



# **COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

## **EMERGENCY OPERATIONS PLAN**

**FINAL JULY 2017**

**Prepared by:**

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# Preface

Under Chapter 401 of the Oregon Revised Statutes (ORS), Multnomah County (County) is required to establish an emergency management agency whose functions include preparation of a current Emergency Operations Plan (EOP). The Multnomah County Board of County 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 Multnomah 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 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 County's overall 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

Multnomah County Code § 25.420 directs the Office of Emergency Management to administer the County's emergency management program. Inherent in this responsibility is planning for the mitigation of, response to and recovery from emergencies and disasters that affect the County, and to assist other departments in the preparation of emergency response plans. In order to carry out these responsibilities, the following Emergency Operations Plan for Multnomah County is hereby promulgated.

Approved:

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Chief Operating Officer  
Multnomah County, Oregon

# Executive Summary

The Multnomah County Emergency Operations Plan (EOP) outlines a multi-functional, all-hazards framework to help prepare Multnomah County for major emergencies and disasters. The Plan supports coordination of preparation, response, recovery and mitigation across County departments, incorporated areas of the County, and partner agencies. The County implements the Plan when needed to mobilize resources to protect lives, property and the environment in advance or in the aftermath of emergencies threatening the County, its citizens and visitors. The Plan reflects a “Whole Community” approach to emergency planning and response and emphasizes our core belief that we share responsibility to care for those less able to care for themselves in time of crisis.

The EOP describes emergency management roles and responsibilities, policies and procedures. It facilitates response and recovery and emphasizes the importance of preparedness prior to emergencies. The Plan references the Multnomah County Multijurisdictional Natural Hazards Mitigation Plan as the focal point of preparation and mitigation actions. Assumptions, concept of operations, organization, assignment of tasks, administration, plan development and maintenance, and authorities and references are contained within the Plan.

As developers and administrators of the EOP, the Office of Emergency Management envisions this as a preparedness plan. *It is intended to be read, understood and exercised prior to an emergency.* Each County department and non-departmental office is responsible for ensuring preparation and maintenance of its own Standard Operating Procedures and Continuity of Operations Plan, resource lists and notification mechanisms that will support the Multnomah County EOP.

The Office of Emergency Management developed the EOP consistent with the National Incident Management System (NIMS) and Incident Command System (ICS) requirements. Planning for the EOP and supporting annexes followed the Federal Emergency Management Agency (FEMA) process to ensure inclusion of partners and focus on vulnerable populations.

The EOP includes eighteen (18) emergency support function annexes, ranging from transportation to mass care to public information. A County department or associated organization serves as the primary agency for each support function. Mission-specific annexes address mass sheltering, debris management, damage assessment, and other tasks associated with response and recovery from major emergencies or disasters.

This EOP, including the related annexes, will be exercised from time to time and revised to better address the needs of Multnomah County to fulfill its responsibilities during an emergency.

# Plan Administration

The Multnomah County Emergency Management Director (Emergency Manager) will coordinate review and revision of this Emergency Operations Plan (EOP) 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 Board of County Commissioners once every four years. Changes to the annexes and appendices, and non-substantive changes to the Basic Plan, may be made by the Emergency Manager without formal Board of County Commissioners approval.

## Record of Plan Changes

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

**Table PA-1 Record of Plan Changes**

Date	Change No.	Department	Summary of Change
2010	001	Office of Emergency Management	Required plan update
2013	002	Office of Emergency Management	State of Oregon establishes new review cycle
2015	003	Office of Emergency Management	Required plan update
2017	004	Office of Emergency Management	Required re-promulgation
<p>KEY:</p> <p><b>Required Plan Update.</b> 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 Emergency Manager every two years and formal promulgation by the Board of County Commissioners every four years.</p> <p><b>Major Plan Update.</b> 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 Emergency Manager. Examples include assigning new primary and supporting agencies, changing organizational structures, etc.</p> <p><b>Minor Revision.</b> 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.</p>			

**Plan Distribution List**

Copies of this Plan will be provided to the following jurisdictions, agencies, and persons electronically, when available electronically and unless otherwise indicated. Recipients will be responsible for updating their copies of the EOP when they receive changes, and updating their individual plans accordingly. The 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 (MCEM) and posted online at <https://multco.us/em>.

**Table PA-2 Plan Distribution List**

Department/Agency	Title
Multnomah County 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 Health Department	Emergency Preparedness and Response Manager
County Human Services	Director
County Library	Director
County Management	Director
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
Clackamas County Department of Emergency Management	Director

Department/Agency	Title
Columbia County Department of 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 Multnomah County (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.

**Table PA-3 Plan Review Assignments**

Section/Annex	Responsible Party
Basic Plan	Office of Emergency Management
Emergency Support Function Annexes (ESFs)	
ESF 1 Transportation	Department of Community Services
ESF 2 Communications	Department of County Assets
ESF 3 Public Works	Department of Community Services
ESF 4 Firefighting	Multnomah County Fire Defense Board

Section/Annex	Responsible Party
ESF 5 Information and Planning	Office of Emergency Management
ESF 6 Mass Care	Department of County Human Services
ESF 7 Resource Support	Department of County Management
ESF 8 Health and Medical	Health Department
ESF 9 Search and Rescue	Sheriff's Office
ESF 10 Hazardous Materials	Multnomah County Fire Defense Board
ESF 11 Food and Water	Office of Emergency Management
ESF 12 Energy	Department of County Assets
ESF 13 Military Support	Office of Emergency Management
ESF 14 Public Information	Communications Office
ESF 15 Volunteers and Donations	Department of County Management
ESF 16 Law Enforcement	Sheriff's Office
ESF 17 Agriculture and Animal Protection	Office of Emergency Management
ESF 18 Business and Industry	Department of County Management

**Table PA-4 Support Annexes (SAs)**

Support Annexes (SAs)	
SA 1	Damage Assessment
SA 2	Debris Management
SA 3	Mass Sheltering
SA 4	Mass Fatality
SA 5	Alert, Warning and Notification
SA 6	Population Protection Measures
SA 7	Emergency Operations Center

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**Emergency Support Function Annexes**

- ESF 1 – Transportation
- ESF 2 – Communications
- ESF 3 – Public Works
- ESF 4 – Firefighting
- ESF 5 – Information and Planning
- ESF 6 – Mass Care
- ESF 7 – Resource Support
- ESF 8 – Health and Medical
- ESF 9 – Search and Rescue
- ESF 10 – Hazardous Materials
- ESF 11 – Food and Water
- ESF 12 – Energy
- ESF 13 – Military Support
- ESF 14 – Public Information
- ESF 15 – Volunteers and Donations
- ESF 16 – Law Enforcement
- ESF 17 – Agriculture and Animal Protection
- ESF 18 – Business and Industry

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# Basic Plan

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# 1

## Introduction

### 1.1 Purpose

The Emergency Operations Plan (EOP) outlines 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 (NRF) and the National Incident Management System (NIMS) 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 the response phase of an emergency.
- Integrate multi-agency and regional coordination into emergency operations.
- Guide strategic organizational behavior before, during, and following a significant emergency.
- Establish clear lines of authority and succession during any type of emergency.
- Establish the legal and organizational basis for managing emergency operations in Multnomah County in response to natural or man-made disasters or emergencies.
- Define roles and responsibilities spanning various departments, partners, divisions, and levels of management in support of critical functions.
- Provide procedures and criteria for requesting, mobilizing, and allocating essential resources to support overall emergency operations.

### 1.2 Scope

The County implements this EOP when it must respond to an emergency incident or planned event the size or complexity of which 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

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combination thereof. This Plan guides 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, this EOP is in effect and may be implemented in whole or in part to respond to:

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

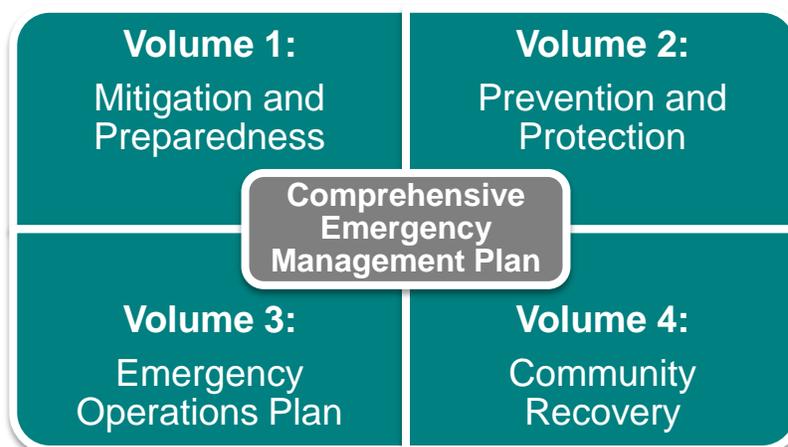
An emergency declaration is not required in order to implement the EOP or activate the Emergency Operations Center (EOC). The Multnomah County Emergency Management Director (Emergency Manager) or designee may implement the EOP as deemed appropriate for the situation, or at the request of an on-scene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

