will activate their COOP plans as required in order to maintain the most critical essential functions. In addition, these county entities may provide staff to the ECC and could be called upon to provide services including those described below in order to support the county-wide emergency management system.

#### Department of Community Justice

- Support requests for additional public safety and security resources
- Provide support staff for the Emergency Coordination Center as required

#### Department of County Management (DCM)

##### General

- During an activation of the ECC, staff from DCM may be required to augment the Logistics and Finance Sections of the ECC

##### Assessment and Taxation

- Support the comprehensive assessment of damages to public and private property
- Support the disaster cost recovery process by providing financial impact data to appropriate partners including state/federal assessment teams
- Assist in review/revision damage assessment protocols
- Staff the Damage Assessment Unit in the Emergency Coordination Center as required

##### Finance and Procurement

- Collect, collate, analyze, and summarize damage assessment information
- Provide accounting procedures to document emergency expenditures

**3. Roles and Responsibilities**

- Advise ECC Management and the Board of Commissioners regarding incident costs as they are compiled
- Ensure fiscal conformity to State and Federal financial requirements
- Supervise emergency purchasing
- 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
- Manage the county-wide cost recovery process supporting all eligible public assistance entities within Multnomah County
- Staff the Cost Recovery Unit in the ECC as required
- Support ESF 18 – Business and Industry in the ECC as required

**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 the Personnel Unit in the ECC as required

**Risk Management**

- Provide risk management services for the County to ensure that emergency operations are conducted safely and in accordance with legal guidelines
- Assist in coordination of health and safety issues for County personnel and responders
- Support the County organization's cost recovery process
- Provide risk management and safety officer expertise to the ECC
- Provide workers compensation expertise to the ECC
- Staff the Claims/Compensation Unit in the Finance Section as required

**3. Roles and Responsibilities****Department of County Assets (DCA)****General**

- During an activation of the ECC, staff from DCA may be required to augment the Planning, Logistics and Finance Sections of the ECC.

**Facilities and Property Management**

- Identify department facilities and other resources available to support emergency operations
- Conduct damage assessment of County buildings
- Support the relocation needs of County entities implementing COOP plans
- Staff the Facilities Unit in the ECC as required

**Information Technology**

- Coordinate data processing and computer capabilities for continued operations in the ECC
- Support the use of information services and applications in the ECC to build a common operating picture
- Ensure emergency communications capability through use of County fixed and mobile telephone systems
- If required, provide representative to ESF 2 Communications and ESF 5 Information and Planning
- Support the relocation needs of County entities implementing COOP plans
- Provide support in the ECC to maintain connectivity and communications systems

**DCA HUB**

- Conduct emergency purchasing and contracting for Non-Departmental Offices, DCM and DCA
- Meet ongoing financial obligations for Non-Departmental Offices, DCM and DCA
- Identify cost centers and create WBS codes to record and monitor incident related expenses for Non-Departmental Offices, DCM and DCA
- Staff the Personnel Unit in the ECC as required

**3. Roles and Responsibilities****Library**

- During an activation of the ECC, staff from the Library may be requested to support information management in the ECC or virtually
- Library staff, volunteers and facilities may be requested to support disaster recovery operations
- Support the dissemination of information to the public

**Non-Departmental****General**

- During an activation of the ECC, staff from Non-Departmental Units may be required to assist in the Management and Planning functions of the ECC

**Communications Office**

- Establish a County Joint Information Center (JIC) and Joint Information System (JIS) as required
- Staff the ECC Public Information Officer (PIO) as required
- Collect, develop, and disseminate emergency information to the public through the media and other available means, including prerecorded phone messages and social media
- 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

**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
- Prepare an Emergency Declaration and assist in briefing appropriate officials or the full Board of Commissioners
- Staff the Legal Officer position in the ECC if required

### 3. Roles and Responsibilities

#### County Auditor

- Provide quality control assistance throughout the cost recovery process
- Staff from the County Auditor's Office may be asked to augment ECC staff

#### 3.2.2.7 Emergency Support Functions

The County organizes emergency response operational and support capabilities by emergency function utilizing the Emergency Support Function (ESF) concept outlined in the National Response Framework and the State of Oregon Emergency Operations Plan. Each ESF identifies primary, supporting, and cooperating agencies that will coordinate and/or perform that function's activities.

See Table 3-1 for a description of each ESF and identification of county departments and whole community partners that support each function. Detailed information can be found in the ESF Annexes that supplement this Basic Plan.

3. Roles and Responsibilities

**Table 3-1 Multnomah County Emergency Support Functions**

ESF	Function	Description	County Agencies (primary agency in bold)	Cooperating Agencies (list not exhaustive)
ESF 1	Transportation	Coordinates governmental and nongovernmental organizations managing transportation systems and infrastructure in response to threats or incidents.	<p><b>Department of Community Services</b></p> <ul style="list-style-type: none"> <li>▪ Roads</li> <li>▪ Bridges</li> <li>▪ Land Use and Transportation Planning</li> </ul> <p>Department of County Assets</p> <ul style="list-style-type: none"> <li>▪ Fleet Services</li> </ul>	<p>Port of Portland</p> <p>TRIMET</p> <p>City Public Works and Transportation Departments</p>
ESF 2	Communications	Supports the restoration of communications infrastructure, coordinates communications support to response efforts, facilitates the delivery of information to emergency management decision makers, and assists in the stabilization and reestablishment of systems and applications following natural and human caused incidents.	<p><b>Office of Emergency Management</b></p> <p>Department of County Assets</p> <ul style="list-style-type: none"> <li>▪ Information Services</li> </ul> <p>Sheriff's Office</p>	<p>Public Safety Answering Points (PSAPs)</p> <p>ARES/RACES</p> <p>Private Sector Communications Service Providers</p>

3. Roles and Responsibilities

<b>Table 3-1 Multnomah County Emergency Support Functions</b>				
<b>ESF</b>	<b>Function</b>	<b>Description</b>	<b>County Agencies (primary agency in bold)</b>	<b>Cooperating Agencies (list not exhaustive)</b>
<b>ESF 3</b>	<b>Public Works</b>	Coordinates governmental and nongovernmental organizations managing assessments of public works and infrastructure; executing emergency contract support for life-saving and life-sustaining services; providing technical assistance to include engineering expertise; construction management; contracting and real estate services; and providing emergency repair of damaged public infrastructure and critical facilities.	<p><b>Department of Community Services</b></p> <ul style="list-style-type: none"> <li>▪ <i>Roads</i></li> <li>▪ <i>Bridges</i></li> <li>▪ <i>County Engineer</i></li> </ul> <p>Department of County Assets</p> <ul style="list-style-type: none"> <li>▪ <i>Facilities and Property Management</i></li> </ul> <p>Department of County Management</p> <ul style="list-style-type: none"> <li>▪ <i>Assessment and Taxation</i></li> </ul>	<p>Metro</p> <p>City Building and Public Works Departments</p> <p>Multnomah County Drainage Districts</p> <p>Sauvie Island Drainage District</p>
<b>ESF 4</b>	<b>Firefighting</b>	Provides support for the detection and suppression of wildland, rural, and urban fires resulting from, or occurring coincidentally with, a large-scale incident.	<p><b>Multnomah County Fire Defense Board</b></p> <p>Office of Emergency Management</p>	<p>Volunteer Fire Departments</p> <p>City Fire Departments</p>
<b>ESF 5</b>	<b>Information and Planning</b>	Collects, analyzes, processes, and disseminates information about a potential or actual incident and conducts planning activities including the development of EOC operational objectives.	<p><b>Office of Emergency Management</b></p> <p>Department of County Assets</p> <ul style="list-style-type: none"> <li>▪ <i>Information Services</i></li> </ul> <p>Department of County Management</p> <ul style="list-style-type: none"> <li>▪ <i>Assessment and Taxation</i></li> </ul> <p>Multnomah County Sheriff's Office</p> <p>Communications Office</p>	<p>City Emergency Management Programs</p>

3. Roles and Responsibilities

<b>Table 3-1 Multnomah County Emergency Support Functions</b>				
<b>ESF</b>	<b>Function</b>	<b>Description</b>	<b>County Agencies (primary agency in bold)</b>	<b>Cooperating Agencies (list not exhaustive)</b>
<b>ESF 6</b>	<b>Mass Care</b>	Coordinates the delivery of mass care, emergency assistance, temporary housing, and human services. Example 'mass care' activities include, but are not limited to, sheltering, feeding operations, emergency first aid, bulk distribution of emergency items, and family reunification support.	<b>Department of County Human Services</b>  Health Department  Office of Emergency Management  Sheriff's Office	American Red Cross  Community- and Faith-Based Organizations
<b>ESF 7</b>	<b>Resource Support</b>	Integrates logistics incident planning and support for timely and efficient delivery of supplies, equipment, services, and facilities during a large-scale incident response.	<b>Office of Emergency Management</b>  Department of County Management <ul style="list-style-type: none"> <li>▪ <i>Central Human Resources</i></li> <li>▪ <i>Finance and Risk Management</i></li> </ul> Department of County Assets <ul style="list-style-type: none"> <li>▪ <i>Fleet Services</i></li> <li>▪ <i>Facilities and Property Management</i></li> </ul>	Regional Logistics Support Team (RLST)
<b>ESF 8</b>	<b>Health and Medical</b>	Supports lifesaving medical treatment via emergency medical services and related operations by providing targeted public health and medical support and products to all people in need within the affected area. Public Health and Medical Services include responding to medical needs associated with mental health, behavioral health, and substance abuse considerations of incident victims and response workers.	<b>Health Department</b>  Department of County Human Services	Health Preparedness Organization  Healthcare Providers  Local EMS Providers

3. Roles and Responsibilities

<b>Table 3-1 Multnomah County Emergency Support Functions</b>				
<b>ESF</b>	<b>Function</b>	<b>Description</b>	<b>County Agencies (primary agency in bold)</b>	<b>Cooperating Agencies (list not exhaustive)</b>
<b>ESF 9</b>	<b>Search and Rescue</b>	Supports Search and Rescue (SAR) operations. SAR activities include distress monitoring; incident communications; locating distressed persons; coordination and execution of rescue operations, including extrication and/or evacuation; and providing medical services to assist persons in potential or actual distress.	<b>Sheriff's Office</b>  Multnomah County Fire Defense Board	City Fire Departments  Volunteer Fire Departments
<b>ESF 10</b>	<b>Hazardous Materials</b>	Supports response operations resulting from a threat to public health, welfare, or the environment caused by actual or potential oil and hazardous materials incidents. Hazardous materials include chemical, biological, radiological, and nuclear substances, whether accidentally or intentionally released.	<b>Multnomah County Fire Defense Board</b>  Health Department  Sheriff's Office	OSFM Regional HAZMAT Teams  Local Emergency Planning Committee  Port of Portland  Freight and Rail Carriers  Area Medical Facilities
<b>ESF 11</b>	<b>Food and Water</b>	Provides food and water to victims of disasters and emergency responders.	<b>Office of Emergency Management</b>  Health Department  Department of County Human Services	American Red Cross  Meals on Wheels  Local Water Providers

3. Roles and Responsibilities

<b>Table 3-1 Multnomah County Emergency Support Functions</b>				
<b>ESF</b>	<b>Function</b>	<b>Description</b>	<b>County Agencies (primary agency in bold)</b>	<b>Cooperating Agencies (list not exhaustive)</b>
<b>ESF 12</b>	<b>Energy</b>	Facilitates the reestablishment of damaged energy systems. Collects, evaluates, and shares information on energy system damage and provides estimations on the effect of energy system outages within the affected area.	<b>Office of Emergency Management</b>  Department of County Assets	Area Utilities
<b>ESF 13</b>	<b>Military Support</b>	TO BE DEVELOPED	<b>TO BE DEVELOPED</b>	TO BE DEVELOPED
<b>ESF 14</b>	<b>Public Information</b>	Provides accurate, coordinated, timely, and accessible information to affected audiences, including governments, media, the private sector, and the local populace, including children, those with disabilities and others with access and functional needs, and individuals with limited English proficiency.	<b>Communications Office</b>  Office of Emergency Management  Department of County Human Services  Health Department  Sheriff's Office	Joint Information System Partners  2-1-1
<b>ESF 15</b>	<b>Volunteer and Donations</b>	Establishes the coordination processes used to ensure the most efficient and effective utilization of unaffiliated volunteers and unsolicited donated goods during incidents requiring a local response.	<b>Office of Emergency Management</b>  Office of Citizen Involvement  Department of County Assets	Community Emergency Response Teams (CERT)  Community Organizations Active in Disaster (COAD)  Volunteers Active in Disasters (VOAD)  Volunteers in Police Services (VIPS)

3. Roles and Responsibilities

<b>Table 3-1 Multnomah County Emergency Support Functions</b>				
<b>ESF</b>	<b>Function</b>	<b>Description</b>	<b>County Agencies (primary agency in bold)</b>	<b>Cooperating Agencies (list not exhaustive)</b>
<b>ESF 16</b>	<b>Law Enforcement</b>	Provides public safety and security assistance to law enforcement organizations overwhelmed by the results of an actual or anticipated natural/manmade disaster or an act of terrorism.	<p><b>Sheriff’s Office</b></p> <p>Department of Community Justice</p> <p>District Attorney</p>	<p>City Police Departments</p> <p>Oregon State Police</p> <p>TITAN Fusion Center</p> <p>FBI</p>
<b>ESF 17</b>	<b>Agriculture and Animal Protection</b>	Provides support for protection of the food supply and addresses issues of plant and animal health, agricultural security, and care and shelter of animals.	<p><b>Office of Emergency Management</b></p> <p>Health Department</p> <ul style="list-style-type: none"> <li>▪ <i>Food Safety</i></li> </ul> <p>Department of Community Services</p> <ul style="list-style-type: none"> <li>▪ <i>Animal Services</i></li> </ul>	<p>RDPO Animal Multi-Agency Coordination Group</p>
<b>ESF 18</b>	<b>Business and Industry</b>	Describes and implements the policies, responsibilities, and concept of operations for County incident management activities involving coordination with the private sector during incidents requiring coordinated response.	<p><b>Office of Emergency Management</b></p> <p>Chair’s Office</p> <p>Department of County Management</p>	<p>Private Sector Partners</p>

### 3.3 Special Districts

Multnomah County hosts several special districts that have been granted authority to oversee specific critical functions for the community. These functions range from providing transportation and public works services to protecting developed flood plains and providing education. In general, special districts' responsibilities include:

- Planning for the protection of employees, infrastructure facilities and served citizens
- Planning for the protection of information and the continuity of business operations
- Planning for, responding to, and recovering from incidents that impact critical infrastructure and facilities
- 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
- Seek assistance from local, state and/or the federal government through the established assistance request process
- Coordinate and provide district status information through appropriate channels to the Emergency Coordination Center when activated.

