

# MULTNOMAH COUNTY EMERGENCY OPERATIONS PLAN

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## 2025 Update



Photo: Motoya Nakamura, Multnomah County/Boat Passes Under New Sellwood Bridge During 2021 Wildfire Smoke Event

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## Acronyms and Glossary

AAR	After-Action Report
ADA	Americans with Disabilities Act
ARES	Amateur Radio Emergency Service
BOEC	Portland Bureau of Emergency Communications
CBO	Community Based Organization
CEMP	Comprehensive Emergency Management Plan
CENS	Community Emergency Notification System
CERT	Community Emergency Response Teams
CMS	Center Management System
COG	Continuity of Government
COOP	Continuity of Operations Plan
DCA	Multnomah County Department of County Assets
DCHS	Department of County Human Services
DCJ	Department of Community Justice
DCS	Department of Community Services
DHS	US Department of Homeland Security
EAS	National Emergency Alert System
EMAC	Emergency Management Assistance Compact
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FA	Functional Annex
FEMA	Federal Emergency Management Agency
HAZMAT	Hazardous Materials
HSD	Homeless Services Department
HSEEP	Homeland Security Exercise and Evaluation Program
IAP	Incident Action Plan
IC	Incident Commander

ICS	Incident Command System
IDA	Initial Damage Assessment
IGA	Intergovernmental Agreement
IMT	Incident Management Team
IA	Individual Assistance
IP	Improvement Plan
JIC	Joint Information Center
JIS	Joint Information System
MAC Group	Multi-Agency Coordination Group
MCEM	Multnomah County Office of Emergency Management
MCHD	Multnomah County Health Department
MCSO	Multnomah County Sheriff's Office
MESD	Multnomah Education Service District
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
MYTEP	Multi-year Training and Exercise Plan
NETs	Portland Neighborhood Emergency Teams
NGO	Nongovernmental Organization
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRF	National Response Framework
OCI	Office of Community Involvement
ODOT	Oregon Department of Transportation
OEM	Office of Emergency Management
OERS	Oregon Emergency Response Service
ORS	Oregon Revised Statutes
OSP	Oregon State Police
PA	Public Assistance
PIO	Public Information Officer
SBA	U.S. Small Business Administration
TITAN	Oregon Terrorism Information Threat Assessment Network
UFSWQD	Urban Flood Safety and Water Quality District
USDA	United States Department of Agriculture

WEA            Wireless Emergency Alert

## Abridged NIMS Glossary of Key Terms

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

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

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

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

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

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

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

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

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

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

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

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

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

**Common Operating Picture:** A broad view of the overall situation as reflected by situation reports, aerial photography, and other information or intelligence. **Communications Unit:** An organizational unit in the Logistics Section responsible for providing communication services at an incident or an EOC. A Communications Unit may also be a facility (e.g., a trailer or mobile van) used to support an Incident Communications Center.

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

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

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

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

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

**Emergency:** Absent a Presidentially declared emergency, any incident(s), human-caused or natural, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency 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 Operations Centers (EOCs):** The physical location at which the coordination of information and resources to support domestic incident management 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, and medical services), by jurisdiction (e.g., Federal, State, regional, county, city, tribal), or some combination thereof.

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

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

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

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

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

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

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

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

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

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

**Incident:** An occurrence or event, natural or human-caused, that requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, wildland and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes,

tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

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

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

**Incident Command System (ICS):** A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to 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 Commander (IC):** The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

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

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

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

**Initial Response:** Resources initially committed to an incident.

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

also ensures that it gets to those who need access to it to perform their missions effectively and safely.

**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 at the scene of the incident. Public information officials from all participating agencies should collocate at the JIC.

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

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

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

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

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

**Logistics:** Providing resources and other services to support incident management. Logistics Section: The section responsible for providing facilities, services, and material support for the incident.

**Major Disaster:** As defined under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5122), a major disaster is any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this Act to supplement the efforts and available resources of States, tribes, local governments,

and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

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

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

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

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

**Multi-Agency Coordination Systems:** Multiagency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of multiagency coordination systems include facilities, equipment, emergency operation centers (EOCs), specific multiagency coordination entities, personnel, procedures, and communications. These systems assist agencies and organizations to fully integrate the subsystems of the NIMS.

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

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

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

**National Disaster Medical System:** A cooperative, asset-sharing partnership between the Department of Health and Human Services, the Department of Veterans Affairs, the Department of Homeland Security, and the Department of Defense. NDMS provides resources for meeting the continuity of care and mental health services requirements of the Emergency Support Function 8 in the Federal Response Plan.

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

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

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

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

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

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

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

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

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

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

**Private Sector:** Organizations and entities that are not part of any governmental structure. It includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, and private voluntary organizations (PVO). **Processes:** Systems of operations that incorporate standardized procedures, methodologies, and functions necessary to provide resources effectively and efficiently. These include resource typing, resource ordering and tracking, and coordination.

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

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

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

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

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

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

**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 EOC.

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

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

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

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

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

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

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

**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).

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

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

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

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

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

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

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

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

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

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

**Type:** A classification of resources in the ICS that refers to capability. Type 1 is generally considered to be more capable than Types 2, 3, or 4, respectively, because of size; power; capacity; or, in the case of incident management teams, experience and qualifications.

**Unified Area Command:** A Unified Area Command is established when incidents under an Area Command are multijurisdictional. (See Area Command.)

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

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

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

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

## **Letter of Promulgation**

Multnomah County Code § 25.420 directs the Office of Emergency Management to “maintain(s) an emergency services coordination system by planning, preparing and providing for the mitigation, response and recovery coordination for emergencies and disasters in the County”, including the support of emergency response planning by all County departments and offices. In order to carry out these responsibilities, the following Emergency Operations Plan Part 1: Base Plan, and Part 2: Emergency Support Function Annexes for Multnomah County are hereby promulgated.

Approved:

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Chief Operating Officer  
Multnomah County, Oregon

## Letter of Agreement

Agreement to this Emergency Operations Plan (EOP), including the Base Plan and sixteen Emergency Support Function (ESF) annexes, represents a commitment by departmental and office leadership to coordinate during County response activations.

By signing this letter of agreement, County Departments and Offices agree to:

1. Provide leadership for the ESFs in which the Department or Office is identified as a primary or support agency in planning, training, exercising, and responding to emergencies.
2. Perform assigned roles and responsibilities as defined in this plan.
3. Implement the EOP concepts, processes, and structures when carrying out assigned roles and functional responsibilities.
4. Conduct operations in accordance with the National Incident Management System (NIMS), Incident Command System (ICS), applicable Homeland Security directives, the National Response Framework (NRF), and local adaptations to these systems as defined in this Base Plan.
5. Conduct planning and preparedness activities designed to ensure Department and Office staff can accomplish assigned emergency response responsibilities.
6. Comply with Title II of the 1990 Americans with Disabilities Act (ADA) and Section 504 of the 1973 Rehabilitation Act. Use [Chapter 7 of the ADA Best Practices Tool Kit for State and Local Government](#) and the [Federal Emergency Management Administration's Functional Needs Support Services in General Population Shelters](#) as best practices for providing accessible response services.
7. Support the development and maintenance of plans, operational procedures, functional annexes, and checklists to further outline assigned responsibilities when more detail is needed for key County response actions.
8. Maintain all related financial records related to emergency operations for declared emergencies in accordance with standard operating policies and procedures and in accordance with guidance from the Department of County

Assets Finance Division, Office of Emergency Management, and other applicable County procedures.

9. Establish, maintain, and exercise emergency notification and alerting procedures.
10. Maintain an inventory of department/office resources applicable to accomplishing assigned emergency functions.
11. Provide qualified department/office representatives to serve in the Emergency Operations Center (EOC) when activated.
12. Participate in approved drills, tests, and exercises.
13. Maintain a department or office specific Continuity of Operations (COOP) Plan.
14. Ensure a three-tier (or greater) line of succession for department or office senior positions, with authority to make decisions for committing organizational resources when the EOC is activated.
15. Safeguard vital records, including digital data, at all times.
16. Where appropriate, establish stand-by contracts for service, equipment, and other resources with private industry.
17. In cooperation with the Office of Emergency Management, establish mutual aid agreements to maintain liaisons with surrounding municipal, county, and military counterparts as appropriate.
18. Periodically review all emergency plans, policies, and procedures.
19. Support training opportunities for all personnel in their emergency responsibilities and procedures on a regular basis.
20. Coordinate resolution of after-action issues through an improvement plan process, in coordination with the Office of Emergency Management as needed, as a result of internal departmental/office review after each response and maintained until resolved.

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Communications Office - Julie Sullivan-Springhetti, Director

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Department of Community Services - Margi Bradway, Director

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Department of County Assets - Tracey Massey, Director

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Department of County Human Services - Mohammad Bader, Director

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Department of County Management - Chris Neal, Director and County COO

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Health Department - Rachael Banks, Director

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Office of Emergency Management - Chris Voss, Director

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Sheriff's Office - Nicole Morrisey O'Donnell, Sheriff

## Executive Summary

Under [Chapter 401 of the Oregon Revised Statutes \(ORS\)](#), Multnomah 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 (MCEM) to develop and implement a Comprehensive Emergency Management Plan (CEMP) for the County. The CEMP is composed of a series of plans designed to guide Multnomah County in conducting emergency management activities across the main mission areas of mitigation, preparation, response, and recovery. The CEMP is divided into four volumes that align with each of those for main mission areas. The EOP Base Plan and its supporting annexes are volume three in the CEMP, addressing emergency response.

The EOP provides a multi-functional, all-hazards framework for how Multnomah County will conduct emergency operations. The EOP supports the coordination of emergency services across County departments and offices, throughout the entirety of the County, and also in coordination with partner jurisdictions, districts, and other agencies. Emergency services outlined in the EOP are necessary to quickly return life and County operations to normal as soon as possible following an emergency. While many emergency situations are handled on a daily basis by first responders, the EOP provides an operational framework for when a more complex emergency requires a mutual understanding of procedures and operations beyond the scope of a single agency, office, or department. The principles of the [National Response Framework \(NRF\)](#) and [National Incident Management System \(NIMS\)](#), including the [Incident Command System \(ICS\)](#), are the key foundation of the County's overall response structure and operations.

The EOP includes this Base Plan and the Emergency Support Function (ESF) annexes. The Base Plan describes the framework for emergency operations and the emergency management structure. The ESF annexes divide elements of response into sixteen specific functions, with each having an assigned County primary lead office or department, with supporting organizations and cooperating partners defined to fully describe how those functions will be restored.

There are also Functional Annexes and Incident Annexes, which are part of the response volume of the CEMP but are not included in this document. Functional Annexes focus on functions or missions that are the most critical and relevant to daily

County operations, and provide more detailed courses of action than are found in the ESFs. They are typically associated with an ESF, where more detailed planning is required in a particular aspect of that function. Incident Annexes provide more specific emergency response procedures for specific hazards, and require planning across multiple ESFs, County departments and offices, and external partners.

The County implements the EOP as needed to mobilize resources to protect lives, property, and the natural environment in advance of, during, or in the aftermath of disasters. The plan reflects a whole community approach to emergency management and emphasizes the core belief that response resources must be directed to care for those most impacted in times of crisis, because of access and functional need or historical discrimination in accessing governmental services.

The EOP is intended to be read, understood, and exercised prior to an emergency. Each County department or office is responsible for ensuring preparation and maintenance of its own standard operating procedures, continuity of operations plan, resource lists, and notification/alert mechanisms that support their functions and capabilities as outlined in this plan.

## Plan Administration

The MCEM Director coordinates the review and revision of the EOP every two years and directs minor revisions based on lessons learned from exercises or events. Per State requirements, the EOP should be formally re-promulgated by the Board of County Commissioners once every four years. Changes to the annexes and appendices, and non-substantive updates to the Base Plan may be made by MCEM without Board of County Commissioners approval.

Due to delays from the lengthy COVID-19 activation, the regular EOP update cycle was paused and is currently being returned to a regular schedule of review, update, and promulgation as of this 2025 revision. Lessons learned from COVID-19, as well as a number of other major incidents since the last update, have been used to inform this update.

### 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 being disseminated and implemented by those with emergency response responsibilities.