**1.4 Plan Organization**

**1.4.1 Comprehensive Emergency Management Plan (EOP)**

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 (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**

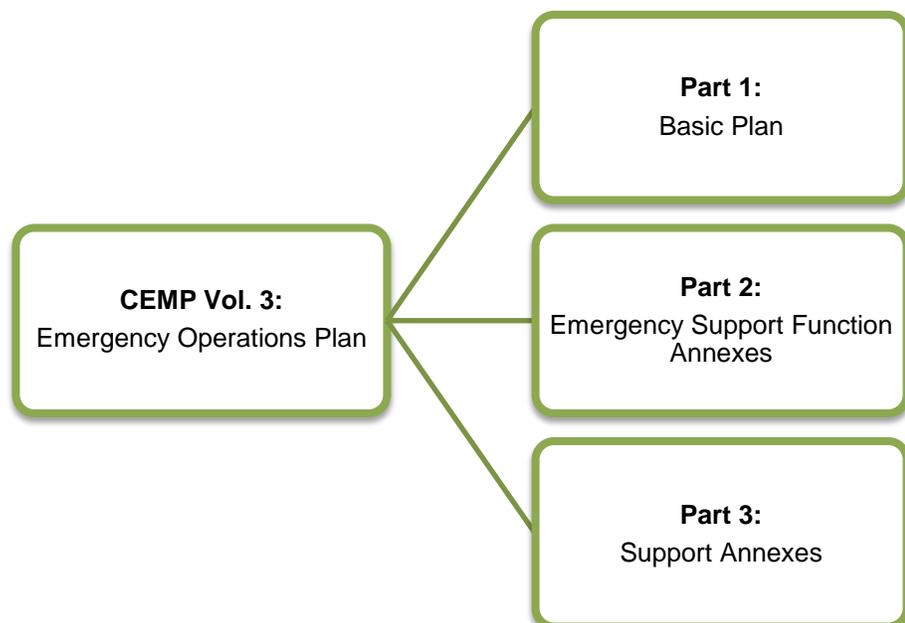


**1.4.2 Emergency Operations Plan**

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 NRF, 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 or multiple agencies. Support annexes focus on synchronizing critical emergency operations and the parties 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 levels. 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 NIMS and the NRF.
- **State Plans.** The County EOP is designed to be consistent with Oregon Revised Statutes (ORS) 401 and the State of Oregon (State) EOP.
- **Regional Plans.** Multnomah 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 operations with the County. Cities are requested to provide copies of their current EOPs to MCEM.
- **Response Partner Plans.** Multnomah 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

Table-1-1 identifies the legal authorities that establish the legal and policy framework upon which the Multnomah County Emergency Management Organization (EMO) is based.

**Table 1-1 Legal Authorities**

Federal
<ul style="list-style-type: none"> <li>– 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> <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> </ul> </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>
State of Oregon
<ul style="list-style-type: none"> <li>– Oregon Administrative Rules Chapter 104 Oregon Military Department, Office of Emergency Management</li> <li>– 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>

**Multnomah County**

- Multnomah County Home Rule Charter
- Multnomah County Code, Chapter 25 § 410- 490, Non-departmental, Emergency Management

**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 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 EOC 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 Emergency Manager is responsible for emergency management planning and response operations for the area of Multnomah 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 Emergency Manager is responsible for overall support and coordination of both incorporated and unincorporated areas of the County.

Multnomah County Code (MCC) establishes the 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 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.

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The Board of County Commissioners 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 MCEM. During an emergency situation, a local declaration may be necessary to activate these agreements and allocate appropriate resources.

## 1.7 Emergency Declarations

### 1.7.1 Non-Declared Disasters

The Multnomah County Chair (Chair), or their designee, may direct County departments and offices to respond to emergencies or disasters as outlined in this Plan without a formal declaration of an emergency, when the expectation is that local resources will be used and that no reimbursement of costs will be requested. The Chair, or their designee, may redirect and deploy County resources and assets as necessary to prevent, prepare for, adequately respond to, and quickly recover from an emergency or disaster.

For significant events in Multnomah County or a neighboring jurisdiction, the EOC may be activated to monitor the situation, coordinate activities among departments and offices, and ensure the County is positioned to rapidly respond in case an incident arises from the event.

### 1.7.2 Local Emergency Declarations

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.

A local emergency is declared when, in the judgment of the Chair or their successor, the threat or actual occurrence of an emergency or disaster is of sufficient severity and magnitude to warrant a coordinated response by the various County departments, offices, and cooperating agencies. MCC § 25.450(B) permits the emergency declaration to remain in force until the Chair or their successor finds that emergency conditions no longer exist. A state of emergency may be terminated at any time, but may not last for more than 30 days without approval of the Board of County Commissioners.

All County departments and offices will receive notification of emergency declarations and terminations through the MCEM.

See Appendix A for the declaration process, a sample Order Declaring an Emergency, and a sample Resolution Requesting a Governor's Emergency Declaration.

**1.7.3 State Emergency Declarations**

ORS 401.165 prescribes the authority and implications for the Governor or the State of Oregon to declare a state of emergency at the request of a county government or after determining that an emergency has occurred or is imminent.

The Governor may declare a state of emergency to exist whenever, in their opinion, the safety and welfare of the people of the State require the exercise of emergency measures due to a threatened or actual disaster.

## 1. Introduction

The Governor's declaration of a state of emergency provides for the expeditious provision of assistance to local jurisdictions, including use of the Oregon National Guard.

### 1.7.4 Federal Emergency and Major Disaster Declarations

Under the provisions of the Robert T. Stafford Act, the Governor may request the President of the United States to declare a major disaster or emergency declaration for incidents that are (or threaten to be) beyond the scope of the State and local jurisdictions to effectively respond.

A presidential major disaster declaration puts into motion long-term federal recovery programs, some of which are matched by state programs, designed to help disaster victims, businesses, and public entities.

An emergency declaration is more limited in scope and without the long-term federal recovery programs of a major disaster declaration. Generally, federal assistance and funding are provided to meet a specific emergency need or to help prevent a major disaster from occurring.

The major disaster or emergency declaration designates the political subdivisions within the state (normally counties and independent cities) that are eligible for assistance. There are three major categories of disaster aid available under a major disaster declaration—individual assistance, public assistance, and hazard mitigation.

**Individual Assistance:** Aid to individuals and households, which can take the following forms:

- **Disaster Housing** provides up to 18 months of temporary housing assistance for displaced persons whose residences are heavily damaged, uninhabitable due to environmental contamination, or destroyed. Funding also can be provided for housing repairs and replacement.
- **Disaster Grants** may be available to help meet other serious disaster-related needs and necessary expenses not covered by insurance and other aid programs. These may include replacement of personal property, transportation, medical, dental, and funeral expenses.
- **Low-Interest Disaster Loans** may be available after a disaster for homeowners and renters from the U.S. Small Business Administration (SBA) to cover uninsured property losses. Loans may be used for repair or replacement of homes, automobiles, clothing, or other damaged personal property. Loans are also available to businesses for property loss and economic injury.

## 1. Introduction

- **Other Disaster Aid Programs** include crisis counseling, disaster-related unemployment assistance, legal aid and assistance with income tax, and Social Security and veterans' benefits.

**Public Assistance:** Aid to state or local governments to pay part of the costs of rebuilding a community's damaged infrastructure. Public assistance may include debris removal, emergency protective measures and public services, repair of damaged public property, loans needed by communities for essential government functions, and grants for repair of damaged public and private nonprofit schools and educational facilities.

**Hazard Mitigation:** Funding for measures designed to reduce future losses to public and private property.

### 1.7.5 Other Federal Emergency Declarations

Several federal agencies have independent authorities to declare disasters or emergencies. These authorities may be exercised concurrently or become part of a major disaster or emergency declaration under the Stafford Act. These other authorities include:

- The administrator of the SBA may make a disaster declaration based upon physical damage to buildings, machinery, equipment, homes, and other property as well as economic injury.
- The Secretary of the U.S. Department of Health and Human Services (HHS) may declare, after consultation with public health officials, a public health emergency in the event of a significant outbreak of infectious diseases or bioterrorist attack.
- The U.S. Army Corps of Engineers may issue a disaster declaration in response to flooding or coastal storms.
- A federal on-scene coordinator designated by the U.S. Environmental Protection Agency (EPA), U.S. Coast Guard (USCG), or U.S. Department of Energy (DOE), under the National Contingency Plan, has the authority to direct response efforts at the scene of a discharge of oil, hazardous substance, pollutants, or contaminants, depending upon the location and source of the release.