### 3.4 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:

- Planning for the protection of employees, infrastructure facilities and served citizens
- 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

### 3. Roles and Responsibilities

- 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

#### 3.5 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

#### 3.6 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, Medical Reserve Corps, faith-based groups, amateur radio clubs, and Community Emergency Response Teams.

#### 3.7 Individuals and Households

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

- 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

#### 3.8 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.

Specifically, in response to an incident impacting the cities, the following are key responsibilities of the cities relative to coordinating with the County Emergency Coordination Center (ECC).

##### 3.8.1 City of Fairview

- Notify the County Emergency Manager or Duty Officer of an incident or emergency within the City of Fairview that has the potential of requiring County level assistance beyond what is available through existing agreements.
- Coordinate with the County ECC and/or the City of Gresham EOC as required to support and coordinate emergency response within the City of Fairview.
- Assume Incident Command and establish an Incident Management Team for Incidents that fall under the jurisdictional authority of the Departments within the City of Fairview.
- If applicable, the city must request a Governor's State of Emergency Declaration through the governing body of the County.
- The City of Fairview must exhaust/maximize its own internal resources including inventories on hand, existing delegated purchasing authority and preapproved procurement processes with their contractors and vendors, and existing mutual aid agreements before escalating requests for assistance to the County ECC
- Provide situation reports and damage assessment information to Multnomah County ECC.

##### 3.8.2 City of Gresham

- Activate the City EOC as required to support and coordinate emergency response within the City of Gresham and notify the County Emergency Manager or Duty Officer of activation.

### 3. Roles and Responsibilities

- Assume Incident Command and establish an Incident Management Team for Incidents that fall under the jurisdictional authority of the Departments within the City of Gresham.
- If applicable, the city must request a Governor's State of Emergency Declaration through the governing body of the County.
- The City of Gresham must exhaust/maximize its own internal resources including inventories on hand, existing delegated purchasing authority and preapproved procurement processes with their contractors and vendors, and existing mutual aid agreements before escalating to the County ECC.
- Provide situation reports and damage assessment information to Multnomah County ECC.

#### 3.8.3 City of Maywood Park

- Notify the County Emergency Manager or Duty Officer of an incident or emergency within the City of Maywood Park that has the potential of requiring County level assistance beyond what is available through existing agreements.
- Provide a city representative to the County ECC as required to support and coordinate emergency response within the City of Maywood Park
- Assume Incident Command and establish an Incident Management Team for Incidents that fall under the jurisdictional authority of the City of Maywood Park.
- If applicable, the City of Maywood Park must request a Governor's State of Emergency Declaration through the governing body of the County.
- The City of Maywood Park must exhaust/maximize its own internal resources including inventories on hand, existing delegated purchasing authority and preapproved procurement processes with their contractors and vendors, and existing mutual aid agreements before escalating to the County ECC.
- Provide situation reports and damage assessment information to Multnomah County ECC.

#### 3.8.4 City of Portland

- Activate the City ECC as required to support and coordinate emergency response within the City of Portland and notify the County Emergency Manager or Duty Officer of activation.
- Assume Incident Command and establish an Incident Management Team for Incidents that fall under the jurisdictional authority of the Bureaus within the City of Portland.
- The City of Portland must request a Governor's State of Emergency Declaration through the governing body of the county.
- The City of Portland must exhaust/maximize its own internal resources including inventories on hand, existing delegated purchasing authority and preapproved procurement processes with their contractors and vendors, and existing mutual aid agreements before escalating requests for assistance to the County ECC.

### 3. Roles and Responsibilities

- Provide situation reports and damage assessment information to Multnomah County ECC.

#### 3.8.5 City of Troutdale

- Notify the County Emergency Manager or Duty Officer of an emergency response within the City of Troutdale that has the potential of requiring County level assistance beyond what is available through existing agreements.
- Coordinate with the County ECC and/or the City of Gresham EOC as required to support and coordinate emergency response within the City of Fairview.
- Assume Incident Command and establish an Incident Management Team for Incidents that fall under the jurisdictional authority of the Departments within the City of Troutdale.
- The City of Portland must request a Governor's State of Emergency Declaration through the governing body of the County.
- The City of Portland must exhaust/maximize its own internal resources including inventories on hand, existing delegated purchasing authority and preapproved procurement processes with their contractors and vendors, and existing mutual aid agreements before escalating requests for assistance to the County ECC.

#### 3.8.6 City of Wood Village

- Notify the County Emergency Manager or Duty Officer of an incident or emergency within the City of Wood Village that has the potential of requiring County level assistance beyond what is available through existing agreements.
- Coordinate with the County ECC and/or the City of Gresham EOC as required to support and coordinate emergency response within the City of Wood Village.
- Assume Incident Command and establish an Incident Management Team for Incidents that fall under the jurisdictional authority of the Departments within the Wood Village.
- The City of Wood Village must request a Governor's State of Emergency Declaration through the governing body of the County.
- The city must exhaust/maximize its own internal resources including inventories on hand, existing delegated purchasing authority and preapproved procurement processes with their contractors and vendors, and existing mutual aid agreements before escalating requests for assistance to the County ECC.
- Provide situation reports and damage assessment information to Multnomah County ECC.

### 3.9 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 (OEM). This division provides a duty officer at all times. The State provides direct State

### 3. Roles and Responsibilities

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.

#### 3.10 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.

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# 4

## Concept of Operations

### 4.1 General

Primary roles involved during the initial emergency response will focus on first responders, such as fire services, police services, and public works departments. Depending on the type of incident, initial response also may include hospitals, local public health departments, and hazardous material teams. In all emergencies, saving and protecting human lives is the top priority of Multnomah County and emergency response personnel.

The County is responsible for emergency management and protecting life and property of citizens within this jurisdiction. This EOP will be used when the County or individual emergency response agencies are reaching or have exceeded their capabilities to respond to an emergency. It may also be used during non-routine incidents or pre-planned events where County resources are limited and/or have been expended.

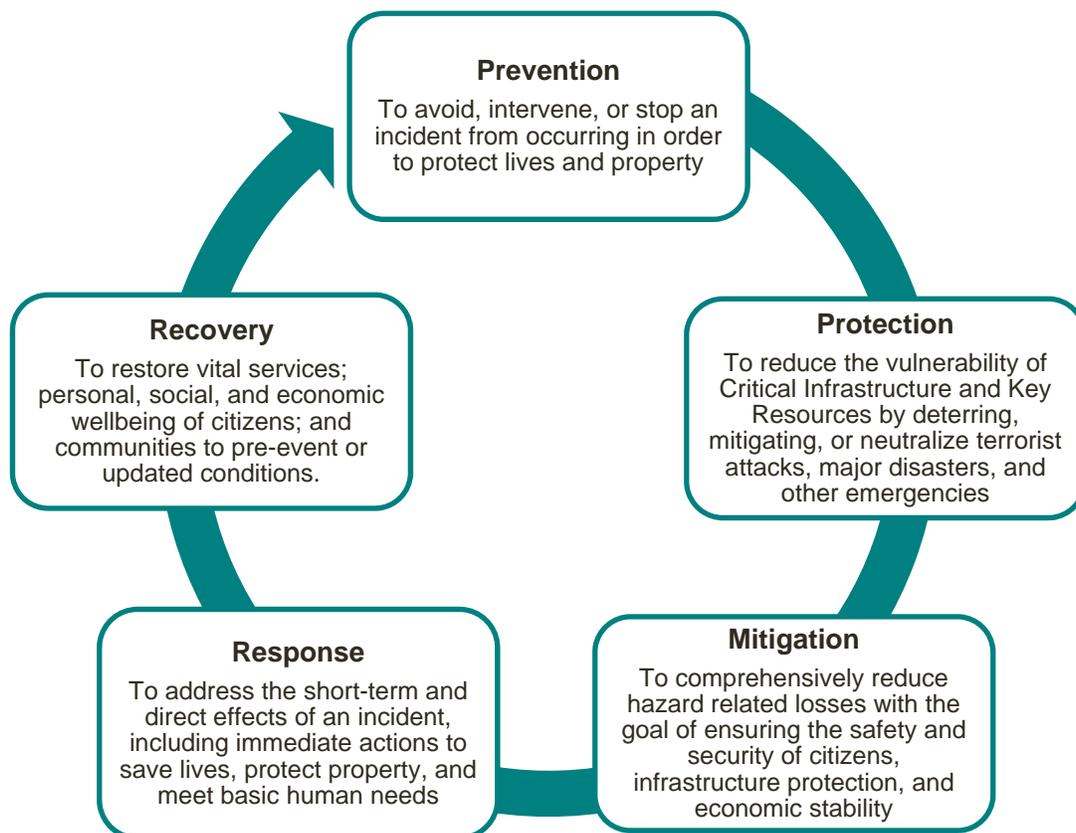
### 4.2 Emergency Management Mission Areas

This plan adheres to the emergency management principle of all-hazards planning, which is based on the fact that most responsibilities and functions performed during an emergency are not hazard-specific. The focus of this EOP is response and short-term recovery actions.

Nevertheless, this plan impacts and is informed by activities conducted before and after the occurrence of emergency operations and is designed to assist the County in the following five mission areas.

## 4. Concept of Operations

Figure 4- 1 Emergency Management Mission Areas



### 4.3 Response and Recovery Priorities

#### 4.3.1 Response

Response activities within the County are undertaken immediately after an incident. The County's response priorities are defined below:

1. **Lifesaving**: Efforts to save lives and operations that minimize risks to public health and safety.
2. **Property**: Efforts to reduce impacts to critical infrastructure and key resources and minimize property damage.
3. **Environment**: Efforts to mitigate long-term impacts to the environment.

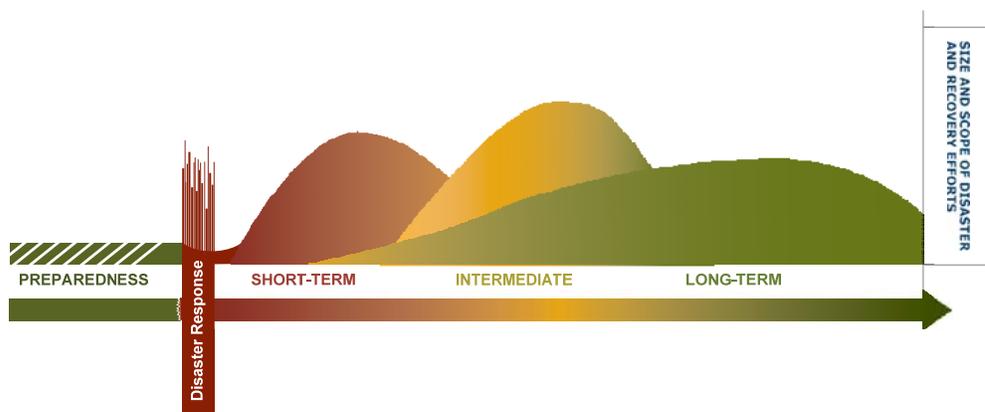
#### 4.3.2 Recovery

Recovery activities will begin as soon as conditions permit following an incident. It is the responsibility of all levels of government to assist the public and private sectors with recovery from disaster. Recovery operations are the actions taken to restore vital services, help citizens resume self-sufficiency, and help communities return to pre-event or "new normal" conditions. The National Disaster Recovery Framework describes

## 4. Concept of Operations

three sub phases of Recovery as illustrated below (Federal Emergency Management Agency, 2011).

Figure 4- 2 Recovery Timeline



This diagram illustrates how the sub-phases of Recovery overlap each other leaving no clear distinction when one phase ends and another begins.

Short-term recovery involves the restoration of critical services such as communications, water supply, sewage service, emergency medical capabilities, and electricity, as well as garbage and debris removal. These services must be restored early in the emergency response to support the life, health, and safety of the population and to support other emergency operations. The County's short term recovery priorities are defined below:

1. **Infrastructure Restoration:** Facilitate restoration of critical infrastructure and key resources.
2. **Debris Removal:** Coordinate debris clearance, collection, and removal.
3. **Damage Assessment:** Identify and document disaster damages to the County and estimate value of losses.

In addition, because many decisions and emergency repairs implemented during the short-term recovery shape how intermediate and long-term recovery occurs, it is important to begin planning for long term recovery during the short-term recovery phase. Intermediate and long-term recovery is beyond the scope of this plan and are further discussed the County's recovery plan.

4. Concept of Operations

4.4 Incident Levels

Incident levels assist local, county, and state response agencies in recognizing the degree of intensity and potential impact of a particular situation. Emergency situations within the County will not always fit neatly into these levels, and any incident has the potential to intensify or expand to a higher level. Special circumstances or external pressures may warrant outside assistance for relatively minor incidents. The following table provides some conceptual benchmarks using a sampling of historical and/or potential events relative to Multnomah County.