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

Date	Change No.	Department	Summary of Change
2010	001	Multnomah County Emergency Management	Required Plan Update
2013	002	Multnomah County Emergency Management	State of Oregon revised review cycle
2015	003	Multnomah County Emergency Management	Plan Update
2018	004	Multnomah County Emergency Management	Required Plan Update
2025	005	Multnomah County Emergency Management	Required Plan Update; Revision to ESF Structure

**Table PA-2: Plan Distribution List**

Department/Office/Agency	Title
Multnomah County Chair's Office	Chair
Multnomah County, District 1	Commissioner
Multnomah County, District 2	Commissioner
Multnomah County, District 3	Commissioner
Multnomah County, District 4	Commissioner
Sheriff's Office	Sheriff
Chief Operating Officer	Chief Operating Officer
County Attorney's Office	County Attorney
Department of Community Justice	Director
Department of Community Services	Director
Department of County Assets	Director
Department of County Management	Director
Department of County Human Services	Director
County Health Department	Director, Regional Health Officer, Health Officer Operations Manager
County Library	Director
Homeless Services Department	Director
Office of Community Involvement	Director
Communications Office	Director
Office of Diversity and Equity	Director
Office of Sustainability	Director
City of Fairview	City Manager, Public Works Director

Multnomah County Emergency Operations Plan/Base Plan/Plan Administration

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City of Gresham	Emergency Manager
City of Maywood Park	Mayor
City of Portland	Director, Bureau of Emergency Management
City of Troutdale	City Manager, Public Works Director, Community Development Director
City of Wood Village	City Manager, Public Works Director
Sauvie Island Fire District	Chief
Corbett Fire District	Chief
TriMet	Emergency Manager
Metro	Emergency Manager
Multnomah Education Service District	Risk Manager
Urban Flood Safety and Water Quality District (UFSWQD)	Emergency Planner
Port of Portland	Emergency Program Manager
Regional Disaster Preparedness Organization	Managing Director
Clackamas County Disaster Management	Director
Clark Regional Emergency Services Agency	Director
Columbia County Department of Emergency Management	Director
Hood River County Emergency Management	Director
Washington County Office of Consolidated Emergency Management	Director

## Plan Lead Assignments

All County departments and offices are responsible for the development and maintenance of emergency plans and implementing instructions (standard operating procedures, checklists, etc.) related to their roles in County emergency response. The following table identifies agencies with lead roles in EOP annexes, which includes a responsibility of periodic review and update in coordination with MCEM. All County departments and offices should maintain awareness of all plans and annexes, and provide input as needed even if not in lead roles. Review of the EOP is ideally performed concurrently when other emergency plans and procedures are being updated to enhance consistency.

ESF numbers and functions match State of Oregon and Federal organization, although Multnomah County does not have all of the ESFs organized at those governmental levels. It is not desirable for MCEM to be the lead of all ESFs and other Annexes, as other departments and offices have more expertise in specific functions and MCEM is not large enough to lead all functional areas in a response. A broad collection of departmental or office leads enhances the response readiness of County government as a whole by supporting disaster preparation across the entire organization.

**Table PA-3: Plan Annex Leads**

Emergency Support Function Annexes	Lead County Department
ESF 1 - Transportation	Department of Community Services
ESF 2 - Communications	Department of County Assets
ESF 3 - Public Works	Office of Emergency Management
ESF 4 - Firefighting	Office of Emergency Management
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 - Public Health and Medical	Health Department
ESF 9 - Search and Rescue	Sheriff's Office
ESF 10 - Hazardous Materials	Office of Emergency Management
ESF 11 - Agriculture, Animals, and Natural Resources	Office of Emergency Management

Multnomah County Emergency Operations Plan/Base Plan/Plan Administration

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ESF 12 - Energy	Department of County Assets
ESF 13 - Law Enforcement	Sheriff's Office
ESF 14 - Business and Industry	Department of County Management
ESF 15 - Public Information	Communications Office
ESF 16 - Volunteers and Donations	Office of Emergency Management

	Functional Annexes	Lead County Department
FA 1	Damage Assessment	Multnomah County Emergency Management
FA 2	Debris Management	Office of Emergency Management
FA 3	Mass Shelter	Department of County Human Services
FA 4	Mass Fatality	Medical Examiner
FA 5	Fuel Management	Department of County Assets
FA 6	Reunification (in progress)	Department of County Human Services
FA 7	Children and Youth	Office of Emergency Management
FA 8	Volunteer Management (in progress)	Office of Emergency Management
FA 9	Alert & Warning (in progress)	TBD
FA 10	Evacuation (in progress)	Office of Emergency Management

	Incident Annexes	
IA 1	Catastrophic Earthquake Annex	Office of Emergency Management
IA 2	Catastrophic Incident Framework	Office of Emergency Management
IA 3	Terrorism Annex	Office of Emergency Management

# **PART 1 - BASE PLAN**

## **Chapter 1.1 - Introduction**

### **1.1.1 Purpose**

The Emergency Operations Plan (EOP) outlines Multnomah County's approach to all hazards - natural or human-caused - in order to protect the safety, health, and welfare of citizens and visitors throughout all emergency management mission areas. In this EOP, the utilizes the National Response Framework (NRF) and National Incident Management System (NIMS) as the foundation by which all emergency management activities will be conducted.

The objectives of this plan are to:

- Provide guidance on the primary responsibilities of Multnomah County during an emergency response.
- Integrate multi-departmental roles and responsibilities and coordination strategies into emergency operations, including regional partners.
- Guide strategic organization before, during, and following an emergency.
- Establish clear lines of authority and succession during any type of disaster or emergency.
- Establish the legal and organizational basis for managing emergency operations in Multnomah County in response to all types of disasters or emergencies.
- Define roles and responsibilities spanning various departments and offices, 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.
- Define how emergency services will be provided in a way that prioritizes equity.
- Establish order and timing of response operations.

## 1.1.2 Scope

The County implements this EOP when responding to an emergency incident or planned event with a size or complexity beyond what is normally handled through routine operations. Such occurrences may include natural, technological, or human-caused disasters and may impact unincorporated or incorporated areas, or a combination of both. This plan guides the County’s emergency operations while complementing and supporting response plans and procedures of responding agencies, other local governments, special districts and other quasi-public entities, non-profit/volunteer organizations, and the private sector.

## 1.1.3 Plan Activation

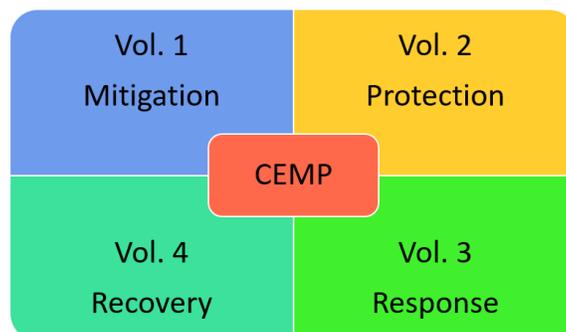
Once promulgated by the Board of County Commissioners, this plan is in effect and may be implemented in part or wholly to respond to incidents, health emergencies, and non-routine life safety issues in or affecting Multnomah County.

An emergency declaration is not required for this plan to be implemented, or to activate the Emergency Operations Center (EOC). The MCEM Director or designee may implement the EOP as deemed appropriate for a situation, at the request of an on-scene Incident Commander or other local emergency manager.

## 1.1.4 Plan Organization

The EOP lies within the suite of plans that make up the County’s Comprehensive Emergency Management Plan (CEMP). The CEMP contains four volumes that align with the widely established disaster cycle, as depicted in Figure 1-1.

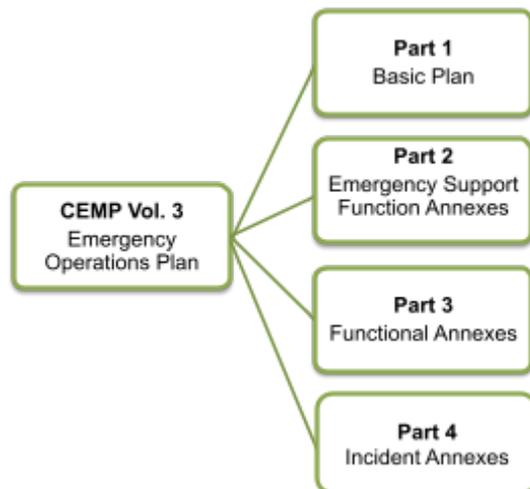
**Figure 1-1-1: Organization of Emergency Management Plans**



The EOP and associated annexes make up Volume 3 of the CEMP, focusing on response. There are four parts to the EOP:

- **Base Plan** - The primary document establishing the County’s emergency management structure and framework during response operations.
- **Emergency Support Function (ESF) Annexes** - Modeled from the National Response Framework, a set of response capabilities divided into functions that define critical tasks, capabilities, operational missions, resources, and roles and responsibilities when maintaining these functions becomes impossible in a disaster.
- **Functional Annexes** - Provide more detailed all-hazard planning for the purpose of coordinating critical emergency operations to meet specific mission areas most critical to existing County functions and capacities. Functional annexes are typically associated with an Emergency Support Function Annex, but may involve multiple functions and agencies/partners.
- **Incident Annexes** - Describe emergency response procedures for a specific hazard or disaster type. Incident annexes are designed to cross multiple functional areas and plan for aspects of incidents that challenge typical response operations planning.

**Figure 1-2: Multnomah County Emergency Operations Plan Organization**



## 1.1.5 Relationship to Other Plans

The Multnomah County EOP is designed to be consistent with response plans at all governmental levels:

- **Federal Plans** - Consistency with NIMS and the National Response Framework.
- **State Plans** - Consistency with Oregon Revised Statute (ORS) 401 and the [State of Oregon EOP](#).
- **Regional Plans** - Multnomah County is a member of the [Regional Disaster Preparedness Organization \(RDPO\)](#). The RDPO supports planning for issues of regional mutual concern during a disaster. When the EOP is updated, it is reviewed to reflect plans from the region as required to facilitate a common operating picture during large-scale incidents. Current RDPO member jurisdictions are: Clackamas, Columbia, Multnomah, and Washington Counties and the City of Portland in Oregon; and Clark County in Washington.
- **City Plans** - The Multnomah County EOP is intended to work in conjunction with the EOPs of cities primarily located in the County - the Cities of Fairview, Gresham, Maywood Park, Portland, Troutdale, and Wood Village. City officials have the 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 with the County. Cities provide copies of their current EOPs to MCEM.
- **Response Partner Plans** - Multnomah County is also served by a number of partner agencies, including Metro, the Port of Portland, TriMet, the Multnomah Education Service District (MESD), the Urban Flood Safety and Water Quality District (UFSWQD), and other partners. To the greatest extent possible, the County encourages coordination with these partners to design complementary EOPs, and the County will seek to continuously engage with response partners to ensure appropriate planning linkages.

## 1.1.6 Authorities

**Table 1-1-1: 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 2018)</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> </ul>

- ORS 401 Emergency Management and Services
- ORS 402 Emergency Mutual Assistance Agreements
- ORS 403 Public Safety Communications System
- ORS 404 Search and Rescue
- ORS 431 State and Local Administration and Enforcement of Health Laws
- ORS 433 Disease and Condition Control; Mass Gatherings; Indoor Air
- ORS 476 State Fire Marshal; Protection From Fire Generally
- ORS 477 Fire Protection of Forests and Vegetation

### Multnomah County

- Multnomah County Home Rule Charter
- Multnomah County Code, Chapter 25 § 410- 490, Non-departmental, Emergency Management
- Multnomah County Public Contract Review Board Rule 47-0280 - Emergency Procurements (2004)

In the context of this EOP, a disaster or major emergency is characterized as an incident requiring the coordinated response of all governmental 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 Multnomah County to establish an Office of Emergency Management and appoint an Emergency Management Director who is responsible for the organization, administration, and operation of the office. Pursuant to ORS Chapter 401, MCEM will, at a minimum:

- Coordinate planning activities necessary to prepare and maintain the County EOP.
- Manage and maintain the County Emergency Operations Center (EOC) from which County emergency and disaster response activities will be coordinated.
- Establish an incident command structure for management of incidents by local emergency service agencies.
- Coordinate with State and other County agencies to integrate effective practices in emergency preparedness and response in a manner consistent with NIMS.

In Multnomah County, MCEM is responsible for emergency management planning and response operations for unincorporated areas and the cities which do not have their own emergency management offices - Fairview, Maywood Park, Troutdale, and Wood

Village. The Cities of Gresham and Portland have agencies responsible for planning and operations within their jurisdictions. The County’s Emergency Management Director is responsible for support and coordination during emergency or disaster response in both incorporated and unincorporated areas of the County.

Multnomah County Code (MCC) establishes MCEM as the lead agency for planning and providing for the coordination of mitigation, preparation, response, and recovery in emergencies and disasters in the County (MCC § 25.420).

### **1.1.6.1 Mutual Aid and Intergovernmental Agreements**

State Law (ORS 402.010 and 402.015) authorizes local governments to enter into cooperative assistance agreements (e.g., Multi-County Omnibus Mutual Aid Agreement) with public and private agencies in accordance with their needs. Personnel, supplies, and services may be used by a requesting agency if the granting agency agrees to extend such services. However, without a mutual aid pact, State statutes do not provide umbrella protection to either party, except in the case of fire suppression pursuant to the Oregon State Emergency Conflagration Act (ORS 476). 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 may be accessed through MCEM. During an emergency, a local declaration may be necessary to activate these agreements and allocate appropriate resources.

## **1.1.7 Emergency Declarations**

### **1.1.7.1 Non-Declared Disasters**

The Multnomah County Chair, or their designee, may direct County departments and offices to respond to emergencies or disasters as outlined in this plan without a formal emergency declaration, 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 in a neighboring jurisdiction, the Emergency Operations Center (EOC) may be activated to monitor the situation,

coordinate activities among departments and offices, and ensure the County is prepared to rapidly respond in case an incident arises from the event.

### 1.1.7.2 Local Emergency Declarations

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

- 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 agreements.
- Providing specific legal protection for actions initiated under emergency conditions.
- Requesting State and/or Federal assistance to augment local resources and capabilities.

The County Attorney advises 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 designee or successor, the threat or actual occurrence of an emergency is of sufficient severity and magnitude to warrant a coordinated response by the various County departments, offices, and coordinating agencies. MCC § 25.450 (B) permits the emergency declaration to remain in force until the Chair or their designee or 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 their terminations from MCEM.

Appendix A details the declaration process and includes a sample Order Declaring an Emergency and a sample Resolution Requesting a Governor's Emergency Declaration.