## 1.8 Continuity of Government

A major incident or emergency could include death or injury of key County officials, the partial or complete destruction of established facilities, and the destruction of vital public records essential to the continued operations of the government. It is essential that law and order be preserved and county government maintained.

1. Introduction

To ensure continuity of government, the following elements need to be addressed:

- Line of succession (minimum three “deep”) for essential agency positions.
- Pre-delegation (in writing) of emergency authorities to key officials.
- Provision for the safeguarding of vital records and systems.
- Protection of facilities and personnel.
- Provision for relocation to alternate operating facilities.

**1.8.1 Lines of Succession**

Table 1-2 presents the County policy and operational lines of succession during an emergency. Order of succession guidelines for emergency coordination and emergency policy and governance are kept within the vital records packet at the EOC.

**Table 1-2 County Lines of Succession**

Emergency Coordination	Emergency Policy and Governance
1. Emergency Manager	1. County Chair
2. Emergency Management Operations Division Chief	2. Senior Member of the Board of County Commissioners
3. Emergency Management Planning Division Chief	3. Sheriff
	4. Chair’s designated interim
	5. Sheriff’s designated interim

See the Multnomah County COG plan for additional details.

**1.9 Continuity of Operations Planning**

Individual department and non-departmental office heads within the County are responsible for developing and implementing COOP plans to ensure continued delivery of essential functions during an emergency. Essential functions include continuity of ongoing essential services and emergency response essential services. Each department is responsible for:

- Knowing the critical services and how long they can be interrupted without negative consequence
- Knowing the internal functions, services and resources necessary to provide those critical services
- Developing procedures and contingency plans to resume critical functions as quickly as possible

The Emergency Manager will provide guidance to department heads to maintain continuity operations during an emergency.

## 1.10 Finance and Administration

During an incident, the Incident Commander 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 Incident Commander 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 Operations Center (DOC) is activated to support the Incident Commander, finance and administration activities may be elevated to the DOC.

When the County EOC finance/administration section is activated, the DOC finance unit and the EOC 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 EOC finance/administration section will also ensure that the appropriate tools are used for tracking, collecting and aggregating Countywide 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 EOC 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 EOC 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 \$10,000 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 Board of County Commissioners 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, ORS 294.481 allows for the use of un-appropriated fund balances as necessary to respond to an emergency situation, including natural disaster, civil disturbance, or any public calamity.

### **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 be utilized only if emergency assistance is needed. Agencies and departments with developed COOPs 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 (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 but are not limited to, droughts, floods, wildfires, earthquakes 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.

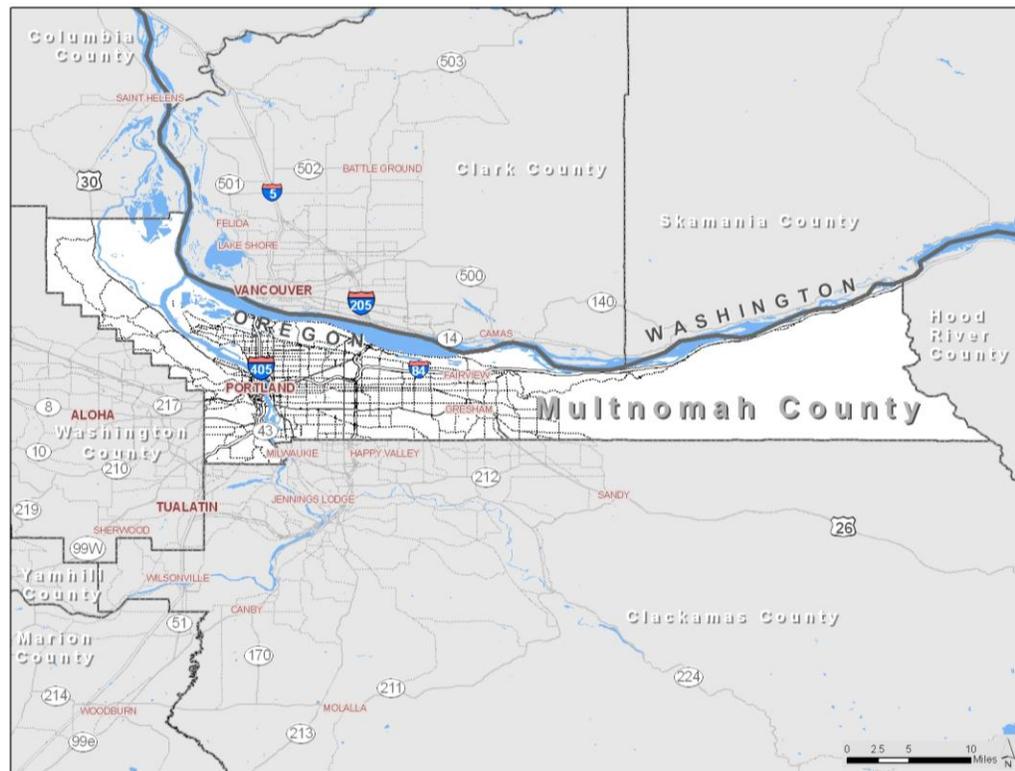
#### 2.1.1 Community Profile

Multnomah County is the smallest county in the State of Oregon (State) 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 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 Planning Assumptions

Figure 2-1 Map of Multnomah County



2.1.2 Hazards for Multnomah County

While this Emergency Operations Plan (EOP) 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 and the associated level of risk for each. Refer to the 2017 Multnomah County Multijurisdictional Natural Hazards Mitigation Plan, Chapter 3, for hazard identification and risk assessment.

Table 2-1 Identified Hazards for Multnomah County

Natural Hazard	Level of Risk
Earthquake	High
Flood	High
Landslide	High
Volcanic Activity	Low
Wildfire	High
Severe Weather	Moderate

## 2. Situation and Planning 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 non-English speaking
- Chemical dependency
- Homelessness
- Lack of access to transportation

An individual with a disability is defined by the American with Disabilities Act (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 impairment, or a person who is perceived by others as having such 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 disabilities 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 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. Situation and Planning Assumptions

### 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.

### 2.1.4 Capability Overview

Multnomah County government provides a range of countywide 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.

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

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 (ESF) 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
- TriMet Transit Police Division: TriMet transit system

Local fire departments:

- Gresham Fire
- Lake Oswego Fire
- Portland Fire and Rescue

## 2. Situation and Planning Assumptions

- 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 (Countywide)

Hazardous Materials (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 Planning Assumptions

### 2.2 Planning Assumptions

- All or part of the County’s response community, including public, private, volunteer and community sectors, will participate in disaster response and recovery
- Emergencies impacting Multnomah County will vary in scope, scale, and complexity and may involve incident management activities at county, regional, state, and federal levels.
- Non-residents—those visiting or travelling through the County, and those who work in and live outside the County—will be in the County at the time of the disaster.
- A major incident or disaster within Multnomah County will pose significant challenges for the transportation and supply chain infrastructure throughout the region.
- Emergency response assets will maintain a high state of readiness due to the unpredictable nature of many potential hazards.
- The ability for local government to provide critical services in the immediate aftermath of an emergency may be destroyed, 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 only after life-safety needs have been met.
- Local jurisdictions and their citizens must be prepared to be self-sufficient for as long as two weeks in the wake of a major emergency or disaster.
- Local governments, institutions, and residents of Multnomah County will vary significantly in level of preparedness and resilience.
- Emergency planners will address the allocation of scarce resources in the development of response and recovery plans.
- Widespread power and communications outages will require the use of alternate methods of providing public information and delivering essential services. Communications will be problematic due to demands exceeding capacities.

## 2. Situation and Planning Assumptions

- 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.
- The effects of a major disaster will extend beyond the County, in which case many other areas of the State will experience casualties, property loss, and disruption of normal life-support systems.
- 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 (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 Emergency Operations Plan (EOP), the County's emergency management structure will be referred to generally as the Emergency Management Organization (EMO). Roles and responsibilities of individual staff and agencies are described throughout the EOP to further clarify the County's emergency management structure.

The County Emergency Management Director (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 EMO can vary depending upon the location, size, and impact of the incident. The County EMO is composed of a policy-level function that comprises elected and executive leaders, and an operational-level function that comprises County departments and offices as well as several public, private, and nongovernmental stakeholders with specific response and support roles organized under Emergency Support Functions (ESFs).

#### 3.2.1 Policy Level

##### 3.2.1.1 Disaster Policy Group

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

### 3. Roles and Responsibilities

- Chair
- 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 policy guidance and strategic intent as needed by the Emergency Manager, Emergency Operations Center (EOC) and departments directly involved in the response.
- Provide direction and authority to agencies performing emergency activities.
- Resolve cross-jurisdictional resource and policy issues.
- Guide the equitable distribution of County resources.

#### 3.2.1.2 Multnomah County Chair

Pursuant to Multnomah County Code (MCC), the 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 of Oregon (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 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 Chair, or their designee, is the spokesperson for County government and, as such, would be available for press conferences of countywide significance.