Table 4- 1 Incident Levels

NIMS Type	Unplanned	Planned	Scenario Characteristics	Command Elements	Coordination Elements (see Chapter 5)
V	<ul style="list-style-type: none"> <li>3 Alarm Fire</li> </ul>	<ul style="list-style-type: none"> <li>Concert</li> </ul>	<ul style="list-style-type: none"> <li>Single entity</li> <li>Less than one operational period</li> </ul>	<ul style="list-style-type: none"> <li>Field Ops</li> </ul>	<ul style="list-style-type: none"> <li>Dispatch</li> </ul>
IV	<ul style="list-style-type: none"> <li>Power Outage</li> <li>Severe winter storm</li> </ul>	<ul style="list-style-type: none"> <li>VIP Visit</li> </ul>	<ul style="list-style-type: none"> <li>Multi-functional</li> <li>One ops period</li> </ul>	<ul style="list-style-type: none"> <li>Above and ICP</li> </ul>	<ul style="list-style-type: none"> <li>Above</li> <li>Duty Officer</li> <li>DOC</li> </ul>
III	<ul style="list-style-type: none"> <li>Reynolds Active Shooter</li> <li>2008 Storm</li> </ul>	<ul style="list-style-type: none"> <li>Rose Festival</li> </ul>	<ul style="list-style-type: none"> <li>Within county</li> <li>Multi ops periods/multi-days</li> <li>Regionally significant</li> </ul>	<ul style="list-style-type: none"> <li>Above and Unified Command</li> </ul>	<ul style="list-style-type: none"> <li>Above</li> <li>City EOC</li> <li>County ECC (1,2)</li> </ul>
II	<ul style="list-style-type: none"> <li>'76 Floods</li> <li>H1N1</li> <li>Nisqually Earthquake</li> </ul>	<ul style="list-style-type: none"> <li>Track &amp; Field</li> </ul>	<ul style="list-style-type: none"> <li>Multiple counties</li> <li>Multi-day/multi-week</li> <li>National interest</li> </ul>	<ul style="list-style-type: none"> <li>Above and Area Command</li> </ul>	<ul style="list-style-type: none"> <li>Above</li> <li>County ECC (2,3)</li> <li>Regional Coordination</li> <li>State ECC</li> </ul>
I	<ul style="list-style-type: none"> <li>Vanport</li> <li>Columbus Day Floods</li> <li>Mount St. Helens</li> <li>OSO Mudslide</li> <li>Cascadia Subduction Zone Earthquake</li> </ul>	<ul style="list-style-type: none"> <li>Olympics</li> </ul>	<ul style="list-style-type: none"> <li>Region-wide</li> <li>Multi-week/months</li> <li>Nationally significant</li> </ul>	<ul style="list-style-type: none"> <li>Above and Joint Field Office (JFO)</li> </ul>	<ul style="list-style-type: none"> <li>Above</li> <li>County ECC (3)</li> <li>FEMA RCC</li> </ul>

4.5 Incident Management Phases

4.5.1 Activation

4.5.1.1 Alert and warning

Alert and warning information may be transmitted to the County via the National Alert and Warning System (NAWAS), the State Warning Point,

#### 4. Concept of Operations

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.

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
- MCEM Duty Officer 503.988.6700 Option 1, [em.dutyofficer@multco.us](mailto:em.dutyofficer@multco.us), satellite phone: 8816.224.35729, MCEM Duty Officer Pager 503.202.0316

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

Through the County, a public warning and broadcast system has been established for the County to provide emergency information and instructions during a pending or actual emergency incident or disaster. Support Annex 6 – Alert and Warning provides detailed information regarding how these systems are accessed, managed, and operated throughout an emergency's duration.

##### 4.5.1.2 Implementation

When an emergency situation arises, and it is determined that the normal organization and functions of County government are insufficient to effectively meet response requirements, the Emergency Manager or designee may implement the EOP as deemed appropriate for the situation or at the request of an on-scene Incident Commander. In addition, the Emergency Manager may partially or fully activate and staff the County ECC based on an emergency's type, size, severity, and anticipated duration. An emergency declaration is not required in order to implement the EOP or activate the ECC. If appropriate however, the on-scene Incident Commander, the governing body of a municipality or the ECC Director may request that the BOCC declare a State of Emergency.

##### 4.5.1.3 Notification

During the initial stages of an incident and throughout its duration, County Departments and Offices, local agencies and appropriate state and federal agencies will be notified of the ECC activation level as well as be provided updates on situation status and actions being taken and other essential information so that decisions can be made, and policies executed. The

#### 4. Concept of Operations

timely dissemination of information is crucial to a successful response and recovery effort.

Upon notification that the ECC has been activated and/or an emergency has been declared, all agencies tasked with providing emergency response or support services will implement their respective plans and procedures, and provide the ECC with the following information:

- Operational status
- Readiness and availability of 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

For specific types of hazards or threats such as hazardous materials incidents or infrastructure failure for example, pre-planned emergency notification procedures are established among the response community, and call-down lists are updated and maintained by each agency.

##### 4.5.1.4 Direction and Control

During an emergency typically involving a local disaster declaration, the County Disaster Policy Group provides policy guidance and establishes overarching priorities. They also define critical information requirements and set thresholds for making certain policy actions or decisions.

While all incidents in Multnomah County are managed using ICS and NIMS principles, the actual configuration of the incident-specific emergency management system will vary depending on the situation. As more information becomes available and assessments are completed as the incident progresses, the Emergency Manager may, in consultation with Incident Command, local emergency managers or other served agencies, define the overall emergency management configuration that will be used for command and coordination. Some considerations that will affect the overall emergency management configuration include the level of complexity, the entities involved, the potential duration of the incident and the level of assistance required. This command and coordination model will be communicated to all agencies involved and will be used to perform incident support and coordination.

*See Chapter 5 Command and Control*

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### 4.5.2 Operations

#### 4.5.2.1 Coordination

In Multnomah County, the purpose of the ECC is to enable the development of a common operating picture of the incident, secure additional resources to help meet the response requirements and relieve on-scene command of the burden of external coordination. In addition, it provides a central coordination point whereby members of the whole community - working through the ESFs - are able to deliver the core capabilities that will address the incident needs. Key incident needs that the ECC can help address are:

- Protective action measures, including evacuation and shelter-in-place
- Shelter and housing needs for displaced citizens
- Provisions for Access and Functional Needs Populations, including unaccompanied children
- Provisions for animals in disaster
- Volunteer Management
- Multi-agency coordination
- Public information about the incident and coordination with the media
- Damage and impact assessments
- Interoperable communications between response organizations

#### 4.5.2.2 Situational Awareness and Planning

Situational awareness and planning are necessary to maintain a common operating picture among response agencies and together they form the basis for a well coordinated response.

Situational awareness is the ongoing process of collecting, analyzing, and sharing information across agencies and the varying levels of government, and the private sector. Situational awareness includes the gathering of pre-planned essential information elements that provide the emergency response community with the critical information for making strategic and operational decisions. Throughout the duration of the incident, additional critical information requirements will be identified based on the unique conditions of the incident.

The development of situation-specific action plans tailored to the emergency occurs through deliberate planning in the preparedness phase. Action plans are developed using the 5 step Planning process:

#### 4. Concept of Operations

- Step 1: Understand the Situation
- Step 2: Establish Incident Objectives
- Step 3: Develop the Plan
- Step 4: Prepare and Disseminate the Plan
- Step 5: Execute, Evaluate and Revise the Plan

*See ESF 5 Information and Planning for additional detail.*

##### 4.5.2.3 Resource Management and Support

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

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 ECC. The County ECC processes the unfilled portion of the assistance requests with the State.

Special districts and other quasi-governmental entities that provide specific critical functions within Multnomah County may request assistance directly through either the incorporated cities in which their headquarters are located or the County. Hospital systems with headquarters within Multnomah County may request assistance directly through the County.

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

*See ESF 7 – Resource Support for detailed information regarding available resources and coordination procedures established for the County.*

In the case of emergencies involving fires threatening life and structures, the Emergency Conflagration Act (ORS 476.510) can be invoked by the Governor through the Office of State Fire Marshal. This act allows the State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations. The local Fire Chiefs and County Fire Defense Board Chief assess the status of the incident(s) and, after determining that all criteria have been met for invoking the Conflagration Act, notify the State Fire Marshal via the Oregon Emergency Response

## 4. Concept of Operations

System (OERS). The State Fire Marshal reviews the information and notifies the Governor, who authorizes the act.

### 4.5.2.4 Communications

The ability of responders from different agencies and disciplines to work together depends greatly on their ability to communicate effectively with each other. Plain language is essential to first responder and public safety, and will be used by all County personnel during emergencies. The use of common terminology enables emergency responders, ECC personnel, and County staff, as well as personnel from neighboring jurisdictions or states to communicate clearly with each other and effectively coordinate response activities, regardless of an incident's size, scope, or complexity.

Multnomah County Resolution #07-130 requires the County "incorporate relevant national standards to achieve equipment, communication, and data interoperability to the extent permissible by law." Such interoperability is the ability of public and private agencies, departments, and other organizations to operate and communicate effectively together through the use of systems, personnel, and equipment.

*See ESF 2 Communications for additional detail.*

### 4.5.2.5 Documentation

Proper documentation and reporting during an emergency is critical for the County to receive proper reimbursement for emergency expenditures and to maintain a historical record of the incident. County staff will maintain thorough and accurate documentation throughout the course of an incident or event. Incident documentation includes:

- Incident and damage assessment reports
- Situation Reports
- Incident Action Plans
- Requests for Assistance
- Resource Ordering and Tracking Records
- Unit Logs
- Cost recovery forms
- Incident critiques and After Action Reports (AARs)

All documentation related to the County's emergency management program will be maintained in accordance with Oregon's public records

#### 4. Concept of Operations

and meetings law (ORS 192), subject to applicable exemptions such as for “Public Safety Plans,” as appropriate.

##### 4.5.3 Demobilization

As the emergency situation progresses and the immediate response subsides, a transition period will occur during which emergency responders will hand responsibility for emergency coordination to agencies involved with short- and long-term recovery operations.

The following issues will be considered when demobilizing:

- Identification of surplus resources and probable resource release times
- Demobilization priorities as established by the on-scene Incident Commander and/or Emergency Manager
- Released or demobilized response resources as approved by the on-scene Incident Commander and/or Emergency Manager
- Repair and maintenance of equipment, if necessary
- Assistance required for cost recovery and reimbursement
- Completion of incident after action reports and improvement plans

The County Chair, with advice from Emergency Manager and/or on-scene Incident Commander, will determine when a state of emergency no longer exists, emergency operations can be terminated, and normal County functions can be restored.

# 5

## Command and Control

### 5.1 General

The ultimate responsibility for command and control of County departments and resources lies with the County Chair, however the Emergency Manager will maintain direction and control of the County Emergency Management Organization, unless otherwise delegated. County emergency operations, both on-scene and in the County ECC, will be conducted in a manner consistent with NIMS, including use of ICS.

During a County-declared disaster, control is not relinquished to State authority but remains at the local level for the duration of the event.

### 5.2 On-Scene Incident Management

Initial response to an incident will be managed by the responding agency (i.e., public works, law enforcement, fire services, health department), who will assign an on-scene Incident Commander. The on-scene Incident Commander is responsible for performing or directing such duties as enforcing emergency measures and designating emergency areas. During the initial response, the on-scene Incident Commander may establish an Incident Command Post and may assume the responsibilities of Command Staff until delegated. Upon establishment of ICS, the on-scene Incident Commander will notify the Emergency Manager and request activation of the County ECC, as appropriate. The on-scene Incident Commander may also establish an on-scene Unified Command structure with County, State, Federal and/or private sector counterparts as appropriate.

### 5.3 Unified Command

Unified Command allows all agencies with jurisdictional authority or functional responsibility for the incident to jointly provide management direction for an incident through a common set of incident objectives and strategies and a single Incident Action Plan. Each participating agency maintains its individual authority, responsibility, and accountability.

Table 5-1 presents a comparison of a single Incident Commander and Unified Command.

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<b>Table 5-1 Comparison of Single Incident Commander and Unified Commander</b>	
<b>Single Incident Commander</b>	<b>Unified Command</b>
<p>The Incident Commander is solely responsible (within the confines of his or her authority) for establishing incident objectives and strategies.</p> <p>The Incident Commander is directly responsible for ensuring that all functional area activities are directed toward accomplishment of the strategy.</p>	<p>The individuals designated by their jurisdictional and organizational authorities (or by departments within a single jurisdiction) must jointly determine objectives, strategies, plans, resource allocations, and priorities and work together to execute integrated incident operations and maximize the use of assigned resources.</p>

Source: ICS-300: Intermediate ICS for Expanding Incident Student Manual.

**5.4 Area Command**

An Area Command is a management structure established to oversee the organization of multiple incidents handled by separate ICS organizations, or a very large incident that involves multiple ICS organizations. Area Command is activated only if necessary, depending on the complexity of the incident and span-of-control, and does not have operational responsibilities. If activated, the Area Command:

- Sets overall incident-related priorities
- Deconflicts incident management objectives with other ICS organizations and established policies
- Allocates critical resources according to incident-related priorities
- Identifies critical resource needs and reports them to the supporting DOC, EOC or ECC
- Ensures proper incident management and effective communications and provides for personnel accountability and a safe operating environment

**5.5 County Department Operations Centers and Incident Command Posts**

The County has identified the following four agencies as providing core emergency response services in the County and that may be 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 staff Emergency Support Functions in the ECC, activate Incident Command Posts, participate in Unified Command and/or stand-up a Department Operations Center (DOC) as required. These four agencies are:

## 5. Command and Control

- Sheriff's Office
- Health Department
- Department of County Human Services
- Department of Community 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.

### 5.6 County Emergency Coordination Center

In Multnomah County there are two municipal EOCs and one County ECC. The City of Gresham and the City of Portland each have an EOC that provide support and coordination for incidents that occur within their jurisdictions. For incidents that occur within these cities, their jurisdictional EOC takes the lead in supporting the ICS organization.

- When in support of a municipal EOC, the County ECC will primarily facilitate requests for assistance through established ESF networks and other levels of government.

In cases where the incident occurs within one of the cities directly supported by the County emergency management program, in the unincorporated areas of the county, or when jurisdictional authority spans multiple jurisdictions or involves County departments, the County ECC will provide more comprehensive support and coordination which may include:

- Providing support to the ICS organization in such areas as communications, alert and warning, transportation, protective actions, and identifying additional resources
- Providing overall coordination of emergency operations throughout the county
- Establishing an operational tempo that assists in information sharing and action planning
- Supporting multi-agency coordination and providing liaison with local, state, and federal government agencies as well as with private sector resources
- Establishing prioritization of resources for emergency response operations

## 5. Command and Control

- Collecting, evaluating and disseminating damage assessment and other emergency related information
- Coordinating the development and dissemination of emergency information to the residents of the county

In cases where municipalities receive first responder coverage on a routine basis from the City of Gresham, the City of Gresham may establish an East-County EOC that would interface with the County ECC.