### 1.1.7.3 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 of Oregon may declare a state of emergency to exist whenever, in their opinion, the safety and welfare of the people requires the exercise of emergency measures due to a threatened or actual disaster.

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.

### 1.1.7.4 Federal Emergency and Major Disaster Declarations

Under the provisions of the 1988 [Robert T. Stafford Act](#), a 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 state and local jurisdictions to effectively respond.

A presidential major disaster declaration puts long-term federal recovery programs into motion. Some of these programs 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 for this type of declaration 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 two major categories of disaster aid available under a major disaster declaration: Individual Assistance (IA) and Public Assistance (PA).

**Individual Assistance** is aid to individuals and households to assist those who have uninsured or under-insured necessary expenses and serious needs. The assistance is primarily used for housing support, including to return a home to a safe, sanitary, and functional residence.

- *Housing Assistance* to rent alternate housing while an applicant is displaced from their primary residence because of a disaster. Rental assistance may be used to rent a house, apartment, manufactured home, recreational vehicle, or other readily fabricated dwelling.
- *Lodging Expense Reimbursement* for hotels, motels, or other short-term lodging while an applicant is displaced from their primary residence because of a disaster.
- *Home Repair Assistance* to help homeowners replace an owner-occupied primary residence when damaged during a disaster.
- *Other Needs Assistance* includes financial assistance for uninsured or underinsured personal property losses and medical and dental related costs, some of which may be provided only if the survivors are not referred to or do not qualify for a disaster loan from the U.S. Small Business Administration. Other Needs Assistance may also include crisis counseling, disaster legal services, and disaster unemployment insurance.

**Public Assistance** is grant funding to state, tribal, territorial, and local governments, and certain types of private non-profits so communities can quickly respond to and recover from major disasters or emergencies. Public assistance grants 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 schools and other educational facilities.

### 1.1.7.5 Other Federal Emergency Declarations

Several federal agencies have independent authorities to declare disasters and 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 Small Business Administration (SBA) administrator 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 bio-terrorist attack.
- The U.S. Army Corps of Engineers (USACE) 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.

### 1.1.8 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. The Multnomah County Continuity of Government Annex describes how County elected and appointed officials can operate in an incident that threatens or incapacitates one or more of the County’s critical government functions and services.

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

- Line of succession (minimum of three levels) for essential departments and office 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.

**Table 1-1-2: Line of County Succession**

Emergency Policy and Governance	
1.	County Chair
2.	Senior Member of the Board of County Commissioners
3.	Sheriff
4.	Chair’s Designated Interim
5.	Sheriff’s Designated Interim

## **1.1.9 Continuity of Operations Planning**

Individual department and office heads within the County are responsible for developing and implementing their Continuity of Operations Plans (COOPs) to ensure the continued delivery of essential functions during an emergency. Essential functions include ongoing essential services and emergency response essential services.

Each department is responsible for:

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

The MCEM Director will provide guidance to department and office directors to support the maintenance of operations during an emergency.

## **1.1.10 Finance Authorities**

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 section is activated, the DOC finance unit and the EOC Finance 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 must be submitted to the EOC for filing FEMA Public Assistance reimbursement requests.

#### **1.1.10.1 Fiscal Resources**

Procurement for responding to incidents when a County emergency declaration has not been made will follow normal County and department procurement processes. Typically, purchases above \$25,000 require emergency procurement authority to be granted by the Chair. During a County-declared emergency, Multnomah County department directors and the MCEM Director, or 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.

#### **1.1.10.2 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 unappropriated fund balances as necessary to respond to an emergency situation, including natural disaster, civil disturbance or any public calamity.

#### **1.1.10.3 Liability**

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.

### **1.1.11 Safety of Employees and Family**

All department and office heads (or designees) are responsible for the safety of employees. Notification procedures for advising employees of incidents and emergencies and providing employee duty assignments will follow the required procedures established by each department and office. All departments and offices should have developed COOPs that 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 family's safety. Each employee should 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.

## **1.2 Situation and Planning Assumptions**

Multnomah County has a 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 earthquakes, floods, landslides, severe weather, wildfires, wildfire smoke and volcanoes. In recent years, climate change has increased the scope, frequency and severity of weather-related disasters, and this trend is projected to become even more pronounced in the future.

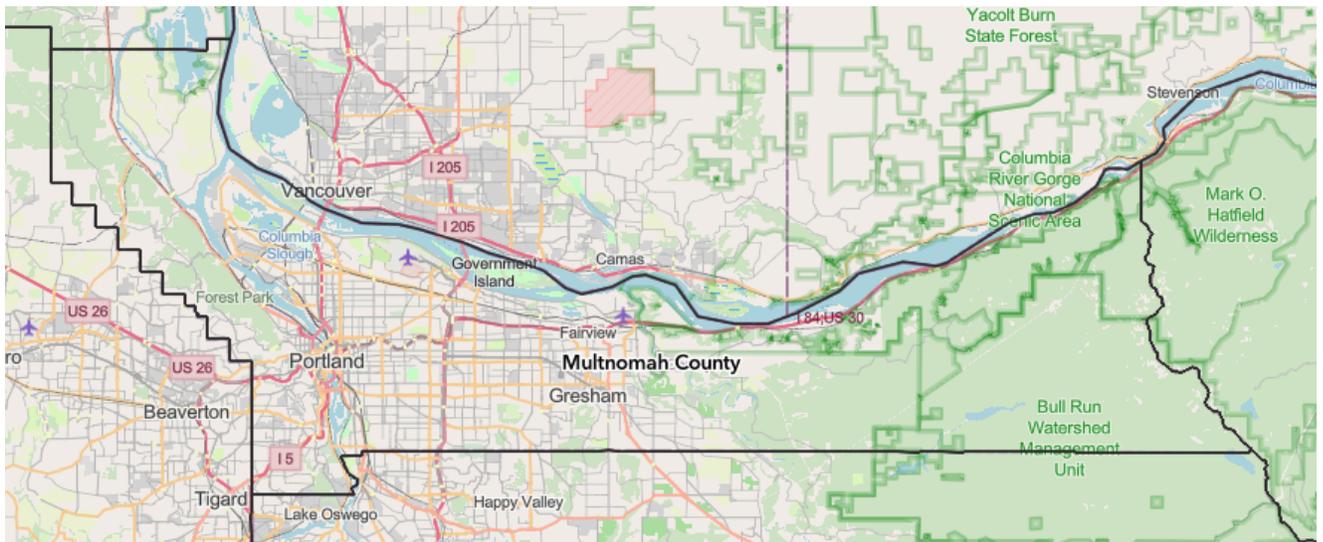
The threat of a technological and human-caused chemical, biological, radiological, nuclear or explosive incident is present as well. Other disaster situations could develop from hazardous material accidents, health-related incidents, critical resource shortages, critical infrastructure failure, major utility interruptions, major transportation accidents, workplace or school violence including acts of terrorism, and other scenarios. The EOP is intentionally flexible to ensure the County is operationally nimble and able to respond to any type of hazard that impacts the county.

### **1.2.1 Community Profile**

Multnomah County is, by far, the most populous county in the State of Oregon despite being the smallest by area, comprising only 465 square miles with more than 803,377 people (U.S. Census Bureau 2021). It is bounded by Columbia County and the Columbia River on the north, Washington County on the southwest, Clackamas County on the south, and Hood River County on the east. Multnomah County consists of a mix of highly dense urban settings, and rural forest and farmlands outside the urban growth boundary. Multnomah County includes the State's largest (Portland) and fourth-largest (Gresham) cities which combine to make up 95% of the County's population. Other incorporated cities in the urbanized County are Troutdale, Fairview, Wood Village, and Maywood Park.

The unincorporated west side of the County includes portions of the West Hills, the Tualatin Mountains, and Sauvie Island, one of the County's largest unincorporated communities, located in the Multnomah Channel with a single access point via the Sauvie Island Bridge. The unincorporated east side of the County includes the Columbia River Gorge, and Mount Hood National Forest, a number of private timber tracts, and several unincorporated communities, the largest being Corbett.

**Figure 1-2-1: Multnomah County Map**



## 1.2.2 Multnomah County Hazards

The Comprehensive Emergency Management Plan addresses all hazards, but it is important to be aware of the specific hazards to which Multnomah County is particularly exposed. Table 2-1 provides a list of the natural hazards that have been identified by Multnomah County as of highest risk, and the relative level of risk for each. Refer to the [2023 Multnomah County Multi-Jurisdictional Natural Hazards Mitigation Plan, Chapter 3](#), for specifics about hazard identification and risk assessment methodologies. The risk ratings below reflect the risk to Multnomah County as a whole, as determined by County plan participants, while other participating jurisdictions and special districts have different ratings for their boundaries.

**Table 1-2-1: Risk Assessment of Natural Hazards to Multnomah County**

Natural Hazard	Low	Moderate	High
Earthquake			
Flood			
Landslide			
Severe Weather (including Winter Storm, Extreme Heat, Windstorm, and Drought)			
Volcano			
Wildfire and Wildfire Smoke			

Multnomah County’s 2017 Human Caused and Technological Hazard Identification and Risk Assessment specifies the following hazards as of highest concern:

- Transportation Incidents
- Hazardous Materials Incidents
- Pipeline Incidents
- Critical Infrastructure Failure
- Utility Interruption/Failure
- Terrorism
- Workplace/School/University Violence
- Fuel/Resource Shortage

### **1.2.3 Populations at Risk**

This plan recognizes that people and places are situated differently and therefore need different things to prepare for, respond to and recover from a disaster, and will not have equal abilities and resources to meet those challenges. Throughout this plan and the annexes that support it, the County makes every effort possible to ensure equitable access to emergency services and support systems while taking into consideration the diverse needs of different communities.

All persons in the County have the primary responsibility for minimizing the impact of disasters through personal preparedness. This includes people with disabilities and their caretakers, others with access and functional needs, and those historically and currently underserved and under-represented communities. To the greatest extent possible, the County assists with this preparedness responsibility by ensuring that the community's needs have been taken into consideration during all emergency management phases, with a focus on people that have historically been disproportionately impacted by disaster events or have experienced past barriers to emergency management services.

For additional information on the places and people that constitute Multnomah County and the disparate impact hazards can have on our communities, refer to the *2023 Multnomah County Multi-Jurisdictional Natural Hazards Mitigation Plan, 1.6 Equitable Hazard Mitigation Planning*.

## **1.2.4 Animals in Disaster**

While the protection of human life is paramount, the need to care for companion animals and domestic livestock 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 Oregon Emergency Management.

## **1.2.5 County Capabilities**

Multnomah County government provides a range of countywide services and provides emergency response and support services to incorporated and unincorporated areas of the County. First response emergency services are provided by fire, law enforcement and public works services, some of which are provided by incorporated jurisdictions. In many cases, mutual aid and contractual agreements create the provision of shared essential services with one another.

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 Base 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, TriMet Transit Police Division
- Portland Police Bureau: City of Portland
- Port of Portland Police: Port of Portland

**Local fire departments (includes districts with any protection service boundaries in Multnomah County):**

- Corbett Fire (Previously called Rural Fire Protection District (RFPD) 14)
- Gresham Fire (Also provides contracted operations for RFPD 10 and the Cities of Fairview, Troutdale, and Wood Village)
- Lake Oswego Fire (Provides service in parts of Multnomah County and provides contracted operations for Riverdale RFPD)
- Portland Fire and Rescue
- Port of Portland Fire and Rescue
- RFPD #10
- Riverdale Rural Fire Protection
- Sauvie Island Fire
- Scappoose Fire
- Multnomah County Fire Defense Board (Countywide)

**Hazardous Materials (HazMat) teams serving Multnomah County and areas of responsibility:**

- Gresham/Multnomah HazMat #3: Gresham, East Multnomah County, Clackamas County, Jefferson County, Sherman County, Wasco County

- Portland HazMat #7: Portland, West Multnomah County, Columbia County

**Municipal emergency management:**

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

**Local critical infrastructure and transportation:**

- Fairview Public Works
- Gresham Public Works
- Metro
- Multnomah County Department of Community Services
- Port of Portland
- Portland International Airport
- Portland Bureau of Transportation
- Portland Water Bureau
- Sauvie Island Drainage District
- TriMet
- Troutdale Public Works
- Urban Flood Safety and Water Quality District
- Wood Village Public Works

**Health and human services:**

- Health Preparedness Organization (HPO)
- Multnomah County Department of County Human Services
- Multnomah County Health Department

## **1.2.6 Planning Assumptions**

Assumptions are made based on the expected effects from a disaster event that will likely impact Multnomah County. Assumptions are used to direct planning efforts.

- Emergencies impacting the County will vary in scope, scale and complexity, and may involve incident management activities at county, regional, state and federal levels.
- All or part of the County's response community, including public, private, volunteer and community sectors, will be needed to support response and recovery operations.
- People visiting or traveling through the County, including those who work in but live outside the County, will be in the County at the time of the disaster.
- People will be impacted differently by the event and will need different emergency services for their life safety and recovery.
- The ability of local governments 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.
- Community lifelines are vulnerable, interdependent, subject to cascading failures and often rely on complex supply chains that may also be impacted by the event.
- A major incident or disaster within Multnomah County will pose significant challenges for the transportation and supply chain infrastructure throughout the region.
- Widespread power and communications outages will require the use of alternate methods of providing public information and delivering essential services. Demand for information may exceed capacities.
- The effects of a major disaster will extend beyond the County, in which case many other areas of the Region and State will experience casualties, property loss and disruption of normal life-support systems.
- Local jurisdictions and their citizens will need 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.
- County and other local government employees and other agencies' employees may be assigned emergency duties that are different from those typically performed under non-emergency conditions.