During an incident requiring the activation of Multnomah County's Continuity of Government Plan (COG), the Chair has the authority to decide when to close or curtail County operations in accordance with Multnomah 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 Multnomah County government is borne by the Board of County Commissioners. 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 Board of County Commissioners include:

- As required, extend, modify, or terminate a declaration of emergency.
- Attend Public Information Officer (PIO) briefings.
- Assist the emergency public information system in disseminating public information through established channels, including email 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 COOPs 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 Multnomah County continuity of operations and the County's Incident Management Team(s) and/or the County's EOC.
- 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 Manager 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 EOC.
- Acting in, or delegating the role of EOC Manager during an EOC activation.
- Demobilizing the EOC.

#### 3.2.1.6 County Departments

All departments are an integral part of the EMO. A department's role may include contributing emergency response personnel, performing critical emergency missions, supporting emergency response activities, and/or continuing essential services to the public. This Plan organizes these contributions into ESFs and Operational Missions.

#### 3.2.1.7 Emergency Support Functions

The ESF concept is used in the National Response Framework (NRF) to define the roles and responsibilities of federal departments on a national level. The State of Oregon (State) EOP also uses the concept to clarify roles and responsibilities of departments at the state level. Within Multnomah County, ESFs organize the collective capabilities of the whole community—public, private, and nonprofit—into 18 functional areas of responsibility. Each ESF identifies primary, supporting, and cooperating agencies that will coordinate and/or perform that function's activities.

3. Roles and Responsibilities

- **Primary:** The primary agency for each ESF is assigned based upon the agency’s coordinating responsibilities, authorities, functional expertise, resources, and capabilities in managing incident activities. The primary agency may not be responsible for all elements of a function and will work with supporting agencies and cooperating partners to ensure a coordinated response.
- **Supporting:** Supporting agencies for each ESF are those County entities that have substantial support roles during major incidents.
- **Cooperating:** The County is supported by a variety of cooperating partners that provide support through coordination of emergency functions within their own authority/jurisdiction, or are able to provide additional resources to support County response activities.

Table 3-1 Emergency Support Function Descriptions

ESF	Function	Description
ESF 1	Transportation	Coordinates governmental and nongovernmental organizations managing transportation systems, modes, and infrastructure in response to threats or incidents.
ESF 2	Communication	Coordinates governmental and non-governmental organizations that provide the communications and information technology capabilities necessary to support response efforts, facilitate the delivery of information to emergency management decision makers, and that stabilize and re-establish systems and applications following natural and human-caused incidents.
ESF 3	Public Works	Coordinates governmental and nongovernmental organizations managing assessments of public works and infrastructure and performing emergency work to restore critical lifelines and key resources to support life-saving and life-sustaining services.
ESF 4	Firefighting	Provides support for the detection and suppression of wildland, rural, and urban fires resulting from or occurring coincidentally with a large-scale incident.
ESF 5	Information and Planning	Supports strategic and operational decision-making by collecting, analyzing, and disseminating information about a potential or actual incident, facilitates crisis action planning and ensures proper recordkeeping, documentation and safeguarding of critical incident information.

## 3. Roles and Responsibilities

ESF	Function	Description
ESF 6	<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.
ESF 7	<b>Resource Support</b>	Provides logistical support through the timely and efficient acquisition and distribution of resources; supplies, equipment, personnel, facilities and other assets necessary to support disaster operations.
ESF 8	<b>Public Health and Medical</b>	The purpose of Emergency Support Function 8 (ESF 8) is to coordinate the County's public health and medical resources in an all-hazards emergency or disaster event that exceeds routine response capabilities and/or are in response to a declared "state of public health emergency" as defined in Oregon Revised Statutes (ORS) 433.
ESF 9	<b>Search and Rescue</b>	Coordinates search and rescue operations and resources in support of water, urban and wilderness search and rescue during actual or potential emergencies.
ESF 10	<b>Hazardous Materials</b>	Coordinates 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.
ESF 11	<b>Food and Water</b>	ESF 11 undertakes action to assessment of food and water requirements within the County in the event of an emergency. These actions include coordination with other jurisdictions, the Oregon Food Bank (OFB) and other government and nonprofit organizations to determine food assistance needs; procuring food and water supplies; and arranging transportation of these supplies to shelters or staging areas within the County.

## 3. Roles and Responsibilities

ESF	Function	Description
ESF 12	Energy	Collects, evaluates, and shares information on energy system damage and provides estimations on the effect of energy system outages within the affected area as well as coordinates governmental and non-governmental efforts to establish temporary emergency energy production and transmission capabilities to support critical lifelines and facilities until permanent restoration is accomplished.
ESF 13	Military Support	Establishes a coordination point between local government and military support capabilities made available through State.
ESF 14	Public Information	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.
ESF 15	Volunteer and Donations	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.
ESF 16	Law Enforcement	Coordinates law enforcement personnel and equipment to support emergency response operations. This support function is inclusive of general law enforcement duties, emergency police, and public safety services.
ESF 17	Agriculture and Animal Protection	Provides support for protection of the food supply and addresses issues of plant and animal health, agricultural security, and care and shelter of livestock and other large animals.
ESF 18	Business and Industry	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.

3. Roles and Responsibilities

Table 3-2 Roles in Emergency Support Functions

Primary, Support, and Cooperating Agencies by Emergency Support Function																		
P – Primary Agency; S- Supporting Agency; C – Cooperating Agency																		
	ESF 1 Transportation	ESF 2 Communications	ESF 3 Public Works	ESF 4 Firefighting	ESF 5 Information and Planning	ESF 6 Mass Care	ESF 7 Resource Support	ESF 8 Public Health and Medical	ESF 9 Search and Rescue	ESF 10 Hazardous Materials	ESF 11 Food and Water	ESF 12 Energy	ESF 13 Military Support	ESF 14 Public Information	ESF 15 Volunteers and Donations	ESF 16 Law Enforcement	ESF 17 Agriculture and Animals	ESF 18 Business and Industry
MCEM	S	S	S	S	P	S	S	S	S	S	P	S	P	S	S	S	P	S
DCS	P		P			S										S	S	
HD			S			S		P		S	S			S		S	S	
DCHS						P		S			S			S				
MCSO	S	S			S	S			P	S				S		P		
MCFDB				P					S	P								
DCA	S	P	S		S		S					P			S			
DCJ																S		
DCM					S	S	P				S				P			P
Library						S									S	S		
DA																S		
Auditor																		
Communications					S									P				
County Attorney							S											
Citizen Involvement																S		
ARES		C																
BOEC		C														C		
HPO						C		C										
MCDD			C															

3. Roles and Responsibilities

Primary, Support, and Cooperating Agencies by Emergency Support Function																		
P – Primary Agency; S- Supporting Agency; C – Cooperating Agency																		
	ESF 1 Transportation	ESF 2 Communications	ESF 3 Public Works	ESF 4 Firefighting	ESF 5 Information and Planning	ESF 6 Mass Care	ESF 7 Resource Support	ESF 8 Public Health and Medical	ESF 9 Search and Rescue	ESF 10 Hazardous Materials	ESF 11 Food and Water	ESF 12 Energy	ESF 13 Military Support	ESF 14 Public Information	ESF 15 Volunteers and Donations	ESF 16 Law Enforcement	ESF 17 Agriculture and Animals	ESF 18 Business and Industry
METRO																	C	
Medical Res. Corps								C							C			
NW Natural Gas			C									C						C
Oregon Food Bank											C							
Oregon Nat'l Guard													C			C		
Pacific Power			C									C						C
PBEM																C		
PBOT	C																	
PFB				C					C	C								
PGE			C									C						C
Port of Portland	C								C	C								
PPB							C		C							C		
Portland Water			C															
Red Cross						C												
Ride Connection	C																	
Salvation Army						C												
TriMet	C								C									

### 3. Roles and Responsibilities

#### 3.3 Special Districts and Private Sector

Special districts and the private sector play a significant role in the community's overall emergency management resilience and readiness posture.

Multnomah County hosts 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. Multnomah County also hosts a strong private-sector community. Private-sector organizations play a key role before, during, and after an incident. Businesses provide water, power, communication networks, transportation, medical care, security, and numerous other services upon which both response and recovery are particularly dependent.

In general, the responsibilities of special districts and private-sector organizations 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.
- Where appropriate, participate as support or cooperating partners in relevant ESFs.
- Providing assistance (including volunteers) to support local emergency management and public awareness during response and throughout the recovery process.
- Coordinating and providing status information through appropriate channels to the EOC when activated.

### 3. Roles and Responsibilities

#### 3.4 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, including spontaneous and unaffiliated.
- Identifying and operating temporary shelters and identifying and distributing 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.
- NGOs participate in local training, exercise and planning activities to help build local capabilities and ensure organizational readiness to deliver these services.