### 5.6.1 ECC Activation Levels

#### 5.6.1.1 Enhanced Operations

Upon receiving notification of an emergent threat to the County, the MCEM Duty Officer (DO) increases situational awareness efforts and monitoring activities. This escalation may require a suspension of routine activity and assistance from other County staff. This level of activation may be performed from any location and does not require co-location of ECC staff.

#### 5.6.1.2 Partial ECC Activation

If an incident becomes imminent or has already impacted the County the Emergency Management Director may decide to partially activate the County ECC. Once the ECC is activated the Emergency Management Director, or designee, will assume ECC Manager role and will assign MCEM and other County staff to ECC positions. A Level 2 Partial ECC Activation requires a small number of ECC staffing assignments and can, usually, be filled utilizing only MCEM staff.

#### 5.6.1.3 Full ECC Activation

Based upon what is known about an impending/occurring incident the Emergency Management Director may decide to either escalate a Level 2 Partial ECC Activation to a Level 3 Full Activation or, if necessary, decide to fully activate the ECC upon receiving initial notifications and/or warnings. Both Level 2 and Level 3 ECC Activations have the same basic initiation activities however, fully activating the ECC differs in that the ECC Director will activate all ECC staffing positions to at least the "Unit" level with the exception in the Coordination Section which will be staffed to the "Group" level. Further staffing of specific ESFs will be filled as required.

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Table 5- 2

Activation Description	Notification	Documentation	Example
Enhanced Operations	<ul style="list-style-type: none"> <li>▪ ECC Staff</li> <li>▪ Activated/Impacted Partners</li> <li>▪ Chief Operations Officer</li> <li>▪ County Chair</li> <li>▪ Sheriff</li> <li>▪ County Emergency Management Group</li> <li>▪ State OEM</li> </ul>	ICS 201	<ul style="list-style-type: none"> <li>▪ Severe Weather</li> <li>▪ Emergency Events with potential to demand greater resources</li> <li>▪ Events of high profile or political nature</li> </ul>
Partial ECC Activation	Above plus <ul style="list-style-type: none"> <li>▪ Department Directors</li> <li>▪ Ops Council</li> <li>▪ Regional Emergency Managers</li> <li>▪ BOEC</li> <li>▪ State OEM</li> </ul>	ICS 201 Incident Action Plan Situation Report	Above plus <ul style="list-style-type: none"> <li>▪ Large scale emergencies</li> <li>▪ Local Flooding</li> <li>▪ Hazmat Incident</li> <li>▪ Special Events</li> <li>▪ Isolated Evacuation and Population management</li> </ul>
Full ECC Activation	Same as Partial	ICS 201 Incident Action Plan Situation Report	Above plus <ul style="list-style-type: none"> <li>▪ Earthquake</li> <li>▪ Large Hazmat Incident</li> <li>▪ Multi-Casualty Incident</li> <li>▪ Severe Weather Damage &amp; Flooding</li> <li>▪ Mass Care of large populations</li> </ul>

## 5. Command and Control

### 5.6.2 Emergency Coordination Center mobilization

During emergency operations, and upon activation of the ECC, ECC staff will assemble and activate as outlined below.

- The ECC will be activated to the appropriate level by the Emergency Manager, who may assume or designate the role of ECC Manager. While the on-scene Incident Commander retains tactical control of the incident, the sub-jurisdictional emergency manager provides operational support to the field.
- The ECC Manager will determine the level of staffing required and will alert the appropriate personnel, agencies, and organizations.
- Emergency operations will be conducted and/or coordinated by County departments as outlined in Emergency Support Function annexes, augmented as required by ESF supporting and cooperating agencies, volunteer groups, forces supplied through mutual aid agreements and private contractors. Support from neighboring counties, state and federal agencies will be requested if the situation dictates, using appropriate channels.
- Communications equipment in the ECC will be used to receive information, disseminate instructions and notifications, and coordinate emergency operations.
- The ECC may, as appropriate, operate on a 24-hour basis.
- The Emergency Manager or designee will immediately notify the State through OERS upon activation of the County ECC. Periodic updates will be issued to the State for the duration of County ECC activation.
- In a partial or full activation, the ECC Manager will notify the Portland Bureau of Emergency Communications (BOEC) and establish a strategy for coordination and support once the ECC is operational.

See the ECC Mobilization Checklist for more details.

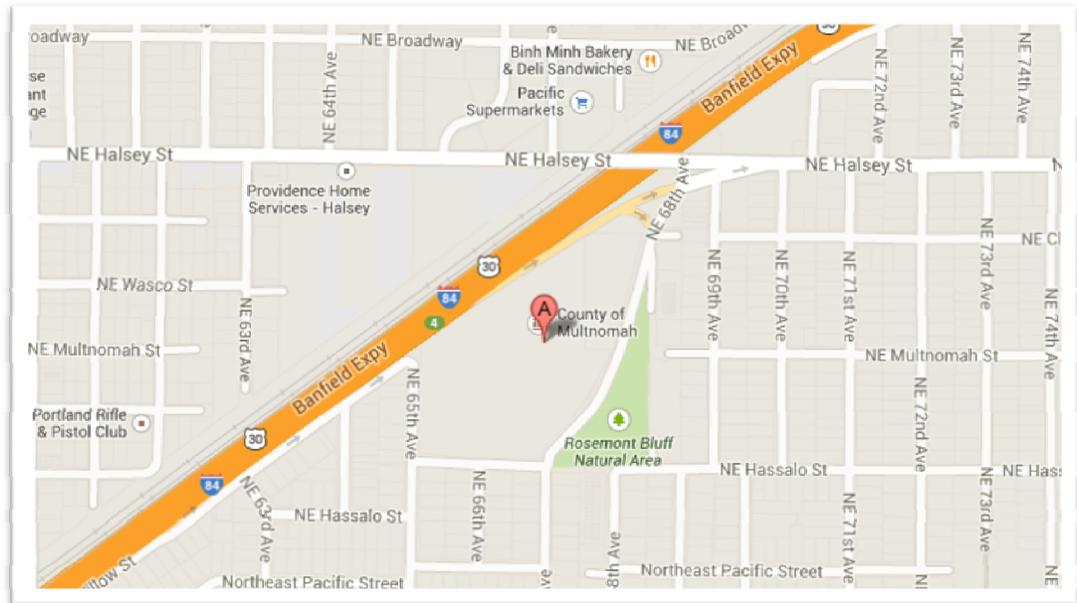
### 5.6.3 Emergency Coordination Center Location

The **primary location** for the County ECC is:

Juvenile Justice Center  
1401 SE 68<sup>th</sup> Place, Portland, OR 97213

5. Command and Control

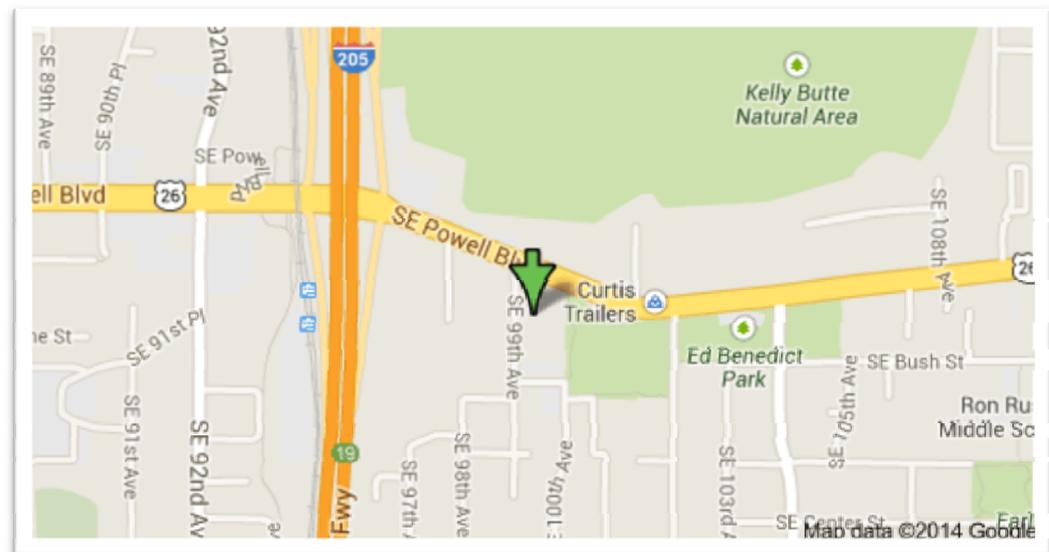
Figure 5-1 Primary ECC Location



If necessary, the **alternate location** for the County ECC is:

City of Portland Emergency Coordination Center  
 9911 SE Bush Street, Portland, OR 97266

Figure 5-2 Alternate ECC Location



The location of the ECC can change, as required by the needs of the incident. Coordination and control for County emergency resources will take place from the ECC as long as environmental and incident conditions allow. However, if conditions require relocation of the ECC, then the ECC Director will designate an alternate facility.

**5. Command and Control****5.6.3.1 Access and Security**

During an emergency, access to the County ECC will be limited to designated emergency operations personnel due to the large volume of incoming and outgoing sensitive information. The ECC Director may allow access on an individual, case-by-case basis. Appropriate security measures will be in place to identify personnel who are authorized to be present.

**5.6.3.2 Incident Management Technology**

The County utilizes WebEOC and OpsCenter incident management software to help gather, analyze, and disseminate information in the County ECC and to partners outside of the Emergency Coordination Center. The county also uses various geospatial platforms to display real time information including Raptor, Bridge and MapperPro as well as other publically available mapping applications in order to gather and share critical incident information. The County Emergency Manager is responsible for training ECC staff on the use of these tools.

**5.6.3.3 Emergency Coordination Center Staffing**

Depending on the incident type, County departments will provide staff to the ECC. At any time, if the incident expands or contracts, changes in jurisdiction or discipline, or becomes more or less complex, the on-scene Incident Commander or ECC Manager may change to meet the needs of the incident. In the event that local staffing resources are not adequate to maintain County ECC, and mutual aid has been exhausted, the County may request support from the State.

County departments involved in emergency response and personnel assigned ECC Responder positions are required to report to the ECC and/or check-in with the ECC Manager according to established procedures for their position.

Those individuals with the specialized knowledge, skills, and abilities required to support the overarching capabilities and specialized response activities will be pre-identified and oriented to the ECC before an incident to the greatest extent possible. However, there may be times when pre-identified ECC staff is unavailable and County leadership (e.g. ECC Director, County Chair, or Departmental Directors) must assign ad hoc ECC staff. In those cases just-in-time ECC operations training will be provided.

Due to limited personnel and resources available in the County, all primary and alternate ECC staff will be trained on ICS functions outside their areas of expertise, along with regularly exercising ICS, including sub-functions and liaison roles, with volunteers and other support staff will improve overall ECC operation efficiency.

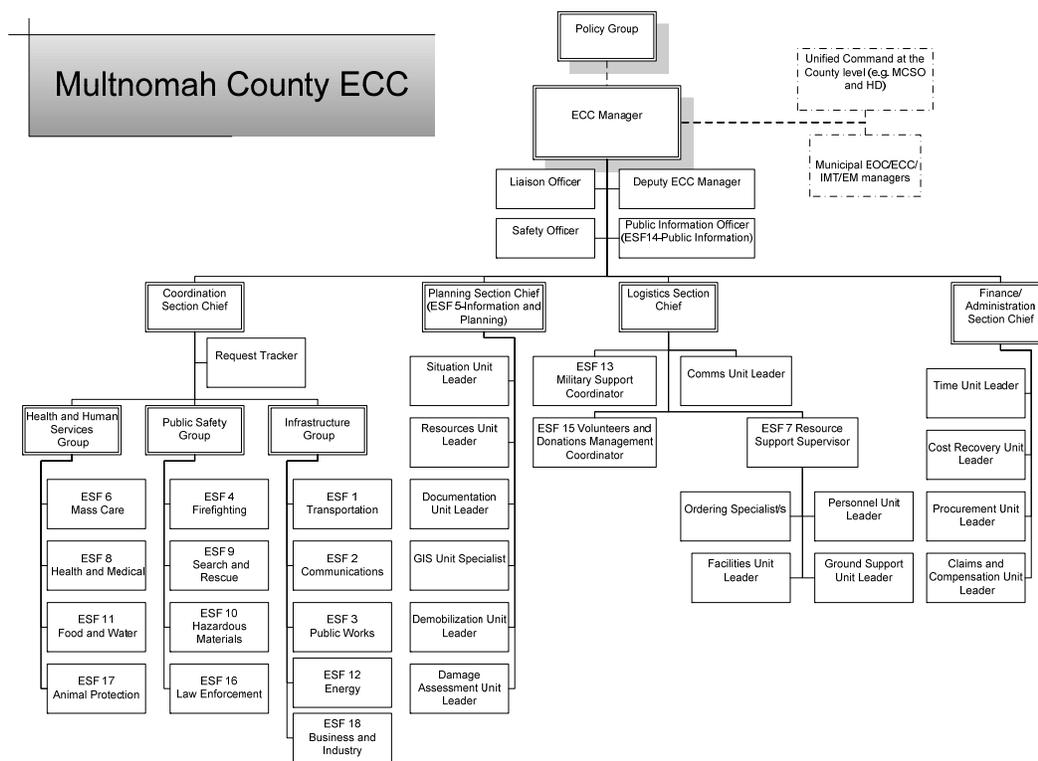
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**5. Command and Control****5.6.4 ECC Hybrid ICS/ESF Operational Model**

The County utilizes a unique hybrid Incident Command System/ Emergency Support Function model for ECC operations. Operationally the ECC's operational model utilizes all of the same ICS doctrine, guidance, forms, etc. with a few modifications.

- The ECC's hybrid model utilizes the title of 'Coordination Section' as opposed to 'Operations Section' to better reflect the ECC's support and coordination role.
- The ECC's hybrid model adds the position of ESF Representative to the organizational scheme. ESF Representatives coordinate resources and facilitate problem solving to ensure effective provision of each ESF's response mission.
- The ECC's hybrid model uses the term "Management Staff" instead of "Command Staff" to describe decision makers responsible for setting the overall direction for incident coordination and support.