- Recovery activities will be ongoing for an extended period of time following a disaster or major incident.

The following matters must also be taken into account by Multnomah County throughout the disaster cycle.

- A federal disaster declaration is needed to access certain types of emergency assistance.
- Resources will be distributed based on life safety and humanitarian needs.
- People and places will be impacted differently by the event and require different things to meet their basic life safety needs. Some examples include BIPOC communities, people with disabilities, children, people with medical conditions, people who experienced homelessness before the incident, families that have been separated by the incident, and people living in economic insecurity.
- Trust in government assistance within the local community will vary due to historical and cultural experiences with governmental entities.
- Individuals and communities recover more quickly when they remain together.

## **1.3 Roles and Responsibilities**

Internal and external partners may have various roles and responsibilities throughout the duration of the incident. Therefore, it is particularly important that the local command and coordination structure support response and recovery efforts with 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. To meet response goals, it is imperative to maintain depth of qualified staff within the command and coordination structure and response community.

### **1.3.1 Emergency Management Program Organizational Structure**

Multnomah County's emergency management program is composed of a wide range of partners that provide emergency management services and support the County's Emergency Operations Plan. This includes policymakers, the MCEM office, all County Departments and Offices, and many other partner agencies and organizations. Roles and responsibilities are described in the EOP to further clarify the County's emergency management program and structure.

Depending on the size or type of incident, the MCEM Director may 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 County's response structure will vary depending upon the location, size and impact of the incident. The County's emergency management program is composed of a policy-level function that comprises elected and executive leaders, and an operational-level that consists of County departments and offices and several public, private and nongovernmental stakeholders with specific response and support roles organized under the ICS/ESF structure.

### **1.3.2 Disaster Policy Group**

Multnomah County's Disaster Policy Group is responsible for advising the County Chair on setting strategic direction and policy for managing an emergency response.

As of 2025, the Disaster Policy Group includes:

- County Chair
- County Chair's Chief of Staff
- Sheriff or Sheriff's designee
- Chief Operating Officer (COO)
- County Attorney
- Chief Financial Officer (CFO)
- Human Resources Director
- Department of County Assets (DCA) Director
- Department of County Management (DCM) Deputy Director

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

- Evaluating incident situation status and trending concerns.
- Providing policy guidance, strategic intent, and authority as needed by the MCEM Director, EOC Incident Command and departments and offices directly involved in the response.
- Resolving cross-jurisdictional resource and policy issues.
- Guiding the equitable and efficient distribution of County resources.

### **1.3.3 Multnomah County Chair**

Pursuant to Multnomah County Code § 25.440 et seq., 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 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 law enforcement jurisdiction in an emergency.

- 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 an 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 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 an 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, or would have a designee available, for press conferences of countywide significance.

During an incident requiring the activation of Multnomah County's Continuity of Government Annex (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 Subsection 1.1.8.1 of this plan.

### **1.3.4 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, extending, modifying or terminating a declaration of emergency.
- Attending Public Information Officer (PIO) briefings.
- Assisting the emergency public information system in disseminating public information through established channels, including email and social media accounts.
- 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 their constituents.
- Channeling public inquiry through the established emergency public information process.

### **1.3.5 Chief Operating Officer (COO)**

The COO is responsible for overseeing the execution of Continuity of Operations Plans and emergency response operations. Responsibilities include the following tasks:

- Facilitating interdepartmental decision-making regarding continuity of operations and resource allocation.
- Maintaining situational awareness of the County's operational status and assuring communication among departments and offices.
- Providing policy guidance as needed for Multnomah County continuity of operations and the County's Incident Management Team(s) and/or the County's EOC.
- Evaluating the effectiveness of emergency response activities.
- Overseeing the execution of the authorities described in this plan.

### 1.3.6 Emergency Management Director

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

- 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.

**Table 1-3-1: Office of Emergency Management Line of Succession**

- |   |
|---|
| <ol style="list-style-type: none"><li>1. Emergency Management Director</li><li>2. Emergency Management Operations Division Chief</li><li>3. Emergency Management Logistics Division Chief</li><li>4. Emergency Management Planning Division Chief</li></ol> |
|---|

### 1.3.7 County Departments and Offices

All departments and offices are an integral part of the County's emergency management program. A department or office role may include supporting the EOC, contributing emergency response personnel, performing critical emergency missions, supporting emergency response activities or continuing essential services to the public.

### 1.3.7.1 Emergency Support Functions (ESFs)

The National Response Framework (NRF) uses ESFs to define the roles and responsibilities of federal departments on a national level. The State of Oregon EOP also uses the ESF organization to clarify roles and responsibilities of departments at the state level. Within Multnomah County, ESFs organize the collective capabilities of public, private and nonprofit emergency management partners into 16 functional areas of responsibility that are planned and prepared for, and can be activated as response units when basic EOC operations become unable to successfully manage impacts to that function. Each ESF identifies primary, supporting and cooperating agencies that will coordinate to perform that function's activities.

Emergency Support Functions all have a County department or office as lead, even when the function does not have a strong nexus to normal County operations. This reflects that the purpose of this plan is to fully define the County's response organization, and recognize that even in functional areas where the County does not have the primary response expertise it will still have a duty to ensure that successful coordinating partnerships and efficient resource support occur. County Departments with primary responsibilities are not expected to develop specific expertise across all areas of a function, but rather seek to build capacity and pre-event coordination to assist in standing up ESFs and identifying immediate resource needs, which may include requests for external expertise to lead ESFs as disasters grown in scale.

- **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. Typically, the primary department or office is chosen because their expertise is the most relatively aligned to the function among County units.
- **Supporting:** Supporting agencies for each ESF are those County departments and offices that have substantial roles to coordinate a function during major incidents.
- **Coordinating:** The County is supported by a variety of external 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 1-3-2: Emergency Support Function Descriptions**

ESF	Function	Description
ESF 1	Transportation	Coordinates governmental and nongovernmental organizations managing transportation systems to assess damage and maintain and restore transportation networks.
ESF 2	Communications	Coordinates governmental and nongovernmental organizations that provide communications and information technology to stabilize and re-establish systems and applications necessary to support response efforts and facilitate the delivery of information to emergency management decision-makers.
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	Supports first responder agencies detecting and suppressing wildland, rural and urban fires either as a standalone event or occurring coincidentally with a broader incident.
ESF 5	Information and Planning	Supports strategic and operational decision-making by collecting, analyzing and disseminating information about a potential or actual incident, and ensures proper record keeping, documentation and safeguarding of critical incident information.
ESF 6	Mass Care	Coordinates governmental and nongovernmental organizations managing the delivery of emergency mass care assistance, reunification, temporary housing, and other human services. Mass care activities include, but are not limited to: sheltering, prioritization of food and water delivery, emergency first aid, bulk distribution of emergency items, and family reunification support.

ESF	Function	Description
ESF 7	Resource Support	Coordinates governmental and nongovernmental organizations managing logistical support to acquire and distribute resources, including supplies, equipment, personnel, facilities and other assets necessary for effective disaster operations.
ESF 8	Public Health and Medical	Coordinates 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 ORS 433.
ESF 9	Search and Rescue	Supports first responder agencies conducting water, urban, and wilderness search and rescue operations during actual or potential emergencies.
ESF 10	Hazardous Materials	Supports first responder agencies conducting response operations resulting from a threat to public health, welfare or the environment caused by actual or potential releases of hazardous materials resulting from a natural, human-caused, or technological disaster.
ESF 11	Agriculture, Animals, and Natural Resources	Coordinates governmental and nongovernmental organizations managing the care of animals, the protection of the environment.
ESF 12	Energy	Coordinates governmental and nongovernmental efforts to collect, evaluate and share information on energy system damage and provide estimations on the effect to energy system outages within the affected area and establish temporary emergency energy production and transmission capabilities to support critical lifelines and facilities.
ESF 13	Law Enforcement	Supports law enforcement during emergency response operations. This support function is inclusive of general law enforcement duties, emergency police and public safety services.

ESF	Function	Description
ESF 14	Business and Industry	Coordinates governmental and nongovernmental efforts to work with the private sector during incidents requiring collaborative response to stabilize the local economy and utilize local private sector assets.
ESF 15	Public Information	Coordinates governmental and nongovernmental efforts to provide accurate, consistent, timely and accessible information to affected audiences, including governments, media, the private sector, and the whole local population, including those with access and functional needs and individuals with limited English proficiency.
ESF 16	Volunteers and Donations	Coordinates governmental and nongovernmental efforts to ensure the most efficient and effective utilization of unaffiliated volunteers and unsolicited donated goods during incidents requiring a local response.

**Table 1-3-3: Emergency Support Function Primary and Support Departments and Offices<sup>1</sup>**

ESF		MCEM	DCA	DCHS	DCJ	DCM	DCS	MCHD	MCSO	Comms	DA	Library	Attorney	OCI	HSD
1	Transportation	S	S				P		S						
2	Communications	S	P						S						
3	Public Works	P					S	S							
4	Firefighting	P													
5	Information & Planning	P	S			S		S	S	S			S		
6	Mass Care	S	S	P		S	S	S	S			S			S
7	Resource Support	S	S			P							S		
8	Public Health & Medical	S	S	S			S	P	S	S					

<sup>1</sup> MCEM - Emergency Management, DCA - County Assets, DCHS - County Human Services, DCJ - Community Justice, DCM - County Management, DCS - Community Services, MCHD - Health Department, MCSO - Sheriff's Office, Comms - Communications Office, DA - District Attorney's Office, Library, Attorney - County Attorney's Office, OCI - Community Involvement, HSD - Homeless Services

ESF		MCEM	DCA	DCHS	DCJ	DCM	DCS	MCHD	MCSO	Comms	DA	Library	Attorney	OCI	HSD
9	Search & Rescue	S							P						
10	Hazardous Materials	P						S	S						
11	Agriculture, Animals, & Natural Resources	P					S	S							
12	Energy	S	P												
13	Law Enforcement	S			S		S	S	P		S				
14	Business & Industry	S				P									
15	Public Information	S	S	S	S		S	S	S	P		S			
16	Volunteers & Donations	P	S	S	S	S	S	S		S		S		S	

### 1.3.7.2 Community Lifelines

In 2019, FEMA unveiled a new concept to assist with identifying and prioritizing restoration of critical community functions during the response phase. Per FEMA, *community lifelines* provide services that are critical to all other activities in society. Together they provide continuous operation of critical government and business functions and are essential to human health and safety or economic security. Eight fundamental lifelines have been identified:

- Safety and Security
- Food, Hydration, and Shelter
- Health and Medical
- Water Systems
- Energy
- Communications
- Transportation
- Hazardous Materials

These services are interdependent, vulnerable to cascading failure, and rely on complex supply chains. A disruption of these fundamental services can cause ripple effects through a community and, if not restored quickly, can affect the ability of the community and agencies to respond and contain the situation and begin recovery.

Therefore, rapid stabilization of these services is essential. Emergency managers use the community lifelines framework to provide decision makers with root cause and impact analysis. Understanding and assessing the impact an incident has in community lifelines helps establish incident priorities and objectives that drive response actions.

The Community Lifelines do not replace Emergency Support Functions. Rather, lifelines are a way for decision makers at all levels to quickly assess the impacts of a disaster on the community and identify areas to focus resources to restore systems that can prevent further impacts to residents, infrastructure and the community.

The National Response Framework establishes the framework and relationship between ESFs and the Community Lifelines. ESFs exist to deliver core capabilities to stabilize Community Lifelines to minimize impacts to the community and residents. Multnomah County activates Emergency Support Functions based on the size and scope of an incident as it is developing. Table 3-3 shows ESFs commonly used to stabilize each lifeline. When the EOC is identifying impacts to lifelines these or other ESFs may be activated.