#### 3.5 Volunteers

Multnomah County Emergency Management (MCEM) 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 the American Red Cross, Salvation Army, Medical Reserve Corps, faith-based groups, amateur radio clubs, and Community Emergency Response Teams (CERTs).

During a disaster, it is common that members of the community, not previously affiliated with volunteer organizations, will be inspired to contribute talent or resources. ESF 15 Volunteers and Donations Management 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.

### 3. Roles and Responsibilities

#### 3.6 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.

#### 3.7 Municipalities

Under the provisions of Oregon Revised Statutes (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 Multnomah 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 EOC.

##### 3.7.1 Cities of Fairview, Troutdale, Maywood Park and Wood Village

- Maintain a current EOP for the city.
- Identify essential emergency services that the city does not provide.
- Notify the County Emergency Manager or Duty Officer of an incident or emergency within the city limits that has the potential of requiring county-level assistance beyond what is available through existing agreements.
- If applicable, the city must request a Governor's State of Emergency Declaration through the governing body of the County.
- Assign a city representative to the County EOC.

##### 3.7.2 Cities of Gresham and Portland

- Develop and maintain an EOP for the city.
- Identify essential emergency services that the city does not provide.

### 3. Roles and Responsibilities

- Activate the city emergency coordination center as required to support and coordinate emergency response within the city limits, and notify the County Emergency Manager or Duty Officer of activation.
- Assume incident command and establish an Incident Management Team (IMT) for incidents that fall under the jurisdictional authority of the departments/bureaus within the city.
- If applicable, the city 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 to the County EOC.
- Provide situation reports and damage assessment information to Multnomah County EOC.

#### 3.8 State Government

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

#### 3.9 Federal Government

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

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# 4

## Concept of Operations

### 4.1 General

Multnomah County (County) is responsible for emergency management and protecting life and property of citizens within this jurisdiction. This Emergency Operations Plan (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.

Implementation of this EOP will be based on the following priorities:

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

### 4.2 Emergency Operational Levels

Once promulgated by the Board of County Commissioners, this EOP is in effect and should be considered activated. Emergency situations may require certain elements of this Plan to be implemented based on the size and complexity of an event. Multnomah County uses a progressive scale of operations in order to scale up or down according to the needs of the incident.

#### 4.2.1 Routine Operations

During routine operations, the County's emergency management program focuses on preparedness activities and ensures the readiness of the County's emergency response system, including the readiness of the County's Emergency Operations Center (EOC). A key aspect of routine operations is maintaining situational awareness and ensuring the ability to provide critical alerts and notifications. To do this, the Multnomah County Office of Emergency Management (MCEM) has established a 24/7 Duty Officer program. The Duty Officer is rotated amongst the MCEM staff. Key responsibilities include ensuring the ability to receive alerts/warnings, make critical notifications, and initiate emergency protocols including recommending an escalation in the level of EOC operations.

4. Concept of Operations

**4.2.2 Enhanced Operations**

Requires increased monitoring capability, which typically involves MCEM staff and representatives from key response departments and offices. Monitoring activities generally involve staffing several positions in the EOC planning section in order to effectively collect, analyze, and disseminate information and conduct appropriate contingency planning.

**4.2.3 Partial EOC Activation**

Provides for the select activation of EOC operations section positions that may be or will be engaged in the emergency situation, in addition to a robust planning section and other management and general staff as required.

**4.2.4 Full EOC Activation**

Includes staffing all pre-identified EOC positions, including mobilizing interagency task forces and sub-jurisdiction agency representatives as required, based on the incident.

**Table 4-1 EOC Activation Levels**

Operational Level	Notification	Documentation	Example
Routine Operations	<ul style="list-style-type: none"> <li>As required</li> </ul>	Email notifications, information requests and updates	<ul style="list-style-type: none"> <li>NA</li> </ul>
Enhanced Operations	<ul style="list-style-type: none"> <li>EOC 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>	Situation Report	<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 EOC 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>	EOC 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>

4. Concept of Operations

Full EOC Activation	Same as Partial	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>
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4.3 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 Multnomah 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 in Multnomah County.

Table 4- 2 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>	Above plus: <ul style="list-style-type: none"> <li>• Incident Command Post</li> </ul>	Above plus: <ul style="list-style-type: none"> <li>• Duty Officer</li> <li>• Department Operations Center (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>	Above plus: <ul style="list-style-type: none"> <li>• Unified Command</li> </ul>	Above plus: <ul style="list-style-type: none"> <li>• City EOC</li> <li>• County EOC</li> </ul>

4. Concept of Operations

NIMS Type	Unplanned	Planned	Scenario Characteristics	Command Elements	Coordination Elements (see Chapter 5)
II	<ul style="list-style-type: none"> <li>• 1996 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>	Above plus: <ul style="list-style-type: none"> <li>• Area Command</li> </ul>	Above plus: <ul style="list-style-type: none"> <li>• County EOC</li> <li>• Regional Coordination</li> <li>• State EOC</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>	Above plus: <ul style="list-style-type: none"> <li>• Joint Field Office (JFO)</li> </ul>	Above plus: <ul style="list-style-type: none"> <li>• County EOC</li> <li>• FEMA Rescue Coordination Center (RCC)</li> </ul>

4.4 Incident Management Phases

4.4.1 Activation

4.4.1.1 Alert

Alert and warning information may be transmitted to the County via the National Warning System (NAWAS), the State Warning Point, the Public Safety Answering Point (PSAP), PBEM Duty Officer, city emergency managers/coordinators, 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 Multnomah County Amateur Radio Emergency Services (McARES)/Radio Amateur Civil Emergency Services (RACES) operators.

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

- a. The PSAP, which is part of the Bureau of Emergency Communications (BOEC)
- b. The Multnomah County Sheriff’s Office Records Section, located at 1120 SW 3rd Avenue
- c. The MCEM Duty Officer, 503.988.6700 Option 1, [em.dutyofficer@multco.us](mailto:em.dutyofficer@multco.us); satellite phone: 8816.224.35729; pager: 503.202.0316

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

## 4. Concept of Operations

Public warning and broadcast systems have been established for the County to provide emergency information and instructions during a pending or actual emergency incident or disaster. Support Annex 5 – Alert, Notification and Warning provides detailed information regarding how these systems are accessed, managed, and operated throughout an emergency's duration.

### 4.4.1.2 Plan 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 County Emergency Management Director (Emergency Manager) or designee may implement the EOP as deemed appropriate for the situation. In addition, the Emergency Manager may partially or fully activate and staff the County EOC based on an emergency's type, size, severity, and anticipated duration. An Incident Commander or leadership from any partner agency or jurisdiction can request that the EOC be activated to support emergencies that are being managed by their agency or jurisdiction. An emergency declaration is not required to implement the EOP or activate the EOC. If appropriate, however, the on-scene Incident Commander, the governing body of a municipality, or the EOC Director may request that the Board of County Commissioners declare a state of emergency.

### 4.4.1.3 Notification

MCEM maintains a 24/7 monitoring and notification capability through the on-call MCEM Duty Officer. The Duty Officer is responsible for making internal and external emergency notifications to identified agencies and organizations.

When the EOC is activated, County departments and offices, local agencies, and appropriate state and federal agencies will be notified of the EOC activation level and be provided updates on situation status and actions being taken and other essential information so that decisions can be made and policies executed. The timely dissemination of information is crucial to a successful response and recovery effort. Table 4-1 identifies stakeholders that would be notified based on the level of EOC activation. The MCEM Duty Officer is responsible for this notification unless delegated.

Upon notification that the EOC 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 EOC with the following information:

- Operational status.
- Readiness and availability of resources.

## 4. Concept of Operations

- 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.

Each department and office identified under this EOP pre-designates multiple points-of-contact for the purpose of emergency notification to and from MCEM. MCEM maintains a body of distribution lists that are used to disseminate information. The distribution lists are updated quarterly and each agency is responsible for ensuring that the contact information is current and resources are available to implement 24/7 operations.

The Multnomah County Communications Office, as the primary agency for Emergency Support Function (ESF) 14 – Public Information, provides assistance to all departments and offices in communicating with their employees during an emergency situation. The Communications Office uses all appropriate communication tools to ensure that information is conveyed to employees.

All departments and agencies develop, test, and maintain internal notification procedures and contact rosters as part of their Continuity of Operations Plan (COOP).

### 4.4.2 Operation

#### 4.4.2.1 Coordination and Support

In Multnomah County, the purpose of the EOC 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 EOC 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.

## 4. Concept of Operations

- Volunteer and donations management.
- Multi-agency coordination.
- Public information about the incident and coordination with the media.
- Damage and impact assessments.
- Interoperable communications between response organizations.

### 4.4.2.2 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 outcome of 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 crisis action plans tailored to the emergency is aided by deliberate planning in the preparedness phase. Crisis action plans typically include EOC Action Plans and Incident Action Plans that provide direction for operational periods. They also include plans tailored for specific missions, contingency plans, and demobilization and recovery plans.