**Figure 5-3 Multnomah County Emergency Coordination Center Org Structure**



**5.6.5 Emergency Coordination Center deactivation**

Each incident will be evaluated to determine the need for continued operation of the ECC after the emergency response phase of the incident has been completed. This decision is made by the on-scene Incident Commander, ECC Manager, Chief Operating Officer, or County Chair.

During the initial phase of the recovery period for a major disaster, it may be desirable to continue to operate the County ECC during the day with limited staffing to facilitate dissemination of public and local government disaster relief information. This alternative should be weighed against the option of immediately requiring the Emergency Manager and staff to manage recovery operations as part of their daily responsibilities.

Once the decision has been made to limit hours/staff or close the ECC, notification will be disseminated to the same agencies that were notified of activation. If necessary, the ECC may also be re-opened (see mobilization steps in Section 5.6.2) and emergency operations re-initiated at any time. As with initial activation, re-activation of the ECC would occur at the direction of the Emergency Management Director or designee.

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**5. Command and Control****5.7 Interfaces with County Emergency Coordination Center****5.7.1 Incident Command to County ECC**

Any Incident Commander operating within Multnomah County may request support from the County Emergency Coordination Center. Some examples may include but are not limited to, situations where Departments or Offices of the County Government activate incident command, an Incident Management Team is established by sub-jurisdictional partners, an ESF partner activates incident command or incident command is established in unincorporated areas of Multnomah County by someone authorized to activate incident command. During an ECC activation, support and coordination is established through the coordination section in the ECC or through the ECC Manager.

**5.7.2 City EOC to County ECC**

This situation may occur when a city EOC or ECC requests assistance for county level coordination or when the event has county-wide impacts. During an ECC activation, support and coordination with a City EOC is established through the ECC Manager and may be delegated to the Liaison Officer. The ECC Manager or Liaison Officer will ensure ongoing connectivity between appropriate elements of the County ECC and City EOC.

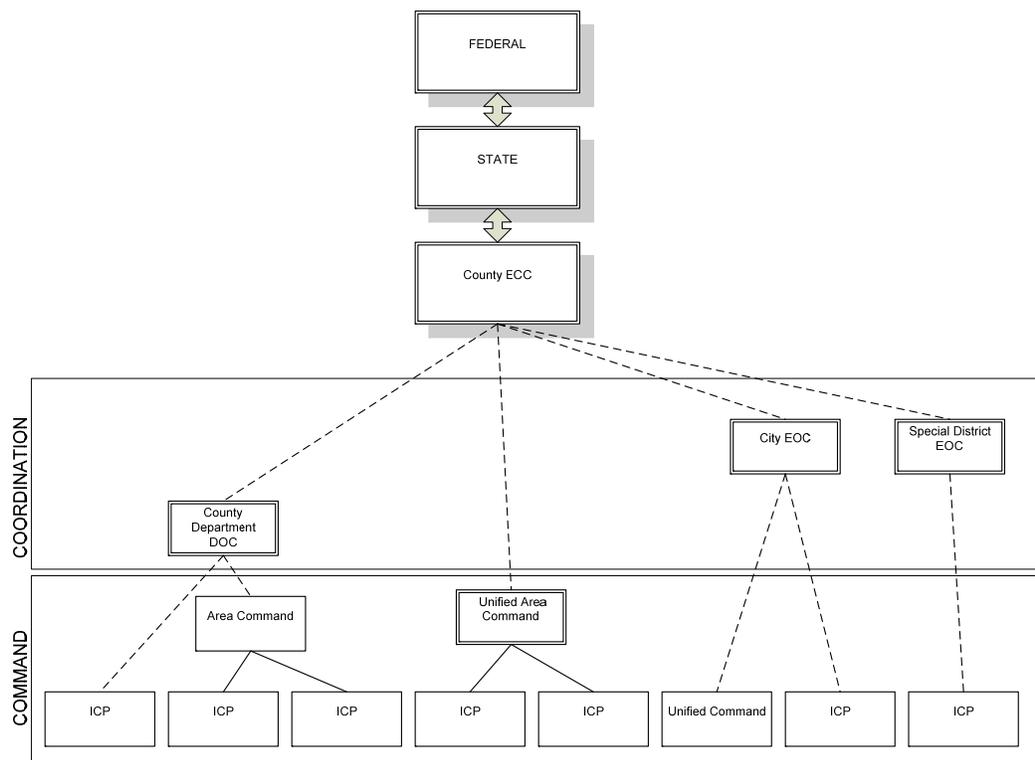
**5.7.3 DOC to County ECC**

This situation may occur when a Departmental Operations Center (DOC) requests assistance for county level coordination or when the event has county-wide impacts. During an ECC activation, support and coordination is achieved through the Coordination Section.

**5.7.4 Special District and/or Private Sector to County ECC**

During an ECC activation, support and coordination is achieved through the appropriate ESF representative in the Coordination Section.

Figure 5-4 ECC Interface Diagram



## 5.8 Multi-Agency Coordination

### 5.8.1 Hosting Regional Coordination Entities

In the event that the County is coordinating a response with other jurisdictions or agencies with authority over the incident, the County may choose to implement a Multi-Agency Coordination Group (MAC Group). Typically, administrators/ executives, or their appointed representatives, who are authorized to commit agency resources and funds are brought together to form MAC Groups. Other names for MAC Groups include “multiagency committees” and “emergency management committees.” A MAC Group can provide coordinated decision-making and resource allocation among cooperating agencies and may establish the priorities of incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities. Examples of other regional coordination entities that may be hosted at the County ECC include a Regional Joint Information Center (RJIC) and Regional Logistics Support Team (RLST).

For more details about the RJIC see ESF 14 Public Information.

For more details on the RLST see ESF 7 Resource Support.

# 6

## Plan Development, Maintenance and Implementation

### 6.1 Plan Review and Maintenance

The EOP will be reviewed and revised at least once every two years. Revisions may also be directed based on lessons learned from exercises or events. The plan will be formally re-promulgated by the County Board of Commissioners once every four years. Changes to the annexes and appendices, and non-substantive changes to the Basic Plan, may be made by the County Emergency Manager without formal County Board of Commissioners approval. A review will:

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

In addition, lead agencies will review the annexes and appendices assigned to their respective departments.

#### Recommended changes should be forwarded to:

ATTN: Director, Office of Emergency Management  
501 SE Hawthorne Boulevard, Suite 400  
Portland, OR 97214

Or electronically to: [emergency.management@multco.us](mailto:emergency.management@multco.us)

### 6.2 Training Program

To assist with training and preparing essential response staff and supporting personnel to incorporate ICS/NIMS concepts in all facets of an emergency, each agency and department is responsible for ensuring that critical staff are identified and trained at a level that enables effective execution of existing response plans, procedures, and policies.

The County Emergency Manager coordinates training for County personnel and encourages them to participate in training sessions hosted by other agencies, organizations, and jurisdictions throughout the region.

Current training and operational requirements set forth under NIMS have been adopted and implemented by the County (see minimum training

**6. Plan Development, Maintenance and Implementation**

requirements in Table 6-1). The Emergency Manager maintains records and lists of training received by County personnel.

Training requirements apply to all first responders, ECC responders and disaster workers as well as:

- EMS personnel
- Firefighters
- Law enforcement personnel
- Public works/utility personnel
- Public Health personnel
- Other emergency management response personnel
- Support/volunteer personnel at all levels

<b>Table 6-1 Minimum Training Requirements</b>	
<b>Training for Emergency Personnel:</b>	<b>Training Required:</b>
Direct role in emergency management or emergency response	ICS-100 IS-700a
First-line supervisors, mid-level management, and Command and General Staff	ICS-100, -200 IS-700a
Supervisory role in expanding incidents or a management role in an EOC	ICS-100, -200, -300 IS-700a
Management capacity in an Area Command situation or EOC	ICS-100, -200, -300, -400 IS-700a, -701a
<b>Additional Specialized Training as Assigned:</b>	
NIMS Multiagency Coordination System	IS-701a
NIMS Public Information Systems	IS-702a
NIMS Resource management	IS-703a
NIMS Intrastate Mutual Aid-An Introduction	IS 706
National Response Framework	IS-800b
<i>Additional information about training requirements can be found on the OEM website at <a href="http://www.oregon.gov/OMD/OEM/plans_train/docs/nims/nims_who_takes_what.pdf">http://www.oregon.gov/OMD/OEM/plans_train/docs/nims/nims_who_takes_what.pdf</a>. Independent study courses can be found at <a href="http://training.fema.gov/IS/crslist.asp">http://training.fema.gov/IS/crslist.asp</a>.</i>	

**6.3 Multi-year Training and Exercise Program**

The County maintains a Multi-year training and Exercise Plan that provides opportunities to regularly test and exercise this EOP. The Multi-year TEP lays out a combination of progressively building exercises –

## 6. Plan Development, Maintenance and Implementation

along with the associated training requirements. Using a progressive approach, emergency response and support agencies identified in this plan are able to participate in a series of increasingly complex exercises and supportive training opportunities, with each event building upon the previous one until readiness goals are achieved. A copy of the current MYTEP may be requested from the office of Multnomah County Emergency Management (MCEM).

An important goal of the MYTEP is to engage the whole community: citizens; organizations (nonprofit, for profit, and volunteer); neighboring jurisdictions; and State and federal government in joint exercises whenever possible. Exercises consist of a variety of tabletop exercises, drills, functional exercises, and full-scale exercises.

The County uses Homeland Security Exercise and Evaluation Program procedures and tools to develop, conduct, and evaluate these exercises. Information about this program can be found at <http://hseep.dhs.gov>.

The Emergency Manager will work with County departments and agencies to identify and implement corrective actions and mitigation measures, based on exercises conducted through Emergency Management.

### 6.4 Event Critique and After Action Reporting

In order to document and track lessons learned from exercises, the exercise director will facilitate a review, or “hot wash,” with exercise participants after each exercise. The exercise director will also coordinate development of an After Action Report (AAR) and Improvement Plan (IP) which will describe the objectives of the exercise and document the results of the evaluation to improve the County’s readiness.

Reviews and AARs will also be facilitated after major incidents. All agencies involved in the emergency response will participate in development of the AAR and IP which will describe actions taken, identify equipment shortcomings and strengths, and recommend ways to improve operational readiness. Recommendations may include future exercise events and programs. The Emergency Manager will ensure that equipment, training, and planning shortfalls identified following an incident are addressed, to the extent possible, by the County’s Emergency Management Organization (EMO).

### 6.5 Community Outreach and Preparedness Education

The County will educate the public about threats, disasters, and what to do when an emergency occurs. The County maintains an active community preparedness program and recognizes that citizen preparedness and education are vital components of the County’s overall readiness.

## 6. Plan Development, Maintenance and Implementation

Information about the County's public education programs, hazard and mitigation information, and other emergency management and emergency services can be found on the County's website:

[www.multco.us/em](http://www.multco.us/em)

### 6.6 Funding and Sustainment

It is a priority of the County to fund and maintain an EMO that ensures the County's ability to respond to and recover from disasters. The Emergency Manager will work with the Chief Operating Officer, Chair's Office, BOCC, and community stakeholders to:

- Identify funding sources for emergency management programs, personnel, and equipment.
- Ensure that the BOCC is informed of progress toward building emergency response and recovery capabilities and is aware of gaps to be addressed.
- Leverage partnerships with local, regional, and State partners to maximize use of scarce resources.

**A**

**Sample Disaster Declaration  
Forms**

## Appendix A. Sample Disaster Declaration Forms

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## Appendix A. Sample Disaster Declaration Forms

### MULTNOMAH COUNTY, OREGON

#### EXECUTIVE RULE NO. \_\_\_\_\_

#### Declaration of Emergency (no request for state declaration)

- a. Multnomah County is authorized under ORS 401.305 to act as an emergency management agency, including authority to establish policies and protocols for defining and directing responsibilities during time of emergency.
- b. Multnomah County has enacted a local ordinance, Multnomah County Code § 25.410 et seq., pursuant to the authority granted by ORS 401.025 et seq. and the Multnomah County Charter, that provides for executive responsibility in times of emergency and specifically delegates authority to declare a state of emergency to the County Chair, or in the Chair's absence or inability to perform the functions of office, the most senior member of the Board, or in the senior member of the Board's absence or inability, the Sheriff, or in the Sheriff's absence or inability, the Chair's designated interim, or in the Chair's designated interim's absence or inability, the Sheriff's designated interim.
- c. The Chair is authorized pursuant to Multnomah County Code § 7.007, to adopt Executive Rules to implement and enforce provisions of the Multnomah County Code and to carry out the Chair's duties under the Charter.
- d. The following conditions have resulted in the need for a state of emergency declaration:  
  
\_\_\_\_\_  
  
\_\_\_\_\_

- e. The following damage to lives and property can be expected from the above conditions:  
  
\_\_\_\_\_  
  
\_\_\_\_\_

- f. An emergency is declared for the following area(s) (check one):

- The entire County is in a state of emergency; or
- The following portion of Multnomah County is in a state of emergency:

**Appendix A. Sample Disaster Declaration Forms**

\_\_\_\_\_  
\_\_\_\_\_

NOW, THEREFORE, the following Executive Rule is adopted:

1. The (County Chair/Senior Board Member/Chair's designated interim/Sherriff's designated interim), formally declares a state of emergency for Multnomah County, effective on this \_\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_ at \_\_\_\_\_, \_\_\_ m., for the area described above.
2. The Director of the Multnomah County Office of Emergency Management shall take all necessary steps authorized by law to coordinate response and recovery from this emergency, including, but not limited to, requesting assistance from the State of Oregon.
3. This declaration of emergency shall expire on \_\_\_\_\_, \_\_\_\_\_ (no later than thirty days from signature date).