**Table 1-3-4: Community Lifelines Description and ESF Crosswalk**

**Safety and Security**

	<b>Lifeline Components</b>	<b>Law Enforcement/Security, Fire Service, Search and Rescue, First Responder Safety, Evacuation, Government Service, Community Safety, Cybersecurity, Corrections Security</b>						
	<b>Associated Emergency Support Functions</b>	<b>ESF 2</b>	<b>ESF 3</b>	<b>ESF 4</b>	<b>ESF 5</b>	<b>ESF 8</b>	<b>ESF 9</b>	<b>ESF 13</b>
		Communications	Public Works	Firefighting	Mass Care	Public Health & Medical	Search & Rescue	Law Enforcement

**Food, Water, Shelter**

	<b>Lifeline Components</b>	<b>Food, Water, Shelter, Agriculture</b>						
	<b>Associated Emergency Support Functions</b>	<b>ESF 3</b>	<b>ESF 6</b>	<b>ESF 8</b>	<b>ESF 11</b>	<b>ESF 14</b>	<b>ESF 15</b>	
		Public Works	Mass Care	Public Health & Medical	Agriculture, Animals, & Natural Resources	Business & Industry	Volunteers & Donations	

**Health and Medical**

	<b>Lifeline Components</b>	<b>Infrastructure and service providers for Medical Care, Public Health, Patient Movement, Behavioral Health, Veterinary Support. Health and Medical Supply Chain, Fatality Management</b>					
	<b>Associated Emergency Support Functions</b>	<b>ESF 6</b> Mass Care	<b>ESF 8</b> Public Health & Medical	<b>ESF 11</b> Agriculture, Animals, & Natural Resources			

**Water Systems**

	<b>Lifeline Components</b>	<b>Potable Water Infrastructure, Wastewater Management</b>					
	<b>Associated Emergency Support Functions</b>	<b>ESF 3</b> Public Works	<b>ESF 8</b> Public Health & Medicals				

**Energy (Power & Fuel)**

	<b>Lifeline Components</b>	<b>Power Grid, Fuel</b>					
	<b>Associated Emergency Support Functions</b>	<b>ESF 3</b> Public Works	<b>ESF 12</b> Energy	<b>ESF 14</b> Business & Industry			

**Communications**

	<b>Lifeline Components</b>	<b>Communications Infrastructure, Responder Communications, Alert Warnings and Messages, Finance, 911 and Dispatch</b>					
	<b>Associated Emergency Support Functions</b>	<b>ESF 2</b> Communications	<b>ESF 14</b> Business & Industry	<b>ESF 15</b> Public Information			

**Transportation**

 <p>Transportation</p>	<b>Lifeline Components</b>	<b>Highway/Roadway/Motor Vehicle, Mass Transit, Railway, Aviation, Maritime</b>						
	<b>Associated Emergency Support Functions</b>	<b>ESF 1</b>	<b>ESF 3</b>	<b>ESF 14</b>				
		Transportation	Public Works	Business & Industry				

**Hazardous Materials**

 <p>Hazardous Materials</p>	<b>Lifeline Components</b>	<b>HazMat, Facilities, Pollutants, Contaminants</b>						
	<b>Associated Emergency Support Functions</b>	<b>ESF 8</b>	<b>ESF 10</b>	<b>ESF 12</b>				
		Public Health & Medical	Hazardous Materials	Energy				

**Energy (Power & Fuel)**

 <p>Energy (Power &amp; Fuel)</p>	<b>Lifeline Components</b>	<b>Power Grid, Fuel</b>						
	<b>Associated Emergency Support Functions</b>	<b>ESF 3</b>	<b>ESF 12</b>	<b>ESF 14</b>				
		Public Works	Energy	Business & Industry				

### 1.3.8 Special Districts and the Private Sector

Special districts and the private sector play significant roles in the community’s overall emergency management resilience and readiness posture.

Multnomah County contains special districts that have been granted authority to oversee specific critical community functions. These functions include providing transportation, public safety, public works, public education, and protecting developed floodplains.

Multnomah County also hosts a sizable 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, waste management, 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, participating 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 to the EOC, when activated, through appropriate channels.

### **1.3.9 Nongovernmental and Community-Based Organizations**

Nongovernmental (NGOs) and Community Based (CBOs) Organizations (including Mutual Aid organizations) play enormously important roles before, during and after an incident. In Multnomah County, these organizations provide shelter, emergency food supplies, counseling services and other vital support services to bolster the response and promote the recovery of disaster victims. These organizations collaborate with responders, governments at all levels, the private sector, and other agencies and organizations.

The roles of NGOs and CBOs in an emergency may include:

- Training and managing volunteer resources, including spontaneous and unaffiliated volunteers and donations.
- 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 and CBOs also participate in local training, exercise and planning activities to help build local capabilities and ensure organizational readiness to deliver these services.

### **1.3.10 Volunteers**

During a disaster, it is common that members of the community not previously affiliated with response organizations will be inspired to contribute their time and expertise. *ESF 16 – Volunteers and Donations Management* establishes County roles used to ensure the most efficient and effective utilization of unaffiliated volunteers and unsolicited donated goods during incidents requiring a local response.

MCEM works 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 are 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) - such as the City of Portland's Neighborhood Emergency Team (NET) program.

### **1.3.11 Individual Preparedness and Response Roles**

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

- Reducing hazards in their places of residence.
- Preparing emergency kits and household emergency plans, including family emergency communications plans when needed.
- Monitoring emergency communications.

- Volunteering with community organizations.
- Enrolling in emergency response training courses.

### **1.3.12 Municipalities**

Under the provisions of ORS 401.305, each city may establish an emergency management agency and appoint an emergency program manager. Cities that do so shall notify the County of the individual responsible for emergency management activities in their respective jurisdictions.

Any city not choosing to establish an emergency management agency may develop a cooperative intergovernmental agreement with the County, specifying the emergency management activities to be accomplished at each level. If a city takes no action to increase its emergency management capability, such an area will be considered in County planning and County resources will be deployed under the direction of Multnomah County to respond, when 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.

#### **1.3.12.1 Cities Without Emergency Management Programs**

Cities of Fairview, Maywood Park, Troutdale, and Wood Village:

- Maintain a current EOP for the city.
- Identify essential emergency services that the city does not provide.
- Notify the Multnomah County 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 Multnomah County.
- Assign a city representative to the County EOC, when needed.

#### **1.3.12.2 Cities With Emergency Management Programs**

Cities of Gresham and Portland:

- Develop and maintain an EOP for the city.
- Identify essential emergency services that the city does not provide.
- Activate the city emergency coordination center as required to support emergency response within the city limits, and notify the MCEM 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 Multnomah County.
- The city must exhaust/maximize its own internal resources, including inventories on hand, existing delegated purchasing authority, and preapproved procurement processes with their contractors and vendors, and existing mutual aid agreements before escalating requests to the County EOC.
- Provide situation reports and damage assessment information to Multnomah County EOC.

### **1.3.13 State of Oregon**

The State of Oregon emergency organization, as defined in the State EOP, can be activated through the Oregon Office of Emergency Management (OEM). OEM 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.) must be exhausted or projected to be exhausted before a county requests state assistance.

### **1.3.14 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 NRF.

## 1.4 Concept of Operations

Multnomah County is responsible for emergency management and protecting life and property of citizens within this jurisdiction. The 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 the EOP will be based on the following priorities:

- **Life Safety:** Efforts to save lives and operations that minimize risks to public health and safety.
- **Property and Infrastructure:** 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 natural environment.

### 1.4.1 Emergency Operational Levels

Once promulgated by the Board of County Commissioners, the EOP is in effect and will be considered active. Emergency situations may require certain elements of the EOP 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.

#### 1.4.1.1 Routine Operations

During routine operations, MCEM 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, MCEM has a Duty Officer program with someone on call 24 hours per day and seven days per week. The Duty Officer is rotated amongst the MCEM staff during regular work hours and MCEM management during off-work hours. Key responsibilities include ensuring the ability to receive alerts and warnings, make critical notifications, and initiate emergency protocols including recommending an escalation in the level of EOC operations.

### 1.4.1.2 Enhanced Operations

During enhanced operations, increased monitoring capability is required, 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.

### 1.4.1.3 Partial EOC Activation

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 an expanded Planning Section and other Management and General Staff, as required.

### 1.4.1.4 Full EOC Activation

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

**Table 1-4-1: EOC Activation Levels**

Operational Level	Notification	Documentation	Example
<b>Routine Operations</b>	As required	Email notifications, information requests, and updates.	
<b>Enhanced Operations</b>	<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>	Above, plus Situation Report	<ul style="list-style-type: none"> <li>● Severe weather warnings and alerts</li> <li>● Emergency events with potential to demand greater resources</li> <li>● Events of high profile or political nature</li> </ul>

Operational Level	Notification	Documentation	Example
<b>Partial EOC Activation</b>	Above plus: <ul style="list-style-type: none"> <li>• Department Directors</li> <li>• Regional Emergency Managers</li> <li>• Portland Bureau of Emergency Communications (BOEC)</li> <li>• State Office of Emergency Management (OEM)</li> </ul>	Above, plus EOC Action Plan (EAP)	<ul style="list-style-type: none"> <li>• Large-scale emergencies</li> <li>• Severe weather sheltering</li> <li>• Local flooding</li> <li>• Small HazMat Incident</li> <li>• Isolated evacuations</li> </ul>
<b>Full EOC Activation</b>	Same as partial	Above plus Incident Action Plan (IAP)	<ul style="list-style-type: none"> <li>• Large HazMat Incident</li> <li>• Multi-Casualty Incident</li> <li>• Severe Weather Damage and Flooding</li> <li>• Large-scale mass care requirement</li> </ul>

### 1.4.2 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 National Incident Management System (NIMS) classifies events into five types, in a hierarchy depending on the response infrastructure that each event will require. Each event type includes a sampling of local or regional scenarios to help clarify the complexity.

**Table 1-4-2: NIMS Incident Levels**

NIMS Type	Unplanned	Planned	Scenario Characteristics	Command Elements	Coordination Elements
V	Three-alarm fire	Concert	<ul style="list-style-type: none"> <li>• Single entity</li> <li>• No countywide response organization</li> </ul>	Field Operations	Response Agency Dispatch
IV	<ul style="list-style-type: none"> <li>• Major power outage</li> <li>• Normal Winter Storm</li> </ul>	Visiting Dignitary	<ul style="list-style-type: none"> <li>• Single operational period</li> <li>• Multiple response functions enabled</li> </ul>	<i>Above plus:</i> Incident Command Post	<i>Above plus:</i> <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 High School active shooter</li> <li>• Extreme Winter Storm</li> <li>• Heat Dome</li> </ul>	Rose Festival	<ul style="list-style-type: none"> <li>• Impact within local County</li> <li>• Multiple Operational Periods - Multiple Day Duration</li> <li>• Regionally Significant</li> </ul>	<i>Above plus:</i> Unified Command	<i>Above plus:</i> County and/or City EOC
II	<ul style="list-style-type: none"> <li>• 1996 Oregon Floods</li> <li>• Nisqually Earthquake</li> </ul>	Track and Field World Championships	<ul style="list-style-type: none"> <li>• Multiple County impact</li> <li>• Multi-Day to Week Duration</li> <li>• National Interest</li> </ul>	<i>Above plus:</i> Area Command	<i>Above plus:</i> Regional Coordination State EOC
I	<ul style="list-style-type: none"> <li>• Vanport Flood</li> <li>• Mount St. Helens eruption</li> <li>• Oso Mudslide</li> <li>• Cascadia Subduction Zone Earthquake</li> </ul>	Olympic Games	Regional Scope Multi-Week to Month Duration Nationally Significant	<i>Above plus:</i> Joint Field Office (JFO)	<i>Above plus:</i> FEMA National Response Coordination Center (NRCC)

## **1.4.3 Incident Management Phases**

### **1.4.3.1 Activation - 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), Portland Bureau of Emergency Management (PBEM) Duty Officer, other 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 (ARES)/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 Portland 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)

### **1.4.3.2 Activation - EOP 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 MCEM Director or designee may implement the EOP as deemed appropriate for the situation. In addition, the MCEM Director 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 Manager may request that the Multnomah County Chair declare a state of emergency.

### **1.4.3.3 Activation - Notification**

MCEM maintains a monitoring and notification capability at all times through the on-call Duty Officer program. 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 or an emergency has been declared, all departments, offices, and other partners 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.
- 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 operations at any time.

The Multnomah County Communications Office, as the primary agency for *ESF 15 - 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 Plans (COOPs).

### 1.4.3.4 Response - 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 Operations Section and supporting activated 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 people.
- Provisions for people with disabilities and other access and functional needs, including unaccompanied children.
- Provisions for animals.
- 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.

### 1.4.3.5 Response - 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 describe the operational objectives of the response. Crisis action plans may also include plans tailored for specific missions, contingency plans, and demobilization and recovery plans.

#### **1.4.3.6 Response - Resource Management and Logistics**

Resource management will be conducted in accordance with NIMS and ICS. This includes identifying resources prior to a disaster, maintaining resource lists and contact information of 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.
- Personnel, staff, equipment and facilities belonging to neighboring jurisdictions, through local mutual aid agreements.
- Private sector resources, through acquisitions, purchasing or Memoranda of Understanding (MOUs).
- State of Oregon resources, including the National Guard, through the Oregon Office of Emergency Management (OEM).
- Federal government resources, under the National Response Framework (NRF), after the Governor's State of Emergency Declaration.

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, most assistance requests to the state are 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 County EOC to the State OEM Director according to provisions outlined under ORS

Chapter 401. See *ESF 7 – Resource Support* for detailed information regarding available resources and coordination procedures established for the County.

The Oregon State Operations Officer coordinates with the agencies represented in the State Emergency Coordination Center (ECC) to determine the best way to support local government requests. Local government requests will be made by the MCEM Director 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 EOC, the originating requesting agency or the on-scene Incident Commander as agreed by the entities concerned. The EOC Manager makes final decisions in cases of conflicting interest, such as competing resource requests and other prioritization concerns.

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 Department of the State Fire Marshal. This Act allows the State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations. The local fire chiefs and Multnomah County Fire Defense Board Chief assess the status of an incident 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.

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 ECC. 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.

### **1.4.3.7 Demobilization**

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

The following issues will be considered when demobilizing:

- Identification of surplus resources and probable resource release times.
- Demobilization priorities, as established by the on-scene Incident Commander and/or EOC Manager.
- Released or demobilized response resources, as approved by the on-scene Incident Commander and/or EOC Manager.
- Repair and maintenance of equipment, if necessary.
- Assistance required for cost recovery and reimbursement.
- Completion of incident After Action Reports (AARs) and Improvement Plans (IPs).