### 4.4.2.3 Resource Management and Logistics

Resource management will be conducted in accordance with National Incident Management System (NIMS) and the Incident Command System (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 following are sources or potential sources for resources that may be available to the County in responding to disasters and emergencies:

- Personnel, staff, equipment, and facilities belonging to Multnomah County.
- Neighboring jurisdictions, through local mutual aid agreements.
- Private sector, through acquisitions, purchasing, or Memoranda of Understanding (MOUs).

## 4. Concept of Operations

- State of Oregon (State), including the National Guard, through the Oregon Office of Emergency Management (OEM).
- Federal government, under the National Response Framework (NRF), after the Governor's Declaration of Emergency.

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 EOC. The County EOC 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, 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 Emergency Manager to the State OEM Director according to provisions outlined under Oregon Revised Statutes (ORS) Chapter 401.

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

### 4.4.2.3.1 State Assistance

The Oregon State Operations Officer coordinates with the agencies represented in the State EOC to determine the best way to support local government requests. Local government requests will be made by the County Emergency Manager via the County EOC. The State Operations Officer evaluates resource requests based on the goals and priorities established by the 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 Emergency Management Organization (EMO), the originating requesting agency, or 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.

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

## 4. Concept of Operations

State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations. The local fire chiefs and Multnomah 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 System (OERS). The State Fire Marshal reviews the information and notifies the Governor, who authorizes the act.

### 4.4.2.3.2 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 OEM coordinates all requests for federal assistance through the State EOC. The Federal Emergency Management Agency (FEMA) coordinates the Governor's presidential request for assistance in accordance with the NRF.

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

### 4.4.3 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:

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

The Multnomah County Chair (Chair), with advice from the 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.

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**4. Concept of Operations****4.4.4 Transition to Recovery**

Although there is no clear line between the response and recovery phases, the command and control, coordination, and resources to serve disaster victims will transition from immediate needs to a more deliberate process of program delivery. Recovery activities may include coordination with state and federal government for administering state and federal assistance.

Generally, the termination of the local declaration of emergency and/or the closing of the EOC will signal the formal transition to the recovery phase. The Chair may designate a coordinating agency for recovery and/or appoint a recovery coordinator to oversee recovery operations.

The formal transition from response to recovery and the transfer of incident command will be announced to all departments and agencies using existing notification protocols and procedures. The Comprehensive Emergency Management Plan (CEMP) Part 4 – Recovery Plan covers the recovery process.

# 5

## Direction, Control and Coordination

### 5.1 General

The ultimate responsibility for command and control of Multnomah County (County) departments and resources lies with the Multnomah County Chair (Chair), however, the Multnomah County Emergency Management Director (Emergency Manager) will maintain direction and control of the County Emergency Management Organization (EMO), unless otherwise delegated. County emergency operations, both on-scene and in the County Emergency Operations Center (EOC), will be conducted in a manner consistent with the National Incident Management System (NIMS).

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

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), which 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 and General Staff until delegated. Upon establishment of the Incident Command System (ICS), the on-scene Incident Commander will notify the Emergency Manager and request activation of the County EOC, as appropriate. The on-scene Incident Commander may also establish an on-scene Unified Command structure with city, 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 provide management direction for an incident jointly through a common set of incident objectives and

## 5. Direction, Control and Coordination

strategies and a single Incident Action Plan. Each participating agency maintains its individual authority, responsibility, and accountability.

### 5.4 Area Command

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.
- Resolves conflicts related to 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 Department Operations Center (DOC) or EOC.
- Ensures proper incident management and effective communications, and provides for personnel accountability and a safe operating environment.

### 5.5 County Department Operations Centers (DOCs)

DOCs can serve as a central point for directing emergency response and Continuity of Operations Plan (COOP) activities for a department. In some emergencies, DOCs may handle all the coordination needs of the incident. If the County EOC is activated, DOCs will interface with their associated Emergency Support Functions (ESFs) or, in some cases, some of their operations may shift to task forces managed out of the EOC.

### 5.6 County Emergency Operations Center

#### 5.6.1 Purpose

The Emergency Operations Center (EOC) is a location from which centralized management of emergency response and coordination is performed. The Multnomah County EOC provides a central location for emergency management operations and coordination between cities and unincorporated areas within Multnomah County, as well as coordination with neighboring jurisdictions, NGOs, private industry, the State of Oregon, and any federal responses within Multnomah County. The typical activities of the EOC are:

- Collecting, evaluating and disseminating incident information;
- Analyzing jurisdictional impacts; setting priority actions, and developing courses of action for countywide missions;
- Managing requests, procurement and utilization of resources.

## 5. Direction, Control and Coordination

### 5.6.2 EOC Organization

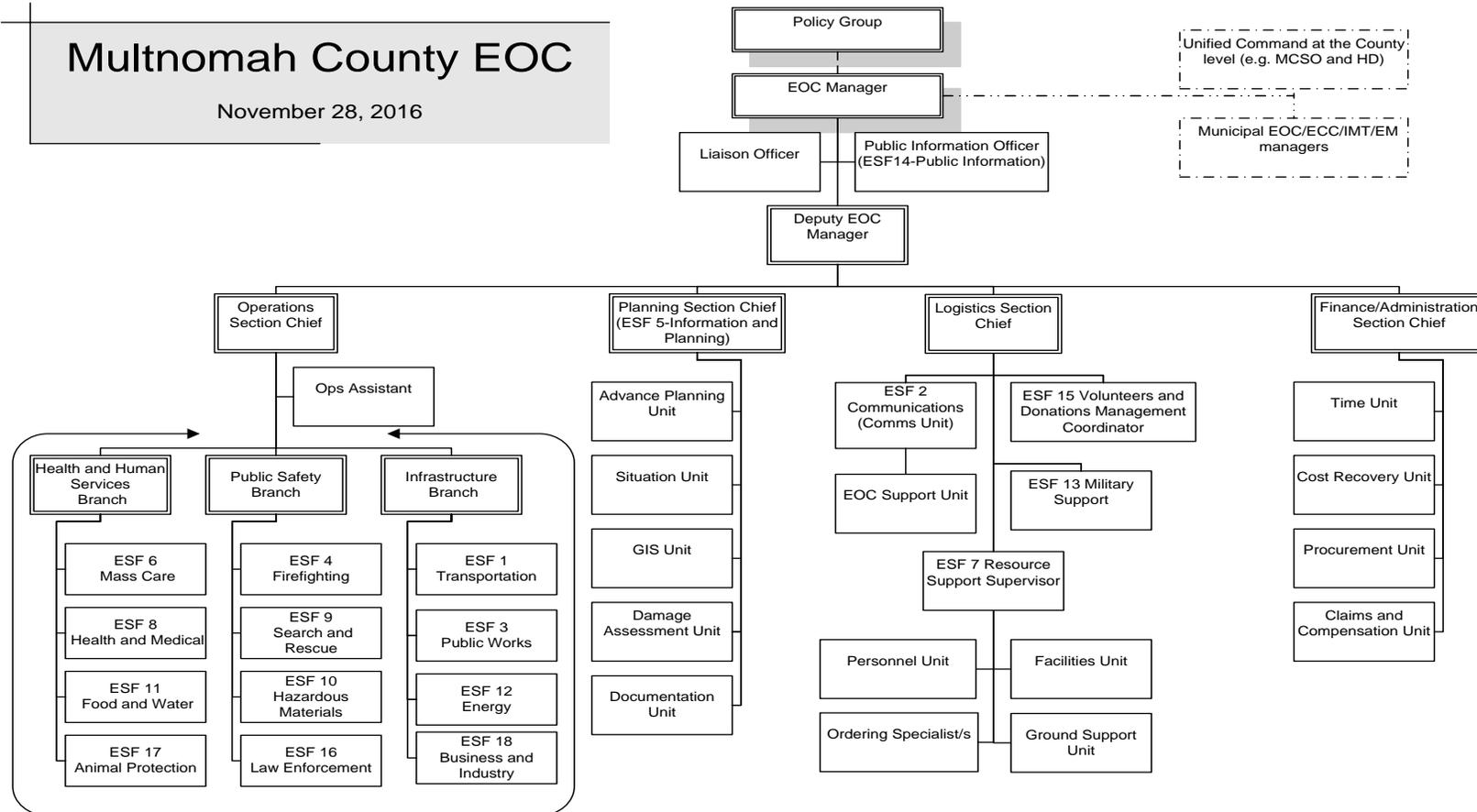
The EOC may be activated purely in a support role to an on-scene Incident Management Team (IMT) or teams. It may have operational control over certain incident activities (e.g., county-managed shelters, or county-managed points of distribution), or it may play a strong geographic coordination role for many disparate incidents or activities. During the initial phase of activation, the organizational configuration will be determined based on the needs of the incident. Thereafter, it will be re-evaluated and adjusted as necessary. The organizational structure in Figure 5-1 provides one example of how the EOC could be organized.