FOR THE MULTNOMAH COUNTY  
CHAIR

REVIEWED:  
  
COUNTY ATTORNEY FOR  
MULTNOMAH COUNTY,  
OREGON:

By: \_\_\_\_\_

\_\_\_\_\_  
County Chair/Senior Board  
Member/Sheriff/Chair's Designated  
Interim/Sherriff's Designated Interim

By: \_\_\_\_\_  
\_\_\_\_\_

## Appendix A. Sample Disaster Declaration Forms

### MULTNOMAH COUNTY, OREGON

#### EXECUTIVE RULE NO. \_\_\_\_

#### Declaration of Emergency (w/request for state declaration)

- a. Multnomah County is authorized under ORS 401.305 to act as an emergency management agency, including authority to establish policies and protocols for defining and directing responsibilities during time of emergency.
- b. Multnomah County has enacted a local ordinance, Multnomah County Code § 25.410 et seq., pursuant to the authority granted by ORS 401.025 et seq. and the Multnomah County Charter, that provides for executive responsibility in times of emergency and specifically delegates authority to declare a state of emergency to the County Chair, or in the Chair's absence or inability to perform the functions of office, the most senior member of the Board, or in the senior member of the Board's absence or inability, the Sheriff, or in the Sheriff's absence or inability, the Chair's designated interim, or in the Chair's designated interim's absence or inability, the Sheriff's designated interim.
- c. The Chair is authorized pursuant to Multnomah County Code § 7.007, to adopt Executive Rules to implement and enforce provisions of the Multnomah County Code and to carry out the Chair's duties under the Charter.
- d. The following conditions have resulted in the need for a state of emergency declaration:  

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- e. The following damage to lives and property can be expected from the above conditions:  

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- f. An emergency is declared for the following area(s) (check one):

- The entire County is in a state of emergency; or
- The following portion of Multnomah County is in a state of emergency:

## Appendix A. Sample Disaster Declaration Forms

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g. On behalf of Multnomah County, the (County Chair/Senior Board Member/Chair's designated interim/Sherriff's designated interim) certifies as follows (Check one):

- All local resources have been or are forecasted to be expended; or
- All local resources have not been nor are forecasted to be expended.

NOW, THEREFORE, the following Executive Rule is adopted:

4. The (County Chair/Senior Board Member/Chair's designated interim/Sherriff's designated interim), formally declares a state of emergency for Multnomah County, effective on this \_\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_ at \_\_\_\_\_, \_\_\_ m., for the area described above.
5. The (County Chair/Senior Board Member/Chair's designated interim/Sherriff's designated interim) requests that the Governor of the State of Oregon declare a state of emergency under ORS 401.165 and to take such steps as are necessary to assist the citizens of Multnomah County who have suffered damage resulting from the emergency described above. State assistance is requested immediately and includes the following:
  - [List personnel, equipment, facilities, supplies, mission, etc.]
  - [List personnel, equipment, facilities, supplies, mission, etc.]
  - [List personnel, equipment, facilities, supplies, mission, etc.]
6. The Director of the Multnomah County Office of Emergency Management shall take all necessary steps authorized by law to coordinate response and recovery

## Appendix A. Sample Disaster Declaration Forms

from this emergency, including, but not limited to, requesting assistance from the State of Oregon. Actions currently taken by the County and other local government agencies include:

- [ECC activation, local EOC activations, local declarations, mutual aid used, etc.]

7. This declaration of emergency shall expire on \_\_\_\_\_,  
\_\_\_\_\_ (no later than thirty days from signature date).

FOR THE MULTNOMAH COUNTY  
CHAIR

REVIEWED:

COUNTY ATTORNEY FOR  
MULTNOMAH COUNTY,  
OREGON:

By: \_\_\_\_\_

By: \_\_\_\_\_

\_\_\_\_\_  
County Chair/Senior Board  
Member/Sheriff/Chair's Designated  
Interim/Sherriff's Designated Interim

\_\_\_\_\_  
\_\_\_\_\_

## Appendix A. Sample Disaster Declaration Forms

### MULTNOMAH COUNTY, OREGON

EXECUTIVE RULE NO. \_\_\_\_\_

#### **Implementation of Emergency Measures**

- a. Pursuant to ORS 401.305 Multnomah County has established an Emergency Management Agency directly responsible to the County Chair and the County Board of Commissioners. (Multnomah County Code § 25.440)
- b. Multnomah County Code § 25.440(A), delegates executive authority in times of emergency to the County Chair to take appropriate actions to respond to an emergency. In the Chair's absence or inability to perform the functions of office, executive authority passes to the most senior member of the Board, or in the senior member of the Board's absence or inability, the Sheriff, or in the Sheriff's absence or inability, the Chair's designated interim, or in the Chair's designated interim's absence or inability, the Sheriff's designated interim.
- c. The Chair is authorized, to adopt Executive Rules to implement and enforce provisions of the Multnomah County Code and to carry out the Chair's duties under the Charter. (Multnomah County Code § 7.007)
- d. A State of Emergency was declared by Executive Rule No. \_\_\_\_\_ dated \_\_\_\_\_.
- e. Check the following if applicable:
  - The Board extended the State of Emergency until \_\_\_\_\_ (Multnomah County Code §25.450(B))
- f. WHEREAS, ORS 401.309 and Multnomah County Code § 25.420 authorize Multnomah County to prepare for and carry out any activity to prevent, minimize, respond to or recover from an emergency.
- g. WHEREAS, ORS 401.315 provides that the County "may enter into contracts and incur obligations necessary to mitigate, prepare for, respond to or recover from emergencies or major disaster. A county shall assess whether an emergency exists." Multnomah County Administrative Rule (MCAR), PCRB § 47-0280 (3) provides that the "Chair is authorized to declare the existence of an Emergency and to authorize execution of contracts in any amount required by Emergency circumstances." MCAR PUR-1 XI.B.4. provides that the Chair may grant an emergency exemption to competitive procurement requirements for personal services contracts when the Chair finds that unforeseen circumstances create a substantial risk of loss, damage, interruption of services or threat to public health or safety.

## Appendix A. Sample Disaster Declaration Forms

h. WHEREAS, an emergency has been declared for the following area(s) (check one):

- The entire County is in a state of emergency; or
- The following portion of Multnomah County is in a state of emergency:

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i. WHEREAS, the measures identified below are necessary for public safety or for the efficient conduct of activities to minimize or mitigate the effects of the emergency.

NOW, THEREFORE, the following conditions shall apply in the area subject to the state of emergency (indicate by initialing the selected measures):

\_\_\_ 1. IT IS ORDERED that the residents and other individuals shall be evacuated from the following areas:

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\_\_\_ 2. IT IS ORDERED that the following roads, streets and/or bridges shall be closed:

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\_\_\_ 3. IT IS ORDERED that the following private property, which is necessary to cope with the emergency, is commandeered for use by the County:

## Appendix A. Sample Disaster Declaration Forms

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\_\_\_ 4. IT IS ORDERED that the Multnomah County Department Directors and the Director of the Office of Emergency Management, and their designees, are authorized to enter into Contracts that are necessary and appropriate to remedy the conditions creating the Emergency as described in the declaration. No dollar limit shall apply to this authorization.

\_\_\_ 5. IT IS ORDERED that the following additional measures are adopted:

[Select and define applicable emergency measures relative to the emergency situation that are authorized in 25.440 and 25.460]

- \_\_\_ i. Seek an emergency proclamation from the Governor
- \_\_\_ ii. Prohibit or limit the number of persons who may congregate in public places
- \_\_\_ iii. Suspend the sale of alcoholic beverages
- \_\_\_ iv. Suspend or restrict the sale of gasoline or other flammable or combustible liquids
- \_\_\_ v. Suspend or limit the sale, dispensing or transportation of any firearm or explosives on roads, streets, public places, or any outdoor place
- \_\_\_ vi. Curtail or suspend commercial activity
- \_\_\_ vii. Shut down water, gas, electric utilities
- \_\_\_ viii. Additional measures necessary to protect life or property, or facilitate recovery from the emergency

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**Appendix A. Sample Disaster Declaration Forms**

\_\_\_\_\_  
\_\_\_\_\_

Dated this \_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_.

FOR THE MULTNOMAH COUNTY CHAIR

By: \_\_\_\_\_  
County Chair/Senior Board Member/Sheriff/Chair's  
Designated Interim/Sherriff's Designated Interim

REVIEWED:

COUNTY ATTORNEY FOR MULTNOMAH COUNTY, OREGON:

By: \_\_\_\_\_

## Appendix A. Sample Disaster Declaration Forms

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**B**

## **Mutual Aid Agreements**

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## Appendix B. Mutual Aid Agreements

The following agreements are in place for the County:

### 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:

2015	Community Emergency Notification System (CENS) IGA	Agreement between the City of Portland and Multnomah County on the use of the CENS.
2014	City of Portland and Multnomah County ECC Utilization MOU	Agreement between the City of Portland and Multnomah County for utilization of city and county emergency coordination centers.
2013	Managing Oregon Resources Efficiently (MORE) IGA	A state-wide agreement whereby any Oregon Public Entity party to the agreement may share equipment, materials or services to another signed party for use in public works, municipal, transportation, engineering, construction, operations, maintenance, service districts emergency management and related activities.
2012	MCEM and McARES amateur radio MOU	Multnomah County and the Multnomah County Amateur Radio Emergency Service – Interagency agreement for amateur radio equipment and operators.
2012	Receipt, Stage, Storage and Distribution of Emergency Supplies MOU	Agreement between MCSO, MCHD, DCA, and MCEM to receive, stage, store and distribute emergency materiel to public and private partners in support of emergency response operations by the parties to this agreement.
2009	MOA between Multnomah County and education districts	Agreement between County and school districts for the use of school facilities to support emergency operations.
2009	State of Oregon transfer of ARES to Multnomah County IGA	Agreement covers the transfer, installation, operations and maintenance of amateur radio communications equipment from OEM to Multnomah County.

**Appendix B. Mutual Aid Agreements**

2008	Inter-County Mutual Aid Omnibus Agreement	Agreement between undersigned Counties to enable them to provide Emergency Assistance among participating Counties.
2008	Education Districts Mutual Aid Omnibus Agreement	Agreement between undersigned education Districts to enable then to provide Emergency Assistance among participating Districts.
2005	Regional Utility Coordination MOU	Agreement between local governments and regional utility providers In Portland/Vancouver Metropolitan area on coordination through emergency response, restoration and recovery activities.
1995	Bureau of Emergency Communications IGA	Agreement for BOEC to serve as primary Public Safety Answering Point for all jurisdictions in Multnomah County.

# C

## **Authorities and References**

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## Appendix C. Authorities and References

## Authorities

### Federal

Federal Emergency Management Agency (FEMA) Policy  
Crisis Response and Disaster Resilience 2030 (January 2012)  
FDOC 104-008-1: A Whole Community Approach to Emergency  
Management (December 2011)  
FEMA Administrator's Intent (2015-2019)  
FEMA Incident Management and Support Keystone (January 2011)  
FEMA Publication: 1 The Federal Emergency Management Agency  
(November 2010)  
FEMA Strategic Plan 2011-2014  
National Disaster Housing Strategy (January 2009)  
National Disaster Recovery Framework (September 2011)  
National Incident Management System (December 2008)  
National Preparedness Goal (September 2011)  
National Response Framework (January 2008)  
Homeland Security Presidential Directive 5: Management of  
Domestic Incidents (2003)  
Presidential Policy Directive 8: National Preparedness (2008)  
Public Law 93-288 Robert T. Stafford Disaster Relief and  
Emergency Assistance Act, as amended (last amended April 2013)  
Public Law 107-296 The Homeland Security Act of 2002- 6 USC  
313(A)(1)(a)  
Public Law 109-295 The Post-Katrina Emergency Management  
Reform Act (2007) Title III

### State of Oregon

Oregon Administrative Rules Chapter 104 Oregon Military  
Department, Office of Emergency Management  
Oregon Revised Statutes (ORS) 279B.080 – Emergency  
Procurements  
ORS 294.481 – Authorization to Receive Grants or Borrow or  
Expend Moneys to Respond to Public Emergency  
ORS 401 Emergency Management and Services  
ORS 402 Emergency Mutual Assistance Agreements  
ORS 403 Public Safety Communications System  
ORS 404 Search and Rescue  
ORS 431 State and Local Administration and Enforcement of  
Health Laws  
ORS 433 Disease and Condition Control; Mass Gatherings; Indoor  
Air  
ORS 476 State Fire Marshal; Protection From Fire Generally  
ORS 477 Fire Protection of Forests and Vegetation

## Appendix C. Authorities and References

**Multnomah County**

Multnomah County Home Rule Charter  
Multnomah County Code, Chapter 25, Non-departmental,  
Emergency Management

**References****Federal**

- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288) as amended, April 2013. Accessed on 20 December 2013 at: <http://www.fema.gov/robert-t-stafford-disaster-relief-and-emergency-assistance-act-public-law-93-288-amended>
- Homeland Security Act of 2002 (Public Law 107-296). Accessed on 20 December 2013 at: <http://www.dhs.gov/key-dhs-laws>
- Post-Katrina Emergency Management Reform Act of 2006 (Public Law 109-295). Accessed on 20 December 2013 at: <http://www.dhs.gov/key-dhs-laws>
- Homeland Security Policy Directive/HSPD-5: Management of Domestic Incidents. Accessed on 20 December 2013 at: <http://www.fas.org/irp/offdocs/nspd/hspd-5.html>
- Presidential Policy Directive/PPD-8: National Preparedness. Accessed on 20 December 2013 at: <http://www.dhs.gov/presidential-policy-directive-8-national-preparedness>

**FEMA Policy**

- The Federal Emergency Management Agency Publication 1: The Federal Emergency Management Agency, November 2010. Accessed on 20 December 2013 at: <http://www.fema.gov/media-library/assets/documents/25272>
- A Whole Community Approach to Emergency Management: Principles, Themes, and Pathways for Action, FDOC 104-008-1, December 2011. Accessed on 20 December 2013 at: [http://www.emd.wa.gov/about/documents/FEMA\\_Whole\\_Community.pdf](http://www.emd.wa.gov/about/documents/FEMA_Whole_Community.pdf)