The Multnomah County Chair, with advice from the Emergency Management Director 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.

#### 1.4.3.8 Transition to Recovery

Although there is no clear line between the response and recovery phases, the command, 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 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 CEMP Volume Part 4 details the recovery process, with an updated County Recovery Plan planned in the future.

## **1.5 Direction, Control, and Coordination**

The ultimate responsibility for command and control of County departments and resources lies with the Chair, however, the MCEM Director will maintain direction and control of the emergency management program, unless otherwise delegated. County emergency operations, both on-scene and in the EOC, will be conducted in a manner consistent with 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.

### **1.5.1 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 an ICS organization, the on-scene Incident Commander will notify the MCEM Director 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.

### **1.5.2 Unified Command**

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

### 1.5.3 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 DOC or EOC.
- Ensures proper incident management and effective communications, and provides for personnel accountability and a safe operating environment.

### 1.5.4 County Department Operations Centers (DOCs)

DOCs can serve as a central point for directing emergency response and 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 ESFs or, in some cases, some of their operations may shift to task forces managed through the EOC.

### 1.5.5 County Emergency Operations Center (EOC)

#### 1.5.5.1 Purpose

The 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, nongovernmental organizations, private industry, the State of Oregon, and any federal responses within Multnomah County. **The location of the Multnomah County EOC is the Second Floor of the Multnomah Building, 501 SE Hawthorne Boulevard, Portland, OR 97214.** 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 resource requests, and procurement and utilization of resources.

### 1.5.5.2 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 coordination role for many geographically 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.

### 1.5.5.3 Interagency Task Forces (ITFs)

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 and may fall under an ESF or under a separate branch in the Operations Section. ITFs also may 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 IMT supported by the EOC.

## **1.5.6 County EOC Interfaces**

### **1.5.6.1 Incident Command Interface**

Any Incident Commander operating within Multnomah County may request support from the County EOC. Some examples include 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.

### **1.5.6.2 City EOC Interface**

The City of Gresham and the City of Portland each have an Emergency Operations/Coordination Center (EOC or ECC) plan that would provide overall support and coordination for incidents that occur within their jurisdictions. For incidents that occur within these cities, the local EOC/ECC takes the lead in supporting incident commanders within the jurisdiction. Depending on the situation, the County EOC may co-locate at the city EOC/ECC, send an agency representative to the city EOC/ECC, or deploy ESF or interagency task forces to a city EOC/ECC to support city emergency response operations.

In cases where the incident occurs within Troutdale, Wood Village, Fairview or Maywood Park (communities without Emergency Management offices), 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 timeline 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.

- 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, while a Liaison Officer may be appointed to coordinate with cities in smaller incidents.

### 1.5.6.3 DOC Interface

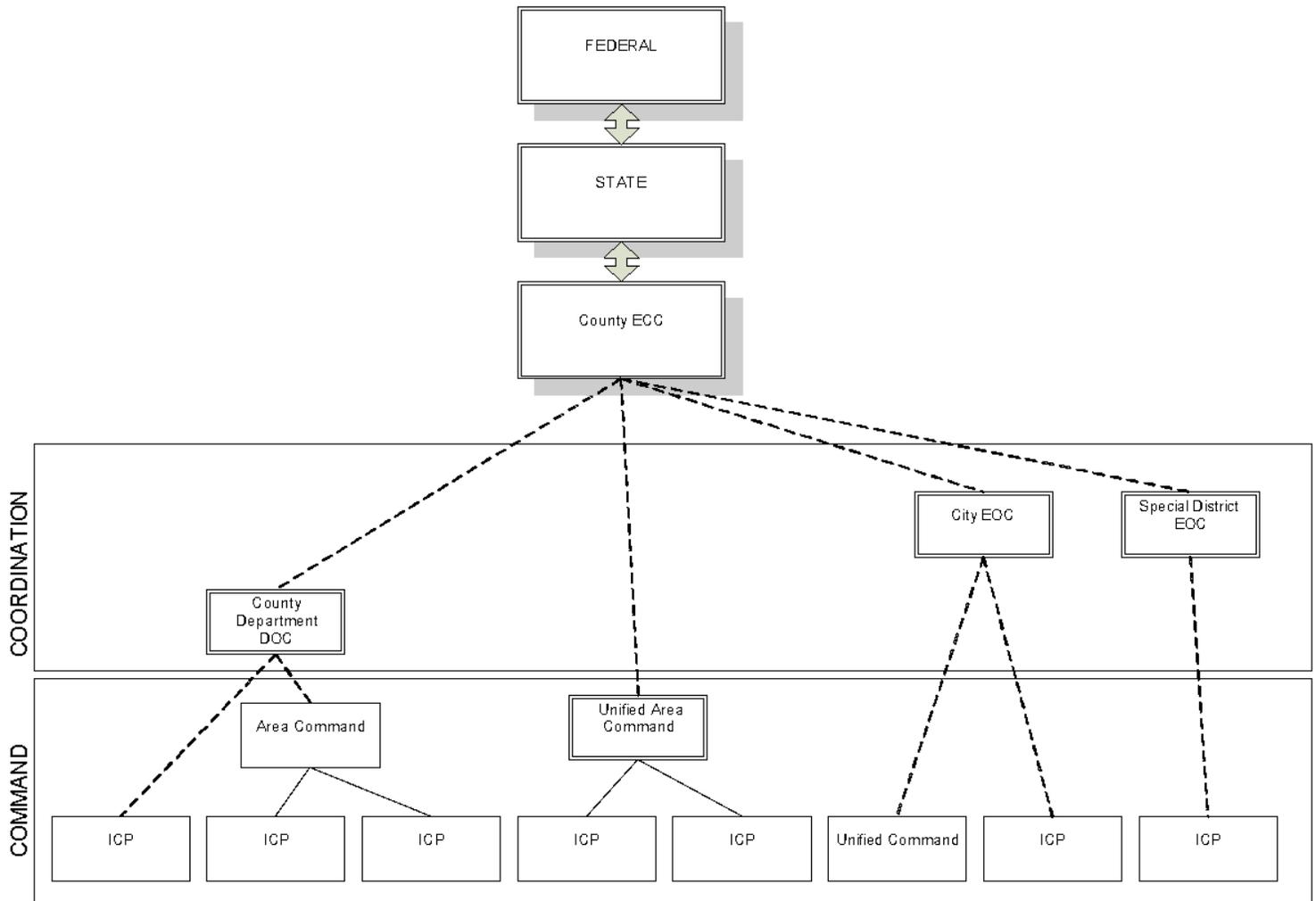
County departments and offices may establish DOCs staffed by agency personnel to support emergency operations by managing agency resources, managing administrative functions relevant to the incident, coordinating exchange of equipment, enhancing agency continuity of operations, and providing assistance to agency personnel assigned to the EOC. In these circumstances, individuals at the EOC serve 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.

### 1.5.6.4 Special Districts and Private Sector Interface

Special districts and the private sector may establish Emergency Operations/Command Centers to handle service and business continuity and emergency response situations pertinent to their organization. Some of these organizations are identified as Cooperating Agencies within ESFs. 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.

## 1.5.7 Multi-Agency Coordination

Figure 1-5-1: EOC Interface Diagram<sup>2</sup>



### 1.5.7.1 Complex Incident Management

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

<sup>2</sup> ICP are Incident Command Posts, where on-scene tactical functions are performed.

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 ICS. ICS 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

### 1.5.7.2 Joint Information System (JIS)

A JIS is the processes, procedures and systems for communicating timely and accurate information to the public during crisis or emergency situations. Activities of a JIS may include:

- Developing and delivering coordinated interagency messages.
- Developing, recommending and executing public information plans and strategies.
- Advising on public affairs issues that could affect the incident management effort.
- Addressing and managing rumors and inaccurate information that could undermine public confidence.

Within Multnomah County, a Joint Information Center (JIC) may be established to provide public information during emergency operations. The JIC is a central location where public information professionals from multiple jurisdictions and/or organizations work together to ensure public information is consistent, timely, appropriate, and accessible.

### 1.5.7.3 Multi-Agency Coordination (MAC) Groups

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 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 MAC 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.

## **1.6 Plan Development, Maintenance, and Implementation**

### **1.6.1 Plan Review and Maintenance**

The EOP will be reviewed and revised at least once every two years. Revisions also may be 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 Base Plan, may be made by MCEM without formal Board of County Commissioners approval. A review will:

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

In addition, lead agencies will review annexes and appendices when their respective departments have roles in those functional areas.

Recommended changes may be forwarded to:

ATTN: Director, Multnomah County Emergency Management  
501 SE Hawthorne Boulevard  
Portland, OR 97214

Or electronically to: [duty-officer@multco.us](mailto:duty-officer@multco.us)

### **1.6.2 Training**

Incorporating ICS and NIMS concepts in all facets of an emergency requires training and preparing essential response staff and supporting personnel. 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.

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

Current training and operational requirements set forth under NIMS have been adopted and implemented by the County (see minimum training requirements in Table 6-1 below). MCEM maintains records and lists of training received by County personnel.

Training requirements apply to all first responders, 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 1-6-1: Emergency Response Training Requirements**

Emergency Personnel Training by Role	Required Training
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 or EOC	ICS-100, -200, -300, -400 IS-700a, -701a
<b>Additional Specialized Trainings</b>	
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

[https://www.oregon.gov/oem/Documents/NIMS\\_Who\\_Takes\\_What\\_2021.pdf](https://www.oregon.gov/oem/Documents/NIMS_Who_Takes_What_2021.pdf)

FEMA independent study courses can be found at

<https://training.fema.gov/is/crslist.aspx?lang=en>

### **1.6.2.1 Multi-Year Training and Exercise Program (MYTEP)**

The County maintains a 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 most current MYTEP may be requested from 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 (HSEEP) procedures and tools to develop, conduct and evaluate these exercises. Information about this program can be found at

<https://www.fema.gov/emergency-managers/national-preparedness/exercises/hseep>

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

### **1.6.3 Event After-Action Reporting and Improvement Planning**

In order to document and track lessons learned from exercises, the exercise lead will facilitate a review with participants after each exercise. The exercise director also will 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 completed 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 shortcomings and strengths, and recommend ways to improve operational readiness. Recommendations may include future exercise events and programs. MCEM will ensure that equipment, training and planning shortfalls identified following an incident are addressed, to the extent possible, by the County's emergency management partners.

AARs are essential for identifying issues that impede operations or innovative approaches that were introduced during the response and 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 ESF agencies may 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.

## **1.6.4 Community Outreach and Preparedness Engagement**

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/departments/office-emergency-management>.

## **1.6.5 Funding and Sustainment**

It is a priority of the County to fund and maintain an emergency management office that ensures the County's ability to respond to and recover from disasters. The MCEM Director 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.

# APPENDIX A

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## Sample Emergency 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:  

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- 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:
- 

NOW, THEREFORE, the following Executive Rule is adopted:

1. The (County Chair/Senior Board Member/Chair’s designated interim/Sheriff’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).

<p>FOR THE MULTNOMAH COUNTY CHAIR</p>          <p>By: _____</p>	<p>REVIEWED:</p>          <p>COUNTY ATTORNEY FOR MULTNOMAH COUNTY, OREGON:</p>          <p>By: _____</p>
<p>County Chair/Senior Board Member/Sheriff/Chair’s Designated Interim/Sheriff’s Designated Interim</p>	

**MULTNOMAH COUNTY, OREGON**

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

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

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

---
  
- 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:
- 

f. On behalf of Multnomah County, the (County Chair/Senior Board Member/Chair’s designated interim/Sheriff’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/Sheriff’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/Sheriff’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 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).

<p>FOR THE MULTNOMAH COUNTY CHAIR</p>          <p>By: _____</p> <p>County Chair/Senior Board Member/Sheriff/Chair's Designated Interim/Sheriff's Designated Interim</p>	<p>REVIEWED:</p> <p>COUNTY ATTORNEY FOR MULTNOMAH COUNTY, OREGON:</p>          <p>By: _____</p>
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**MULTNOMAH COUNTY, OREGON**

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

**Implementation of Emergency Measures**

- a. Pursuant to ORS 401.305 Multnomah County has established an Emergency Management Agency directly responsible to the County Chair and the County Board of Commissioners. (Multnomah County Code § 25.440)
- b. Multnomah County Code § 25.440(A), delegates executive authority in times of emergency to the County Chair to take appropriate actions to respond to an emergency. In the Chair's absence or inability to perform the functions of office, executive authority passes to the most senior member of the Board, or in the senior member of the Board's absence or inability, the Sheriff, or in the Sheriff's absence or inability, the Chair's designated interim, or in the Chair's designated interim's absence or inability, the Sheriff's designated interim.
- c. The Chair is authorized to adopt Executive Rules to implement and enforce provisions of the Multnomah County Code and to carry out the Chair's duties under the Charter. (Multnomah County Code § 7.007)
- d. A State of Emergency was declared by Executive Rule No. \_\_\_\_\_ dated  
\_\_\_\_\_.

e. Check the following if applicable:

- The Board extended the State of Emergency until \_\_\_\_\_.  
(Multnomah County Code §25.450(B))

f. WHEREAS, ORS 401.309 and Multnomah County Code § 25.420 authorize Multnomah County to prepare for and carry out any activity to prevent, minimize, respond to or recover from an emergency.

g. WHEREAS, ORS 401.315 provides that the County “may enter into contracts and incur obligations necessary to mitigate, prepare for, respond to or recover from emergencies or major disaster. A County shall assess whether an emergency exists.” Multnomah County Administrative Rule (MCAR), PCRB § 47-0280 (3) provides that the “Chair is authorized to declare the existence of an Emergency and to authorize execution of contracts in any amount required by Emergency circumstances.” MCAR PUR-1 XI.B.4. provides that the Chair may grant an emergency exemption to competitive procurement requirements for personal services contracts when the Chair finds that unforeseen circumstances create a substantial risk of loss, damage, interruption of services or threat to public health or safety.