### 5.6.3 Interagency Task Forces

Interagency Task Forces (ITFs) may be identified ahead of time or they may be assembled just-in-time according to the needs of the incident. ITFs are designed to focus on a specific operational mission or task. ITFs may fall under an ESF or fall under a separate Branch in the Operations Section. ITFs may also be deployed to assist under a city's EOC/ECC. For large expanding missions, ITFs may require a separate Delegation of Authority and may escalate into a separate Incident Management Team supported by the EOC.

5. Direction, Control and Coordination

Figure 5-1 Multnomah County Emergency Operations Center Org. Structure



ESFs Activated as required. DOCs, EOCs and Single Function IMTs are coordinated under associated ESF unless escalated to command or coordination level above County EOC possibly in type I and II incidents. Additional Geographic or Functional Branches may be added under the Ops section is required.

## 5. Direction, Control and Coordination

### 5.7 Interfaces with County EOC

#### 5.7.1 Incident Command to County EOC

Any Incident Commander operating within Multnomah County may request support from the County EOC. Some examples may include, but are not limited to, situations where County departments or offices activate incident command, an IMT is established by sub-jurisdictional partners, an ESF partner activates incident command, or incident command is established in unincorporated areas of Multnomah County by an authorized body.

#### 5.7.2 City to County EOC

The City of Gresham and the City of Portland each has an emergency operations/coordination center that provides overall support and coordination for incidents that occur within their jurisdictions. For incidents that occur within these cities, the jurisdictional EOC takes the lead in supporting incident commanders within the jurisdiction. Depending on the situation, the County EOC may co-locate at the city EOC, send an agency representative to the city EOC, or deploy ESF or interagency task forces to a city EOC to support city emergency response operations.

In cases where the incident occurs within Troutdale, Wood Village, Fairview, or Maywood Park, the County EOC may provide direct support to Incident Commanders from the jurisdiction.

The County EOC can provide some of the following general support activities to cities:

- Facilitate requests for assistance through established ESF networks and other levels of government.
- Provide support in such areas as communications, alert and warning, transportation, protective actions, and identifying additional resources.
- Provide overall coordination of emergency operations throughout the County.
- Establish an operational tempo that assists in information sharing and action planning.
- Support multi-agency coordination and act as a liaison with local, state, and federal government agencies as well as private-sector resources.
- Establish prioritization of resources for emergency response operations.

## 5. Direction, Control and Coordination

- Collect, evaluate and disseminate damage assessment and other emergency-related information.
- Coordinate the development and dissemination of emergency information to the residents of the County.

In large activations of the County EOC, a municipal branch may be established under the operations section of the County EOC to host representatives from the supported cities.

### 5.7.3 DOC to County EOC

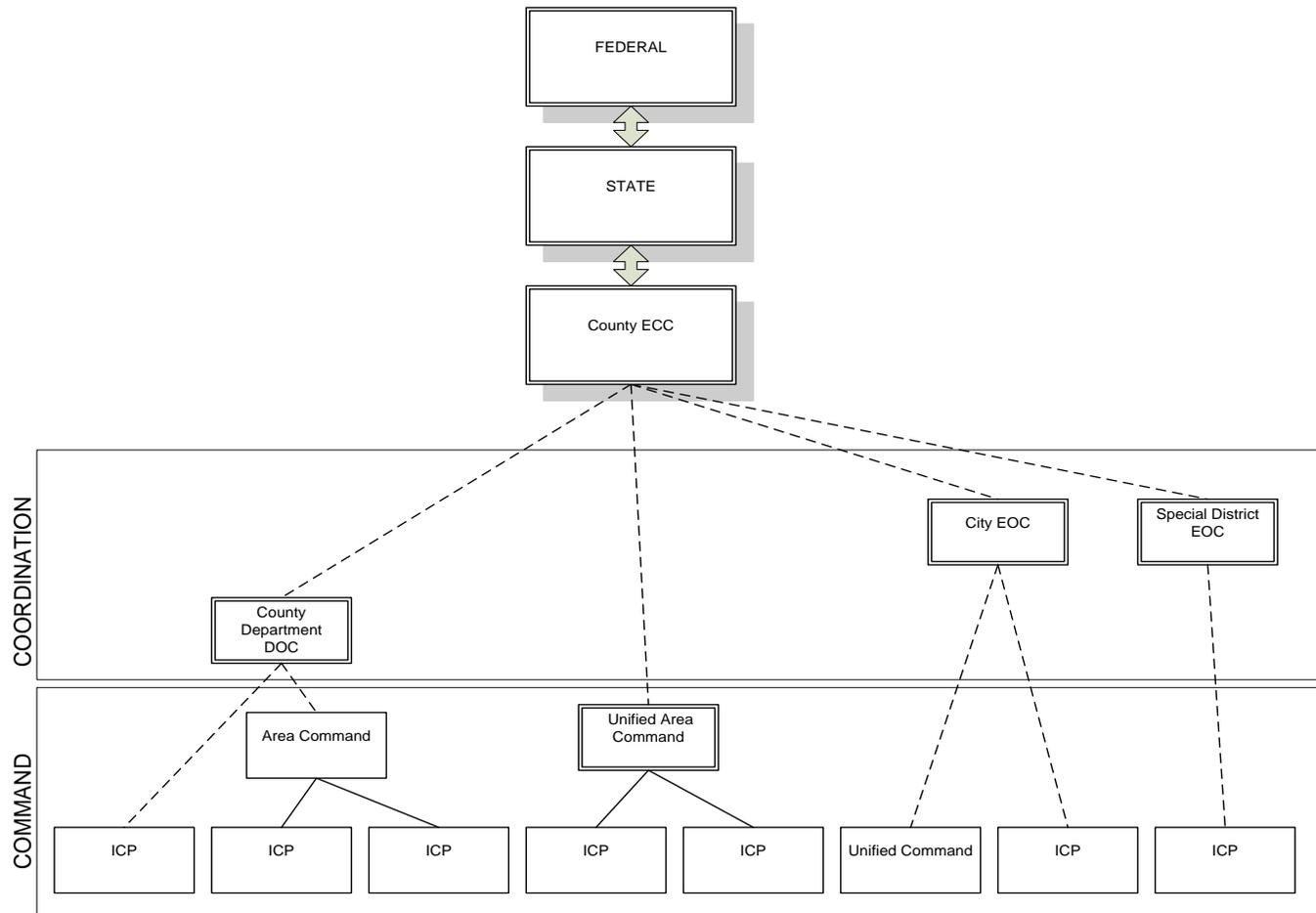
County departments and offices may establish DOCs staffed by agency personnel to support emergency operations by managing agency resources, managing administrative functions relevant to the incident, coordinating exchange of equipment, enhancing agency continuity of operations, and providing assistance to agency personnel assigned to the EOC. In these circumstances, the individual at the EOC serves as a conduit to the DOC. As missions and tasks are assigned by the EOC, they are conveyed to the DOC for implementation. DOCs will coordinate their activities with the EOC to reduce duplication and confusion. Departments and offices must notify the EOC of the DOCs' operating status.

### 5.7.4 Special Districts and/or Private Sector to County EOC

Special districts, the private sector and other institutions like school systems may establish Emergency Operations/Command Centers to handle business continuity and emergency response situations pertinent to their system or organization. Some of these organizations are identified as Cooperating Agencies within an ESF. In those cases, the organization works directly through the associated ESF if it is activated or if not, directly with the EOC Manager or EOC Liaison Officer.

5. Direction, Control and Coordination

Figure 5-2 EOC Interface Diagram



## 5. Direction, Control and Coordination

### 5.8 Multi-Agency Coordination

#### 5.8.1 Complex Incident Management

The EOC serves as a multi-agency coordination center for Multnomah County and, as appropriate, the incorporated cities during major emergencies and disasters for assignment of resources, establishing policies, and coordination and approval of all requests for assistance outside the County.

While all incidents in Multnomah County are managed using ICS and NIMS principles, the incident-specific emergency management system will vary depending on the situation. For complex incident management that involves a variety of command and coordination entities, NIMS establishes guidance through the Center Management System (CMS). CMS expands the ability to incorporate complex incident command and multi-agency coordination into one comprehensive incident management strategy. 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.

#### 5.8.2. Joint Information System (JIS)

JIS refers to processes, procedures, and systems for communicating timely and accurate information to the public during crisis or emergency situations. Within Multnomah County, a Joint Information Center (JIC) may be established to provide public information during emergency operations.

#### 5.8.3 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 “multi-agency 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 pre-established Multi-Agency Groups include the Health/Medical MAC Group, the Public Health MAC Group, and the Regional MAC Group. In some cases, MAC Groups and other regional coordination entities such as the Regional Joint Information Center (RJIC) and a Regional Logistics Support Team (RLST) may be hosted at the County EOC .