**Appendix C. Authorities and References**

- FEMA Incident Management and Support Keystone, January 2011. Accessed on 20 December 2013 at: <http://www.fema.gov/media-library/assets/documents/26688>
- National Incident Management System, December 2008. Accessed on 20 December 2013 at: <http://www.fema.gov/national-incident-management-system>
- National Preparedness Goal, First Edition, September 2011. Accessed on 20 December 2013 at: <http://www.fema.gov/national-preparedness-goal>
- FEMA Administrator's Intent (FY 2015-2019). Pub. April 2013. Accessed on 20 December 2013 at: <http://www.fema.gov/media-library/assets/documents/31808>
- FEMA Strategic Plan, FY 2011-2014, FEMA P-806, February 2011. Accessed on 20 December 2013 at: <http://www.fema.gov/fy-2011-2014-strategic-plan>
- Crisis Response and Disaster Resilience 2030: Forging Strategic Action in an Age of Uncertainty, January 2012. Accessed on 20 December 2013 at: <https://www.fema.gov/media-library/assets/documents/24174>
- National Response Framework, Second Edition, May 2013. Accessed on 20 December 2013 at: <http://www.fema.gov/national-response-framework>
- National Disaster Recovery Framework, Strengthening Disaster Recovery for the Nation, September 2011. Accessed on 20 December 2013 at: <http://www.fema.gov/media-library/assets/documents/24647?fromSearch=fromsearch&id=5124>
- National Disaster Housing Strategy, January 2009. Accessed on 20 December 2013 at: <http://www.fema.gov/media-library/assets/documents/24600>
- Developing and Maintaining Emergency Operations Plans, Comprehensive Preparedness Guide (CPG) 101, Version 2.0, November 2010. Accessed on 20 December 2013 at: <http://www.fema.gov/media-library/assets/documents/25975>

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**Appendix C. Authorities and References****State**

- State of Oregon Emergency Operations Plan, as revised November 2013. Accessed on 20 December 2013 at: [http://www.oregon.gov/OMD/OEM/Pages/plans\\_train/EOP.aspx](http://www.oregon.gov/OMD/OEM/Pages/plans_train/EOP.aspx)
- Oregon State Fire Marshal, Fire Service Mobilization Plan. 2013. Accessed on 20 December 2013 at: <http://www.oregon.gov/osp/SFM/docs/2013MobPlan.pdf>
- Emergency Declaration Guidelines for Local Elected and Appointed Officials. September 2011. Accessed on 20 December 2013 at: [http://www.oregon.gov/OMD/OEM/docs/library/ea\\_officials\\_guid\\_e\\_sept\\_2011.pdf](http://www.oregon.gov/OMD/OEM/docs/library/ea_officials_guid_e_sept_2011.pdf)
- Oregon Revised Statutes (ORS) 2011 Edition. Chapters 401 through 404. Accessed on 20 December 2013 at: [https://www.oregonlegislature.gov/bills\\_laws/Pages/ORS.aspx](https://www.oregonlegislature.gov/bills_laws/Pages/ORS.aspx)
- Oregon Administrative Rules (OAR) 104: Oregon Military Department. Accessed on 20 December 2013 at: [http://arcweb.sos.state.or.us/pages/rules/oars\\_100/oar\\_104/104\\_tofc.html](http://arcweb.sos.state.or.us/pages/rules/oars_100/oar_104/104_tofc.html)

**Regional**

- Portland Metropolitan Region's Multi-Agency Coordination System: Concept of Operations Plan 2014

**County**

Copies of the following documents can be obtained by contacting the Emergency Management Director

- Hazard Identification and Analysis
- Multi-year Training and Exercise Plan
- Natural Hazard Mitigation Plan
- Community Wildfire Protection Plan
- Continuity of Operations Plan
- Memoranda of Agreement / Understanding

**D**

## **Acronyms and Glossary**

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## Appendix D. Acronyms and Glossary

**Acronyms**

AAR	After Action Report
ADA	Americans with Disabilities Act
CERT	Community Emergency Response Teams
CIKR	Critical Infrastructure and Key Resources
COOP	Continuity of Operations Plan
DCHS	Department of County Human Services
EAS	National Emergency Alert System
ECC	Emergency Coordination Center
EMO	Emergency Management Organization
EMP	State of Oregon Emergency Management Plan
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
HAZMAT	Hazardous Materials
HSEEP	Homeland Security Exercise and Evaluation Program
HSPD-5	Homeland Security Presidential Directive 5
IA	Incident Annex
IAP	Incident Action Plan
ICS	Incident Command System
IDA	Initial Damage Assessment
JIC	Joint Information Center
JIS	Joint Information System
MAC Group	Multi-Agency Coordination
MOU	Memorandum of Understanding
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRF	National Response Framework
NSS	National Shelter System
ODOT	Oregon Department of Transportation

**Appendix D. Acronyms and Glossary**

OEM	Office of Emergency Management
OERS	Oregon Emergency Response Service
ORS	Oregon Revised Statutes
ORWARN	Oregon Water/Wastewater Agency Response Network
OSP	Oregon State Police
OTFC	Oregon Terrorism Information Threat Assessment Network Fusion Center
PDA	Preliminary Damage Assistance
PIO	Public Information Officer
Red Cross	American Red Cross
SA	Support Annex
SOP	Standard Operating Procedure
State	State of Oregon (governing body)
TITAN	Oregon Terrorism Information Threat Assessment Network
USDA	United States Department of Agriculture
VA	Veterans Administration
VOIP	voice-over internet protocol

## Appendix D. Acronyms and Glossary

## Glossary of Key Terms

The following glossary was taken from <https://nimcast.fema.gov/nimscast/index.jsp>.

**Accessible:** Having the legally required features and/or qualities that ensure easy entrance, participation, and usability of places, programs, services, and activities by individuals with a wide variety of disabilities.

**Acquisition Procedures:** A process used to obtain resources to support operational requirements.

**Agency:** A division of government with a specific function offering a particular kind of assistance. In the Incident Command System, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance). Governmental organizations are most often in charge of an incident, though in certain circumstances private-sector organizations may be included. Additionally, nongovernmental organizations may be included to provide support.

**Agency Administrator/Executive:** The official responsible for administering policy for an agency or jurisdiction. An Agency Administrator/Executive (or other public official with jurisdictional responsibility for the incident) usually makes the decision to establish an Area Command.

**Agency Dispatch:** The agency or jurisdictional facility from which resources are sent to incidents.

**Agency Representative:** A person assigned by a primary, assisting, or cooperating Federal, State, tribal, or local government agency, or nongovernmental or private organization, 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:** Describing an incident, natural or manmade, that warrants action to protect life, property, environment, and public health or safety, and to minimize disruptions of government, social, or economic activities.

**Allocated Resource:** Resource dispatched to an incident.

**Area Command:** An organization established to oversee the management of multiple incidents that are each being handled by a separate Incident Command System organization or to oversee the management of a very large or evolving incident that has multiple Incident Management Teams engaged. An Agency Administrator/Executive or other public official with jurisdictional responsibility for the incident usually makes the decision to establish an Area Command. An Area Command is

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**Appendix D. Acronyms and Glossary**

activated only if necessary, depending on the complexity of the incident and incident management span-of-control considerations.

**Assessment:** The process of acquiring, collecting, processing, examining, analyzing, evaluating, monitoring, and interpreting the data, information, evidence, objects, measurements, images, sound, etc., whether tangible or intangible, to provide a basis for decision-making.

**Assigned Resource:** Resource checked in and assigned work tasks on an incident.

**Assignment:** Task given to a personnel resource to perform within a given operational period that is based on operational objectives defined in the Incident Action Plan.

**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 Supporting Agency.

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

**Badging:** The assignment of physical incident-specific credentials to establish legitimacy and limit access to various incident sites.

**Branch:** The organizational level having functional or geographical responsibility for major aspects of incident operations. A Branch is organizationally situated between the Section Chief 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.

**Cache:** A predetermined complement of tools, equipment, and/or supplies stored in a designated location, available for incident use.

**Camp:** A geographical site within the general incident area (separate from the Incident Base) that is equipped and staffed to provide sleeping, food, water, and sanitary services to incident personnel.

**Categorizing Resources:** The process of organizing resources by category, kind, and type, including size, capacity, capability, skill, and other characteristics. This makes the resource ordering and dispatch process within and across organizations and agencies, and between governmental and nongovernmental entities, more efficient, and ensures that the resources received are appropriate to their needs.

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**Appendix D. Acronyms and Glossary**

**Certifying Personnel:** The process of authoritatively attesting that individuals meet professional standards for the training, experience, and performance required for key incident management functions.

**Chain of Command:** The orderly line of authority within the ranks of the incident management organization.

**Check-In:** The process through which resources first report to an incident. All responders, regardless of agency affiliation, must report in to receive an assignment in accordance with the procedures established by the Incident Commander.

**Chief:** The Incident Command System title for individuals responsible for management of functional Sections: Operations, Planning, Logistics, Finance/Administration, and Intelligence/Investigations (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:** The staff who report directly to the Incident Commander, including the Public Information Officer, Safety Officer, Liaison Officer, and other positions as required. They may have an assistant or assistants, as needed.

**Common Operating Picture:** An overview of an incident by all relevant parties that provides incident information enabling the Incident Commander/Unified Command and any supporting agencies and organizations to make effective, consistent, and timely decisions.

**Common Terminology:** Normally used words and phrases-avoiding the use of different words/phrases for same concepts-to ensure consistency and to allow diverse incident management and support organizations to work together across a wide variety of incident management functions and hazard scenarios.

**Communications:** The process of transmission of information through verbal, written, or symbolic means.

**Communications/Dispatch Center:** Agency or interagency dispatch centers, 911 call centers, emergency control or command dispatch centers, or any naming convention given to the facility and staff that handles emergency calls from the public and communication with emergency management/response personnel. The center can serve as a primary coordination and support element of the Multiagency Coordination System(s) (MACS) for an incident until other elements of the MACS are formally established.

**Complex:** Two or more individual incidents located in the same general area and assigned to a single Incident Commander or to Unified Command.

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**Appendix D. Acronyms and Glossary**

**Comprehensive Preparedness Guide 101:** A guide designed to assist jurisdictions with developing operations plans. It promotes a common understanding of the fundamentals of planning and decision-making to help emergency planners examine a hazard and produce integrated, coordinated, and synchronized plans.

**Continuity of Government:** A coordinated effort within the Federal Government's executive branch to ensure that National Essential Functions continue to be performed during a catastrophic emergency (as defined in National Security Presidential Directive 51/Homeland Security Presidential Directive 20).

**Continuity of Operations:** An effort within individual organizations to ensure that Primary Mission Essential Functions continue to be performed during a wide range of emergencies.

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

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

**Corrective Actions:** The implementation of procedures that are based on lessons learned from actual incidents or from training and exercises.

**Credentialing:** The authentication and verification of the certification and identity of designated incident managers and emergency responders.

**Critical Infrastructure:** Assets, systems, and networks, whether physical or virtual, so vital to the United States that the incapacitation or destruction of such assets, systems, or networks would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters.

**Delegation of Authority:** A statement provided to the Incident Commander by the Agency Executive delegating authority and assigning responsibility. The delegation of authority can include objectives, priorities, expectations, constraints, and other considerations or guidelines, as needed. Many agencies require written delegation of authority to be given to the Incident Commander prior to assuming command on larger incidents. (Also known as Letter of Expectation.)

**Demobilization:** The orderly, safe, and efficient return of an incident resource to its original location and status.

**Department Operations Center (DOC):** An Emergency Operations Center (EOC) specific to a single department or agency. The focus of a DOC is on internal agency incident management and response. DOCs are often linked to and, in most cases, are physically represented in a

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combined agency EOC by authorized agent(s) for the department or agency.

**Deputy:** A fully qualified individual who, in the absence of a superior, can be delegated the authority to manage a functional operation or to 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 generally can be assigned to the Incident Commander, General Staff, and Branch Directors.

**Director:** The Incident Command System title for individuals responsible for supervision of a Branch.

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

**Division:** The organizational level having responsibility for operations within a defined geographic area. Divisions are established when the number of resources exceeds the manageable span of control of the Section Chief. See Group.

**Emergency:** Any incident, whether natural or manmade, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means 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 Management Assistance Compact (EMAC):** A congressionally ratified organization that provides form and structure to interstate mutual aid. Through EMAC, a disaster-affected State can request and receive assistance from other member States quickly and efficiently, resolving two key issues up front: liability and reimbursement.

**Emergency Management/Response Personnel:** Includes Federal, State, territorial, tribal, substate regional, and local governments, nongovernmental organizations, private sector-organizations, critical infrastructure owners and operators, and all other organizations and individuals who assume an emergency management role. (Also known as emergency responder.)

**Emergency Operations Center (EOC):** The physical location at which the coordination of information and resources to support incident management (on-scene operations) activities normally takes place. An EOC 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. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, medical services), by jurisdiction

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(e.g., Federal, State, regional, tribal, City, county), or by some combination thereof.

**Emergency Operations Plan:** An ongoing plan for responding to a wide variety of potential hazards.

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

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

**Event:** See Planned Event.

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

**Field Operations Guide:** Durable pocket or desk guides that contain essential information required to perform specific assignments or functions.

**Finance/Administration Section:** The Incident Command System Section responsible for all administrative and financial considerations surrounding an incident.

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

**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. An Intelligence/Investigations Chief may be established, if required, to meet incident management needs.

**Group:** An organizational subdivision 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. See Division.

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

**Incident:** An occurrence, natural or manmade, that requires a response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, civil unrest, wildland and urban fires, floods, hazardous materials spills, nuclear

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accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, tsunamis, 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 management of the incident during one or more operational periods.

**Incident Base:** The location at which primary Logistics functions for an incident are coordinated and administered. There is only one Base per incident. (Incident name or other designator will be added to the term Base.) The Incident Command Post may be co-located with the Incident Base.

**Incident Command:** The Incident Command System organizational element responsible for overall management of the incident and consisting of the Incident Commander (either single or unified command structure) and any assigned supporting staff.

**Incident Commander (IC):** The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

**Incident Command Post (ICP):** The field location where the primary functions are performed. The ICP may be co-located with the Incident Base or other incident facilities.

**Incident Command System (ICS):** A standardized on-scene emergency management construct specifically designed to provide 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 small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

**Incident Management:** The broad spectrum of activities and organizations providing effective and efficient operations, coordination, and support applied at all levels of government, utilizing both governmental and nongovernmental resources to plan for, respond to, and recover from an incident, regardless of cause, size, or complexity.

**Incident Management Team (IMT):** An Incident Commander and the appropriate Command and General Staff personnel assigned to an

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incident. The level of training and experience of the IMT members, coupled with the identified formal response requirements and responsibilities of the IMT, are factors in determining "type," or level, of IMT.