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:
- 

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:

---

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

---

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

---

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

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

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

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

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

FOR THE MULTNOMAH COUNTY CHAIR

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

REVIEWED:

COUNTY ATTORNEY FOR MULTNOMAH COUNTY, OREGON:

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

# APPENDIX B

## Mutual Aid 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:

Date	Type of Agreement	Description
2023-2025	Shelter Supply Storage	Agreements with local Special Districts or unincorporated communities for them to maintain caches of shelter equipment and use them in accordance with the Mass Shelter Plan when cut off from response support.
2018 - ongoing	Shelter Facility Agreements	Agreements with property owners to use facilities during severe weather activations or for potential use as Mass Shelter Village sites.
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

Date	Type of Agreement	Description
		agreement may share equipment, materials or services with 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 (ARES) Amateur Radio MOU	MCEM and ARES 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 material to public and private partners in support of emergency response operations by the parties to this agreement.
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.

Date	Type of Agreement	Description
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 the 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.

# APPENDIX C

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## Authorities and References

### Authorities

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#### 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)
- ONational 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 and including the Disaster Mitigation Act (2000), in the Pets Evacuation and Transportation Standards Act (2006) and Disaster Recovery Reform Act (DRRA (2018).
- Public Law 107-296 The Homeland Security Act of 2002 – 6 USC 313(A)(1)(a)
- Public Law 109-295 The Post-Katrina Emergency Management Reform Act (2007)  
Title III

## State of Oregon

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

## Multnomah County

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

## References

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### Federal

- [Homeland Security Act of 2002](#) (Public Law 107-296).
- [Homeland Security Presidential Directive/HSPD-5: Management of Domestic Incidents](#).
- [Post-Katrina Emergency Management Reform Act of 2006](#) (Public Law 109-295).
- [Presidential Policy Directive/PPD-8: National Preparedness](#). 2011
  - [National Preparedness Goal](#)
  - [National Preparedness System](#)
  - [National Planning Frameworks](#)
  - [National Response Framework](#)
  - [National Disaster Recovery Framework](#)
- [Robert T. Stafford Disaster Relief and Emergency Assistance Act](#) (Public Law 93-288) as amended through March 2024.

### FEMA Policy

- [Crisis Response and Disaster Resilience 2030: Forging Strategic Action in an Age of Uncertainty](#), January 2012.
- [Developing and Maintaining Emergency Operations Plans, Comprehensive Preparedness Guide \(CPG\) 101](#), Version 2.0, November 2010.
- [Planning Considerations: Disaster Housing](#), April 2025.
- [FEMA Strategic Plan, FY 2022-2026](#).
- [National Disaster Recovery Framework](#), Third Edition, December 2024.
- [20 Years of the National Incident Management System](#), 2024.

- [National Preparedness Goal](#), March 2025.
- [National Response Framework](#), Fourth Edition, October 2019.
- [A Whole Community Approach to Emergency Management: Principles, Themes, and Pathways for Action](#), FDOC 104-008-1, December 2011.

## State

- [Emergency Declaration Guidelines for Local Elected and Appointed Officials](#). April 2024 Update
- [Oregon Administrative Rules \(OAR\) Chapter 104: Oregon Department of Emergency Management](#).
- Oregon Revised Statutes (ORS) 2011 Edition. Chapters 401 through 404.
  - [Chapter 401](#), 2023 Edition
  - [Chapter 402](#), 2023 Edition
  - [Chapter 403](#), 2023 Edition
  - [Chapter 404](#), 2023 Edition
- Oregon State Fire Marshal, [Oregon Fire Service Mobilization Plan](#). 2024.
- [State of Oregon Emergency Operations Plan](#), as revised June 2024.

## Regional

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

## County

- [Multnomah County Multi-Jurisdictional Natural Hazards Mitigation Plan \(NHMP\)](#)
- [Multnomah County Community Wildfire Protection Plan \(CWPP\)](#)
- Copies of the following documents can be obtained by contacting the Multnomah County Emergency Management Director
  - Continuity of Operations Plan (COOP)

- Memoranda of Agreement/Understanding (MOAs/MOUs)
- Multi-year Training and Exercise Plan (MYTEP)

# **PART 2 - EMERGENCY SUPPORT FUNCTION ANNEXES**

# ESF 1



# TRANSPORTATION

ESF 1 Cooperating Agencies	
Primary Agency	<b>Multnomah County Department of Community Services (DCS)</b>
Supporting Agencies	<ul style="list-style-type: none"><li>• Multnomah County Department of County Assets (DCA)</li><li>• Multnomah County Sheriff's Office (MCSO)</li><li>• Multnomah County Office of Emergency Management (MCEM)</li></ul>
Coordinating Partners	<ul style="list-style-type: none"><li>• Oregon Department of Transportation (ODOT)</li><li>• Port of Portland</li><li>• TriMet</li><li>• Ride Connection</li><li>• Municipal Transportation Departments</li></ul>

## **2.1.1 Introduction**

Emergency Support Function (ESF) 1 coordinates governmental and nongovernmental organizations managing transportation systems, modes and infrastructure in response to threats or incidents.

This ESF identifies impacts to the transportation network; implements priorities for allocating transportation resources; processes transportation requests; manages traffic flow; repairs roads; establishes emergency routes; provides logistical transportation of evacuees, personnel, equipment, materials and supplies; and establishes procedures for coordinating emergency transportation management with neighboring jurisdictions and state agencies.

### **2.1.1.1 Relationship to Other ESF Annexes**

ESF 1 often works closely with other Multnomah County (County) ESFs as a part of coordinated response and recovery activities. The following ESFs support transportation-related activities:

- ESF 3 – Public Works and Engineering. Supports assessment and restoration of the transportation network, including debris clearance.
- ESF 4 - Firefighting. Supports the detection and suppression of wildland, rural, and urban fires.
- ESF 7 – Resource Support. Helps secure personnel, equipment and supplies to execute response operations.
- ESF 12 - Energy. Facilitates the restoration of damaged energy systems and components.
- ESF 13 – Law Enforcement. Coordinates evacuation operations; provides situation updates and scene security; and directs traffic flow.
- ESF 15 - Public Information. Coordinates public information activities.

### **2.1.1.2 Policies and Agreements**

The following policies and agreements are currently in place to guide and support transportation activities during an emergency:

- Managing Oregon Resources Efficiently Intergovernmental Agreement (MORE-IGA) - Promotes the cost-effective and efficient use of public resources between public agencies in Oregon.
- Memorandum of Understanding – Emergency Transportation Routes
- Portland Metropolitan Area Transportation (PMAT) Co-Operative Intergovernmental Agreement for Equipment and Services

## **2.1.2 Situation and Assumptions**

### **2.1.2.1 Situation**

- A significant emergency or disaster may severely damage transportation infrastructure.
- The movement of people, equipment and supplies may be much less efficient in emergency conditions than under normal circumstances.
- Many localized transportation activities may be disrupted or hindered by damaged surface transportation infrastructure.

### **2.1.2.2 Assumptions**

- The local transportation infrastructure likely will sustain damage during an emergency. The damage, depending upon the integrity of the transportation network, will determine the effectiveness and efficiency of response and recovery.
- Operations may require traffic control to divert traffic around damaged, isolated or evacuated areas.
- The immediate use of transportation systems for emergency operational activities may exceed local capabilities, thus requiring assistance from neighboring jurisdictions and/or state and federal governments.
- Rapid damage assessments of impacted areas will assist in the determination of response priorities and transportation demands.

## 2.1.3 Roles and Responsibilities

The roles and responsibilities for each department in support of emergency services will vary depending on the type of resource, the length of the warning period and the duration of the incident.

### 2.1.3.1 Primary Agency - Department of Community Services (DCS)

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 community partners to ensure a coordinated response. The primary agency for ESF 1 is the **Multnomah County Department of Community Services (DCS)**.

- Conducts damage assessments for County roads and bridges.
- Coordinates the repair and restoration of County roads and bridges.
- Assists in planning for other emergency transportation needs.
- Plans, coordinates and conducts traffic control and other emergency transportation operations for County roads and bridges

### 2.1.3.2 Supporting Agencies

Supporting agencies for each ESF are those County entities that are expected to have substantial roles assisting their coordination during major incidents. Supporting agencies for ESF 1 include:

#### 2.1.3.2.1 Department of County Assets (DCA)

##### *Fleet Services*

- Provides staff and resource support for transportation operations.
- Maintains and repairs County vehicles to support emergency operations

#### 2.1.3.2.2 Sheriff's Office (MCSO)

- Will collaborate with other law enforcement and transportation agencies, as well as other partners, to evaluate emergency transportation routes to

determine appropriate traffic control measures and contribute to safe operations.

- Provides situational information for road conditions to the DCS Transportation Division.
- Supports assessment of critical transportation over marine channels.
- Provides traffic and crowd control.
- Controls access to hazardous or evacuated areas.

#### 2.1.3.2.3 Office of Emergency Management (MCEM)

- Develops, maintains and implements the fuel allocation plan.
- Assists in transportation planning efforts.
- Coordinates requests for assistance with other counties and the State of Oregon.

### 2.1.3.3 Coordinating Partners

The County is supported by a variety of 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.

#### 2.1.3.3.1 Oregon Department of Transportation (ODOT)

- Maintains transportation infrastructure, manages emergency transportation routes, identifies road hazards and implements road closures.

#### 2.1.3.3.2 Port of Portland

- Conducts damage assessment for Port transportation infrastructure.
- Coordinates repair and restoration of Port transportation infrastructure.

#### 2.1.3.3.3 TriMet

- Coordinates damage assessment of public transportation infrastructure.

- Coordinates repair and restoration of public transit services after an emergency.
- Provides transportation support for impacted populations.

#### 2.1.3.3.4 Ride Connection

- Provides transportation support for impacted populations.

#### 2.1.3.3.5 Municipal Transportation Departments

- Conducts damage assessment for city transportation infrastructure.
- Coordinates repair and restoration of city transportation infrastructure.

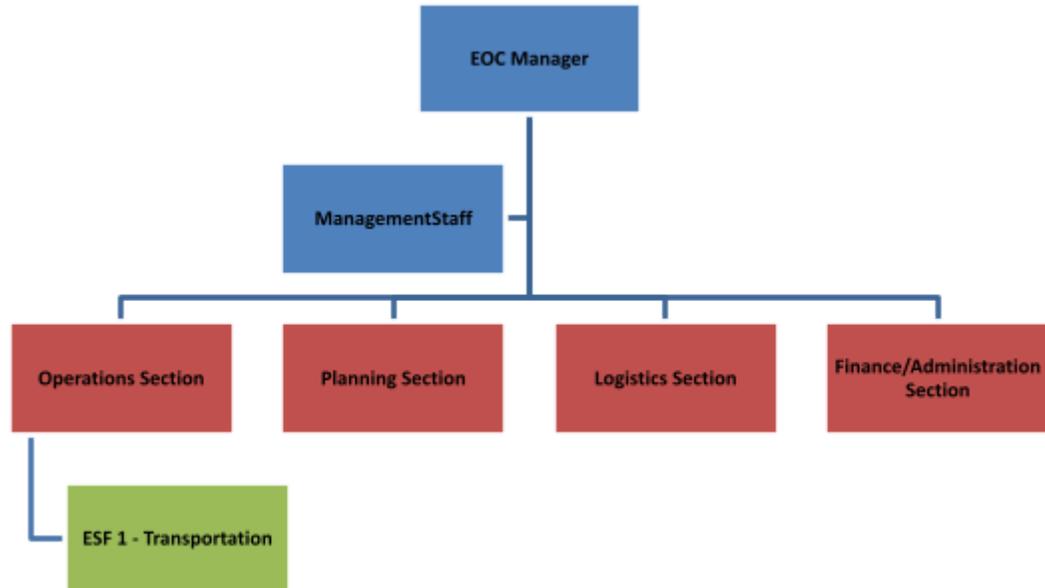
## **2.1.4 Concept of Operations**

### **2.1.4.1 General**

In accordance with the County EOP and this ESF Annex, the Department of Community Services (DCS) is the primary agency responsible for coordinating transportation activities. Plans and Standard Operating Procedures developed by the primary, support, and cooperating agencies provide the framework for carrying out these activities.

- Requests for assistance will be generated by being forwarded to the County Emergency Operations Center (EOC), or they will be issued in accordance with established mutual aid agreements.
- The County EOC Operations Section Chief, with input from identified primary and supporting agencies, will provide guidance for the coordination of transportation resources and the identification of emergency transportation routes for the movement of people, equipment and materials.
- If the incident requires additional support for transportation operations, the Operations Section Chief may activate ESF 1.
- Law enforcement agencies coordinate evacuation and movement during emergencies and disasters. For more information, see ESF 13 - Law Enforcement.