# 6

## Plan Development, Maintenance and Implementation

### 6.1 Plan Review and Maintenance

The Emergency Operations Plan (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 EOP will be formally re-promulgated by the Board of County Commissioners once every four years. Changes to the annexes and appendices, and non-substantive changes to the Basic Plan, may be made by the Multnomah County Emergency Management Director (Emergency Manager) without formal Board of County 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 the Incident Command System (ICS)/ National Incident Management System (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 Emergency Manager coordinates training for Multnomah County (County) personnel and encourages them to participate in training sessions hosted by other agencies, organizations, and jurisdictions throughout the region.

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

Current training and operational requirements set forth under NIMS have been adopted and implemented by the County (see minimum training 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, Emergency Operations Center (EOC) responders, and disaster workers as well as:

- Emergency Medical Services (EMS) personnel
- Firefighters
- Law enforcement personnel
- Public works/utility personnel
- Public health personnel
- Other emergency management response personnel
- Support/volunteer personnel at all levels

**Table 6-1 Minimum Training Requirements**

Training for Emergency Personnel	Training Required
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
Additional Specialized Training as Assigned	
NIMS Multi-Agency 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
Additional information about training requirements can be found on the Office of Emergency Management (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>	

## 6. Plan Development, Maintenance and Implementation

### 6.3 Multi-year Training and Exercise Program

The County maintains a Multi-year Training and Exercise Plan (MYTEP) that provides opportunities to test and exercise this EOP regularly. The MYTEP lays out a combination of progressively building exercises 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 Multnomah County Office of 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. Activities 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>.

Emergency Management will work with departments and agencies to identify and implement corrective actions and mitigation measures based on exercises conducted through the MYTEP.

### 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).

AARs are essential for identifying issues that impeded operations or innovative approaches that were introduced during the response and

## 6. Plan Development, Maintenance and Implementation

recovery that may be applicable to future incidents. In order for issues to be addressed, they need to be identified and documented.

All departments and offices will participate in the AAR process and submit issues and recommended solutions to MCEM for review and consolidation. Primary Emergency Support Function (ESF) agencies will conduct AARs with their supporting and cooperating agencies to identify ESF-specific issues or concerns that will be provided to MCEM for tracking through the corrective action process.

### 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 Multnomah County's overall readiness.

Information about the County's public education programs, hazard and mitigation information, and other emergency management and emergency services can be found on Multnomah County's website: <https://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, Multnomah County Chair's Office, Board of County Commissioners, and community stakeholders to:

- Identify funding sources for emergency management programs, personnel, and equipment.
- Ensure that the Board of County Commissioners 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**

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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:

\_\_\_\_\_

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: \_\_\_\_\_

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. \_\_\_\_

Declaration of Emergency (w/request for state declaration)

- d. 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.
- e. 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.
- f. 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.
- g. The following conditions have resulted in the need for a state of emergency declaration:

\_\_\_\_\_

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

\_\_\_\_\_

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

i. 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 from this emergency, including, but not limited to, requesting assistance from

Appendix A. Sample Disaster Declaration Forms

the State of Oregon. Actions currently taken by the County and other local government agencies include:

- [EOC 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: \_\_\_\_\_  
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. \_\_\_\_\_

**Implementation of Emergency Measures**

- g. 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)
- h. 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.
- i. 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)
- j. 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:

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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.

Appendix A. Sample Disaster Declaration Forms

\_\_\_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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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: \_\_\_\_\_

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# B

## Mutual Aid Agreements

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## Appendix B. Mutual Aid Agreements

The following agreements are in place for Multnomah County:

### Assistance Agreements

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

2015	Community Emergency Notification System (CENS) Intergovernmental Agreement (IGA)	Agreement between the City of Portland and Multnomah County on the use of the CENS.
2014	City of Portland and Multnomah County Emergency Operations Centers (EOC) Utilization Memorandum of Understanding (MOU)	Agreement between the City of Portland and Multnomah County for utilization of City and County EOCs
2013	Managing Oregon Resources Efficiently (MORE) IGA	A statewide 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	Multnomah County Office of Emergency Management (MCEM) and Multnomah County Amateur Radio Emergency Service (McARES) Amateur Radio MOU	MCEM and McARES interagency agreement for amateur radio equipment and operators.
2012	Receipt, Stage, Storage and Distribution of Emergency Supplies MOU	Agreement between the Multnomah County Sheriff's Office (MCSO), the Multnomah County Health Department (MCHD), the Department of County Assets (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.

Appendix B. Mutual Aid Agreements

2009	Memorandum of Agreement (MOA) between Multnomah County and education districts	Agreement between Multnomah County and school districts for the use of school facilities to support emergency operations.
2009	State of Oregon Transfer of Amateur Radio Emergency Service (ARES) to Multnomah County IGA	Agreement covers the transfer, installation, operations, and maintenance of amateur radio communications equipment from the Oregon Office of Emergency Management (OEM) to Multnomah County.
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 them 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 (BOEC) 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

**Appendix C. Authorities and References**

- 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

**Multnomah County**

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

**References****Federal**

- Homeland Security Act of 2002 (Public Law 107-296). Accessed on 20 December 2013 at: <http://www.dhs.gov/key-dhs-laws>
- Homeland Security Presidential Directive/HSPD-5: Management of Domestic Incidents. Accessed on 20 December 2013 at: <http://www.fas.org/irp/offdocs/nspd/hspd-5.html>
- 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>
- Presidential Policy Directive/PPD-8: National Preparedness. Accessed on 20 December 2013 at: <http://www.dhs.gov/presidential-policy-directive-8-national-preparedness>
- 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>

**FEMA Policy**

- 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>
- 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>

## Appendix C. Authorities and References

- The Federal Emergency Management Agency (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 Incident Management and Support Keystone, January 2011. Accessed on 20 December 2013 at: <http://www.fema.gov/media-library/assets/documents/26688>
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**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 Multnomah County Emergency Management Director

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

# D

## Acronyms and Glossary

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## Acronyms & Abbreviations

AAR	After Action Report
ADA	Americans with Disabilities Act
ARES	Amateur Radio Emergency Service
BOEC	Bureau of Emergency Communications
CENS	Community Emergency Notification System
CERT	Community Emergency Response Teams
Chair	Multnomah County Chair
CIKR	Critical Infrastructure and Key Resources
CMS	Center Management System
COOP	Continuity of Operations Plan
County	Multnomah County
DCA	Multnomah County Department of County Assets
DCHS	Department of County Human Services
EAS	National Emergency Alert System
EOC	Emergency Operations Center
Emergency Manager	Multnomah County Emergency Management Director
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
HVE	Hazard Vulnerability Analysis
IA	Incident Annex
ICS	Incident Command System

## Appendix D. Acronyms and Glossary

IDA	Initial Damage Assessment
IGA	Intergovernmental Agreement
IP	Improvement Plan
JIC	Joint Information Center
JIS	Joint Information System
MAC Group	Multi-Agency Coordination Group
MACS	Multi-Agency Coordination System
McARES	Multnomah County Amateur Radio Emergency Service
MCEM	Multnomah County Office of Emergency Management
MCHDM	Multnomah County Health Department
MCSO	Multnomah County Sheriff's Office
MOA	Memorandum of Agreement
MORE	Managing Oregon Resources Efficiently
MOU	Memorandum of Understanding
MYTEP	Multi-year Training and Exercise Plan
NGO	Nongovernmental Organization
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRF	National Response Framework
NSS	National Shelter System
ODOT	Oregon Department of Transportation
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
RACES	Radio Amateur Civil Emergency Services
RCC	Rescue Coordination Center

Appendix D. Acronyms and Glossary

RJIC	Regional Joint Information Center
RLST	Regional Logistics Support Team
SA	Support Annex
SBA	U.S. Small Business Administration
State	State of Oregon
TITAN	Oregon Terrorism Information Threat Assessment Network
USDA	United States Department of Agriculture
VA	Veterans Administration
VOIP	Voice Over Internet Protocol

## 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

## Appendix D. Acronyms and Glossary

makes the decision to establish an Area Command. An Area Command is 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

## Appendix D. Acronyms and Glossary

governmental and nongovernmental entities, more efficient, and ensures that the resources received are appropriate to their needs.

**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 Multi-Agency

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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.

**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

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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 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,

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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 (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

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

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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 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

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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 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; advising the Incident Commander 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

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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 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).

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**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.

**Multi-Agency 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 multi-agency committees, emergency management committees, or as otherwise defined by the Multi-Agency Coordination System (MACS).

**Multi-Agency 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.

**Multi-Jurisdictional 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.

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**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.

**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.

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**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 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

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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.

**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.

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**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 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

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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.

**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

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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 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.

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**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 designated members of the UC, often the senior persons from agencies

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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

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# **Emergency Support Function Annexes**