**Incident Objectives:** Statements of guidance and direction needed to select 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.

**Information Management:** The collection, organization, and control over the structure, processing, and delivery of information from one or more sources and distribution to one or more audiences who have a stake in that information.

**Integrated Planning System:** A system designed to provide common processes for developing and integrating plans for the Federal Government to establish a comprehensive approach to national planning in accordance with the Homeland Security Management System as outlined in the National Strategy for Homeland Security.

**Intelligence/Investigations:** An organizational subset within ICS. Intelligence gathered within the Intelligence/Investigations function is information that either leads to the detection, prevention, apprehension, and prosecution of criminal activities-or the individual(s) involved-including terrorist incidents or information that leads to determination of the cause of a given incident (regardless of the source) such as public health events or fires with unknown origins. This is different from the normal operational and situational intelligence gathered and reported by the Planning Section.

**Interoperability:** Ability of systems, personnel, and equipment to provide and receive functionality, data, information and/or services to and from other systems, personnel, and equipment, between both public and private agencies, departments, and other organizations, in a manner enabling them to operate effectively together. Allows emergency management/response personnel and their affiliated organizations to communicate within and across agencies and jurisdictions via voice, data, or video-on-demand, in real time, when needed, and when authorized.

**Job Aid:** Checklist or other visual aid intended to ensure that specific steps of completing a task or assignment are accomplished.

**Joint Field Office (JFO):** The primary Federal incident management field structure. The JFO is a temporary Federal facility that provides a central location for the coordination of Federal, State, tribal, and local governments and private-sector and nongovernmental organizations with primary responsibility for response and recovery. The JFO structure is organized, staffed, and managed in a manner consistent with National

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Incident Management System principles. Although the JFO uses an Incident Command System structure, the JFO does not manage on-scene operations. Instead, the JFO focuses on providing support to on-scene efforts and conducting broader support operations that may extend beyond the incident site.

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

**Joint Information System (JIS):** A structure that integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely, and complete 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 Incident Commander (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., Federal, State, tribal, local boundary lines) or functional (e.g., law enforcement, public health).

**Jurisdictional Agency:** The agency having jurisdiction and responsibility for a specific geographical area, or a mandated function.

**Key Resource:** Any publicly or privately controlled resource essential to the minimal operations of the economy and government.

**Letter of Expectation:** See Delegation of Authority.

**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 or organizations.

**Local Government:** Public entities responsible for the security and welfare of a designated area as established by law. 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

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entity, 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:** The process and procedure for providing resources and other services to support incident management.

**Logistics Section:** The Incident Command System Section responsible for providing facilities, services, and material support for the incident.

**Management by Objectives:** A management approach that involves a five-step process for achieving the incident goal. The Management by Objectives approach includes the following: establishing overarching incident objectives; developing strategies based on overarching incident objectives; developing and issuing assignments, plans, procedures, and protocols; establishing specific, measurable tactics or tasks for various incident-management functional activities and directing efforts to attain them, in support of defined strategies; and documenting results to measure performance and facilitate corrective action.

**Manager:** Individual within an Incident Command System organizational unit who is assigned specific managerial responsibilities (e.g., Staging Area Manager or Camp Manager).

**Mitigation:** Activities providing a critical foundation in the effort to reduce the loss of life and property from natural and/or manmade disasters by avoiding or lessening the impact of a disaster and providing value to the public by creating safer communities. Mitigation seeks to fix the cycle of disaster damage, reconstruction, and repeated damage. These activities or actions, in most cases, will have a long-term sustained effect.

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

**Mobilization Guide:** Reference document used by organizations outlining agreements, processes, and procedures used by all participating agencies/organizations for activating, assembling, and transporting resources.

**Multiagency Coordination (MAC) Group:** A group of administrators or executives, or their appointed representatives, who are typically authorized to commit agency resources and funds. A MAC Group can provide coordinated decision-making and resource allocation among cooperating agencies, and may establish the priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities. MAC Groups may also be known as multiagency committees, emergency management committees, or as otherwise defined by the Multiagency Coordination System.

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**Multiagency Coordination System (MACS):** A system that provides the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. MACS assist agencies and organizations responding to an incident. The elements of a MACS include facilities, equipment, personnel, procedures, and communications. Two of the most commonly used elements are Emergency Operations Centers and MAC Groups.

**Multijurisdictional Incident:** An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of an incident. In the Incident Command System, these incidents will be managed under Unified Command.

**Mutual Aid Agreement or Assistance Agreement:** Written or oral agreement between and among agencies/organizations and/or jurisdictions that provides a mechanism to quickly obtain emergency assistance in the form of personnel, equipment, materials, and other associated services. The primary objective is to facilitate rapid, short-term deployment of emergency support prior to, during, and/or after an incident.

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

**National Essential Functions:** A subset of government functions that are necessary to lead and sustain the Nation during a catastrophic emergency and that, therefore, must be supported through continuity of operations and continuity of government capabilities.

**National Incident Management System (NIMS):** A set of principles that provides a systematic, proactive approach guiding government agencies at all levels, nongovernmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life or property and harm to the environment.

**National Response Framework:** A guide to how the Nation conducts all-hazards response.

**Nongovernmental Organization (NGO):** An entity with an association that is based on interests of its members, individuals, or institutions. It is not created by a government, but it may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross. NGOs, including voluntary and faith-based groups, provide relief services to sustain life, reduce physical and emotional distress, and promote the recovery of disaster victims. Often these groups provide specialized services that help individuals with disabilities. NGOs and voluntary organizations play a major role in assisting emergency managers before, during, and after an emergency.

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**Officer:** The Incident Command System title for a person responsible for one of the Command Staff positions of Safety, Liaison, and Public Information.

**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 they last 12 to 24 hours.

**Operations Section:** The Incident Command System (ICS) Section responsible for all tactical incident operations and implementation of the Incident Action Plan. In ICS, the Operations Section normally includes subordinate Branches, Divisions, and/or Groups.

**Organization:** Any association or group of persons with like objectives. Examples include, but are not limited to, governmental departments and agencies, nongovernmental organizations, and the private sector.

**Personal Responsibility:** The obligation to be accountable for one's actions.

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

**Plain Language:** Communication that can be understood by the intended audience and meets the purpose of the communicator. For the purpose of the National Incident Management System, plain language is designed to eliminate or limit the use of codes and acronyms, as appropriate, during incident response involving more than a single agency.

**Planned Event:** A scheduled nonemergency activity (e.g., sporting event, concert, parade, etc.).

**Planning Meeting:** A meeting held as needed before 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 Incident Action Plan.

**Planning Section:** The Incident Command System Section responsible for the collection, evaluation, and dissemination of operational information related to the incident, and for the preparation and documentation of the Incident Action Plan. This Section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

**Portability:** An approach that facilitates the interaction of systems that are normally distinct. Portability of radio technologies, protocols, and frequencies among emergency management/response personnel will

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allow for the successful and efficient integration, transport, and deployment of communications systems when necessary. Portability includes the standardized assignment of radio channels across jurisdictions, which allows responders to participate in an incident outside their jurisdiction and still use familiar equipment.

**Pre-Positioned Resource:** A resource moved to an area near the expected incident site in response to anticipated resource needs.

**Preparedness:** A continuous cycle of planning, organizing, training, equipping, exercising, evaluating, and taking corrective action in an effort to ensure effective coordination during incident response. Within the National Incident Management System, preparedness focuses on the following elements: planning; procedures and protocols; training and exercises; personnel qualification and certification; and equipment certification.

**Preparedness Organization:** An organization that provides coordination for emergency management and incident response activities before a potential incident. These organizations range from groups of individuals to small committees to large standing organizations that represent a wide variety of committees, planning groups, and other organizations (e.g., Citizen Corps, Local Emergency Planning Committees, and Critical Infrastructure Sector Coordinating Councils).

**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.

**Primary Mission Essential Functions:** Government functions that must be performed in order to support or implement the performance of National Essential Functions before, during, and in the aftermath of an emergency.

**Private Sector:** Organizations and individuals that are not part of any governmental structure. The private sector includes for-profit and not-for-profit organizations, formal and informal structures, commerce, and industry.

**Protocol:** A set of established guidelines for actions (which may be designated by individuals, teams, functions, or capabilities) under various specified conditions.

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**Public Information:** Processes, procedures, and systems for communicating timely, accurate, and accessible information on an incident's cause, size, and current situation; resources committed; and other matters of general interest to the public, responders, and additional stakeholders (both directly affected and indirectly affected).

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

**Publications Management:** Subsystem that manages the development, publication control, publication supply, and distribution of National Incident Management System materials.

**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 to restore an affected area or community.

**Reimbursement:** A mechanism to recoup funds expended for incident-specific activities.

**Resource Management:** A system for identifying available resources at all jurisdictional levels to enable timely, efficient, and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under the National Incident Management System includes mutual aid agreements and assistance agreements; the use of special Federal, State, tribal, and local teams; and resource mobilization protocols.

**Resource Tracking:** A standardized, integrated process conducted prior to, during, and after an incident by all emergency management/response personnel and their associated organizations.

**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 Emergency Operations Center.

**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

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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.

**Retrograde:** To return resources back to their original location.

**Safety Officer:** A member of the Command Staff responsible for monitoring incident operations and advising the Incident Commander on all matters relating to operational safety, including the health and safety of emergency responder personnel.

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

**Single Resource:** An individual, a piece of equipment and its personnel complement, or a crew/team of individuals with an identified work supervisor that can be used on an incident.

**Situation Report:** Confirmed or verified information regarding the specific details relating to an incident.

**Span of Control:** The number of resources for which a supervisor is responsible, usually expressed as the ratio of supervisors to individuals. (Under the National Incident Management System, an appropriate span of control is between 1:3 and 1:7, with optimal being 1:5, or between 1:8 and 1:10 for many large-scale law enforcement operations.)

**Special Needs Population:** A population whose members may have additional needs before, during, and after an incident in functional areas, including but not limited to: maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities; who live in institutionalized settings; who are elderly; who are children; who are from diverse cultures, who have limited English proficiency, or who are non-English-speaking; or who are transportation disadvantaged.

**Staging Area:** Temporary location for available resources. A Staging Area can be any location in which personnel, supplies, and equipment can be temporarily housed or parked while awaiting operational assignment.

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**Standard Operating Guidelines:** A set of instructions having the force of a directive, covering those features of operations which lend themselves to a definite or standardized procedure without loss of effectiveness.

**Standard Operating Procedure:** A complete reference document or an operations manual that provides the purpose, authorities, duration, and details for the preferred method of performing a single function or a number of interrelated functions in a uniform manner.

**State:** When capitalized, refers to any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the United States. See Section 2 (14), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

**Status Report:** Information specifically related to the status of resources (e.g., the availability or assignment of resources).

**Strategy:** The general plan or direction selected to accomplish incident objectives.

**Strike Team:** A set number of resources of the same kind and type that have an established minimum number of personnel, common communications, and a leader.

**Substate Region:** A grouping of jurisdictions, counties, and/or localities within a State brought together for specified purposes (e.g., homeland security, education, public health), usually containing a governance structure.

**Supervisor:** The Incident Command System title for an individual responsible for a Division or Group.

**Supporting Agency:** An agency that provides support and/or resource assistance to another agency. See Assisting Agency.

**Supporting Technology:** Any technology that may be used to support the National Incident Management System, such as orthophoto mapping, remote automatic weather stations, infrared technology, or communications.

**System:** Any combination of facilities, equipment, personnel, processes, procedures, and communications integrated for a specific purpose.

**Tactics:** The deployment and directing of resources on an incident to accomplish the objectives designated by strategy.

**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 Specialist:** Person with special skills that can be used anywhere within the Incident Command System organization. No

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minimum qualifications are prescribed, as technical specialists normally perform the same duties during an incident that they perform in their everyday jobs, and they are typically certified in their fields or professions.

**Technology Standards:** Conditions, guidelines, or characteristics that may be required to facilitate the interoperability and compatibility of major systems across jurisdictional, geographic, and functional lines.

**Technology Support:** Assistance that facilitates incident operations and sustains the research and development programs that underpin the long-term investment in the Nation's future incident management capabilities.

**Terrorism:** As defined in the Homeland Security Act of 2002, activity that involves an act that is dangerous to human life or potentially destructive of critical infrastructure or key resources; is a violation of the criminal laws of the United States or of any State or other subdivision of the United States; and appears to be intended to intimidate or coerce a civilian population, to influence the policy of a government by intimidation or coercion, or to affect the conduct of a government by mass destruction, assassination, or kidnapping.

**Threat:** Natural or manmade occurrence, individual, entity, or action that has or indicates the potential to harm life, information, operations, the environment, and/or property.

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

**Tribal:** Referring to 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:** An Incident Command System resource classification that refers to capability. Type 1 is generally considered to be more capable than Types 2, 3, or 4, respectively, because of size, power, capacity, or (in the case of Incident Management Teams) experience and qualifications.

**Unified Approach:** The integration of resource management, communications and information management, and command and management in order to form an effective system.

**Unified Area Command:** Version of command established when incidents under an Area Command are multijurisdictional. See Area Command.

**Unified Command (UC):** An Incident Command System application used when more than one agency has incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the

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designated members of the UC, often the senior persons from agencies and/or disciplines participating in the UC, to establish a common set of objectives and strategies and a single Incident Action Plan.

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

**Unit Leader:** The individual in charge of managing Units within an Incident Command System (ICS) functional Section. The Unit can be staffed by a number of support personnel providing a wide range of services. Some of the support positions are pre-established within ICS (e.g., Base/Camp Manager), but many others will be assigned as technical specialists.

**Unity of Command:** An Incident Command System principle stating that each individual involved in incident operations will be assigned to only one supervisor.

**Vital Records:** The essential agency records that are needed to meet operational responsibilities under national security emergencies or other emergency or disaster conditions (emergency operating records), or to protect the legal and financial rights of the government and those affected by government activities (legal and financial rights records).

**Volunteer:** For purposes of the National Incident Management System, 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 16 U.S.C. 742f(c) and 29 CFR 553.10

**Source:** <https://nimcast.fema.gov/nimscast/index.jsp>

# **Emergency Support Function Annexes**