**Figure 2.1.1 - Multnomah County ESF 1 Organization**



### 2.1.4.2 Notification

- The Duty Officer will notify DCS and supporting agencies of EOC activations and request that representatives report to the EOC to coordinate transportation activities and staff ESF 1, if activated.
- As additional EOC staffing needs become apparent, other support and partnering agency personnel may be asked to report to the EOC to assist with transportation activities.

### 2.1.4.3 Actions by Emergency Management Phase

#### 2.1.4.3.1 Mitigation

- Regularly inspect local streets, public roadways and rights-of-way for deterioration, and make necessary repairs to keep them in good condition.
- Keep equipment in operating condition.

#### 2.1.4.3.2 Preparedness

- Develop and maintain Standard Operating Procedures (SOPs) related to transportation response.
- Maintain current inventories of government transportation and fuel resource availability, and make this inventory available to the Multnomah County Emergency Management Director.
- Maintain current resource directories of all commercial and industrial transportation assets, facilities and supplies, including points of contact and their locations, territories and operating areas.
- Establish and maintain liaison with State and adjacent county transportation officials.
- Estimate logistical requirements (e.g., personnel, supplies and equipment, facilities, and communications) during the planning process and through exercises designed to test transportation operations.
- Participate in exercises and training to validate this ESF Annex and supporting SOPs.
- Ensure that all transportation personnel are trained in their responsibilities according to departmental SOPs.

#### 2.1.4.3.3 Response

- Identify transportation needs required by the situation.
- Identify, obtain, prioritize and allocate available transportation resources.
- Assess damage to transportation infrastructure and communicate this information to the EOC.
- Plan for transportation support for mobilization sites, staging areas and distribution points.

#### 2.1.4.3.4 Recovery

- Continue to render transportation support when and where required as long as emergency conditions exist.
- Prioritize the repair and restoration of transportation infrastructure so that essential services such as fire, emergency medical services, law enforcement and waste management will be given first priority.
- All agencies involved in the recovery effort will keep detailed records of expenses in case there is potential for federal and state reimbursement assistance.

#### 2.1.4.4 Access and Functional Needs Populations

During mass evacuations, the County will work with public, private and nonprofit organizations to provide transport for persons, including individuals with access and functional needs, by considering the following criteria:

- Evacuees can be accommodated at both embarkation points and at destination general population shelters.
- Evacuees can travel on commercial long-haul buses, aircraft, passenger trains or lift-equipped buses.
- Evacuees do not have medical needs indicating that they should be transported by specialized medical transport.

## **2.1.5 Annex Maintenance**

As primary agency, the Department of Community Services (DCS) will be responsible for coordinating regular review and maintenance of this ESF Annex in coordination with Multnomah County Emergency Management. The primary and supporting Departments and Offices will be responsible for developing any plans or procedures needed to fully address their assigned tasks.

## **2.1.6 Supporting Plans and Procedures**

The following documents are currently in place:

### **Multnomah County**

- DCS Road and Bridge Incident Response Inspection Plan

### **State of Oregon**

- State of Oregon Emergency Operations Plan
- ESF 1 - Transportation
- State of Oregon Recovery Plan
  - State Recovery Function 6 - Cyber & Critical Infrastructure Security
- Oregon Department of Transportation Emergency Operations Plan

### **Federal**

- National Response Framework
- ESF 1 - Transportation
- National Disaster Recovery Framework
- Recovery Support Function - Infrastructure Services
- National Infrastructure Protection Plan
- Transportation Systems Sector-Specific Plan

## **2.1.7 Appendices**

- I-84 Closure Plan

# ESF 2



# COMMUNICATIONS

ESF 2 Cooperating Agencies	
Primary Agency	<b>Multnomah County Department of County Assets (DCA)</b>
Supporting Agencies	<ul style="list-style-type: none"><li>• Multnomah County Office of Emergency Management (MCEM)</li><li>• Multnomah County Sheriff's Office (MCSO)</li></ul>
Coordinating Partners	<ul style="list-style-type: none"><li>• City of Portland Bureau of Emergency Communications (BOEC)</li><li>• Multnomah County Amateur Radio Emergency Services (ARES)</li><li>• General Government and Special Purpose Call Centers</li><li>• Private Sector Communications and Internet Service Providers</li></ul>

## **2.2.1 Introduction**

Emergency Support Function (ESF) 2 coordinates governmental and nongovernmental 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 stabilize and re-establish systems and applications following natural and human-caused incidents. This includes a cyber attack that impacts any aspect of the systems supported by ESF 2. Should such an incident occur, then the County would initiate their Cybersecurity Incident Response Plan (CIRT) by contacting the IT Security Team.

This ESF also outlines the structure and operation of the warning systems used to alert key officials and the general public of a potential or occurring emergency or disaster. This function emphasizes the technical considerations of communication functions.

### **2.2.1.1 Relationship to Other ESF Annexes**

ESF 2 works closely with other County ESFs as a part of coordinated response and recovery activities. The following ESFs support communications activities:

- ESF 3 – Public Works. Coordinates debris clearance and removal for access to communications infrastructure.
- ESF 7 – Resource Support. Coordinates provision of temporary or replacement communications equipment.
- ESF 13 – Law Enforcement. Aids in the prevention of or response to cyber attacks.
- ESF 14 – Public Information covers the collection, control, and dissemination of emergency public information.

### **2.2.1.2 Policies and Agreements**

None at this time.

## **2.2.2 Situation and Assumptions**

### **2.2.2.1 Situation**

- A disaster may generate extensive damage or result in a high volume of requests from all levels of government for services to save lives and alleviate human suffering. The authorities receiving such requests require accurate and timely information on which to base decisions and guide response actions. However, at a time when the need to convey information quickly is greatest, the infrastructure needed to facilitate efficient communication may be damaged or overloaded. In such situations, all functioning telecommunications assets of the various levels of government, augmented by extra-regional assets, will be needed immediately to ensure a proper response to those in need.

### **2.2.2.2 Assumptions**

- Local jurisdictions will require accurate and timely information on which to base their decisions and focus their response actions.
- There are identified radio frequencies that will be used for primary direction and control. The frequencies will be identified at the time of an incident via a Radio Communications Plan.
- Normal forms of communication may be severely interrupted during the early phases of an emergency or disaster.
- Routine, day-to-day modes of communication will continue to be utilized to the degree that they survive the disaster.
- The loss of some or all telephone service will reduce or eliminate the effectiveness of the public information lines for the Emergency Operations Center (EOC) as well as the majority of Multnomah County departments.
- The management and logistics of communications support is highly situational and requires flexibility and adaptability.
- Significant incidents may require evacuation of significant numbers of affected populations. Such evacuations may require extensive coordination of inter- and intra-county communications and may exceed normal radio communication capabilities.

- A backup analog system may be utilized in the event of an emergency or disaster that damages the County's digital radio system.
- Local amateur radio operators have the ability to set up field communications to support or augment public safety operations, as appropriate. One use of this amateur radio system may be for providing communications between the EOC and other government agencies, Volunteer Organizations Active in Disaster, community shelters or Points of Distribution or other critical sites, as needed.
- At a time when the need for real-time electronically processed information is greatest, the capability to produce it may be seriously restricted or nonexistent due to widespread damage to communications and power systems facilities.
- If electronic emergency information systems are not available, paper logs may be used to record events, communications and messages, damage assessments, situation reports, resources utilized, staff hours expended, etc.

## 2.2.3 Roles and Responsibilities

The roles and responsibilities for each department in support of emergency services will vary depending on the type of resource, the length of the warning period and the duration of the incident.

### 2.2.3.1 Primary Agency - Department of County Assets (DCA)

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 community partners to ensure a coordinated response. The primary agency for ESF 2 is the **Multnomah County Department of County Assets**.

#### *IT Division*

- Provides repair and maintenance support for County communications systems, including but not limited to data networks, which due to the use of VOIP includes voice calls, cellular devices, laptops, satellite phones and wifi and internet connectivity.
- Establish redundant communications to the extent possible based on existing resources between the County EOC and backup facilities.
- In coordination with Multnomah County Emergency Management (MCEM), ensures a common emergency notification system (Everbridge) is established in order to communicate with County employees or the community at large. Such a system will allow MCEM or other authorized users to send out universal alerts via WEA or EAS, as well as emails, texts and phone calls to opt-in registrants through Public Alerts. As of January 2025, the Library system uses the Veoci tool to manage security incidents internally within the Libraries.
- Coordinates data processing and computer capabilities for continued operations in the EOC and other essential departments.
- Supports the use of information services and applications in the EOC to build a common operating picture.
- Ensures emergency communications capability through use of County fixed and mobile telephone systems.

- Provides support in the EOC to maintain connectivity and communications systems.

#### *Facilities and Property Management*

- Provides repair and maintenance support for County communications systems, including but not limited to 800MHz and Digital radios, and CCTV cameras.
- Ensures redundant radio communications are established between the County EOC and backup facilities.
- Coordinates radio capabilities for continued operations in the EOC and other essential departments.
- Ensures emergency radio communications capability through use of relevant County equipment.

### **2.2.3.2 Supporting Agencies**

Supporting agencies for each ESF are those County entities that have substantial support roles during major incidents.

#### **2.2.3.2.1 Office of Emergency Management (MCEM)**

- Coordinates the County's amateur radio program.
- Ensures 24-hour Duty Officer readiness to employ emergency alert systems.
- Assists where necessary to procure equipment via the Logistics Section or ESF 7 (Resource Support) during an emergency.

#### **2.2.3.2.2 Sheriff's Office (MCSO)**

- Maintains interoperable communication systems and mobile communications capabilities.

#### **2.2.3.2.3 Department of Community Services (DCS)**

- Assist with clearing roads and bridges as needed to access county communication equipment.

### **2.2.3.3 Coordinating Partners**

A variety of partners provide support through coordination of emergency functions within their own authority/jurisdiction, or are able to provide additional resources to support County response activities.

#### **2.2.3.3.1 City of Portland Bureau of Emergency Communications (BOEC)**

- Provides emergency communications and dispatch support.

#### **2.2.3.3.2 Multnomah County Amateur Radio Emergency Services (ARES)**

- Provides communications support via amateur radio, WinLink and other tools when primary systems are disrupted.

#### **2.2.3.3.3 General Government and Special Purpose Call Centers**

- Ensures that redundant communications systems are established to support communications between the County EOC and general public. This includes special purpose call centers and 211/311 (503-823-4000) services.

#### **2.2.3.3.4 Private Sector Communications and Internet Service Providers**

- Coordinate repair and restoration of private communications infrastructure.
- Provide mobile cellular equipment when requested and available such as Cellular On Wheels (COWs).

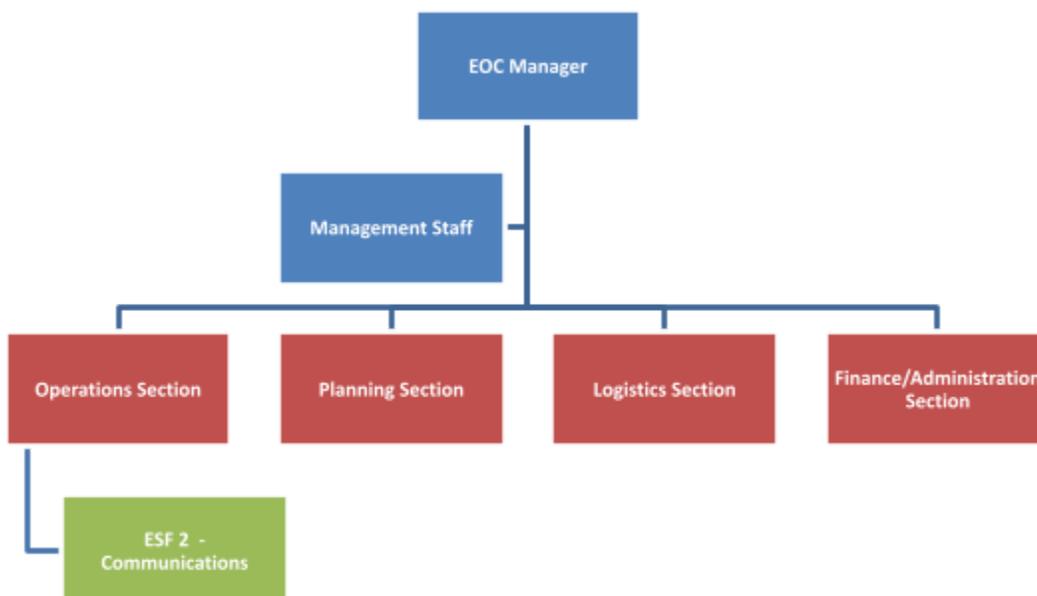
## 2.2.4 Concept of Operations

### 2.2.4.1 General

In accordance with the County EOP and this ESF Annex, the Department of County Assets is the primary agency responsible for coordinating emergency communications activities. Plans and Standard Operating Procedures developed by the primary, support, and cooperating agencies provide the framework for carrying out these activities.

- Requests for assistance with communications resources will be forwarded to the County EOC or will be issued in accordance with established mutual aid agreements.
- The County EOC Operations Section Chief or Logistics Section Chief, with input from primary and supporting agencies, will provide guidance for the coordination of communications resources.
- Communications support requirements that cannot be met at the local level should be forwarded to the State of Oregon for assistance.

**Figure 2.2.1 - Multnomah County ESF 2 Organization**



### 2.2.4.2 Notification

- The Duty Officer will notify DCA IT and FPM, and supporting agencies of EOC activations and request that representatives report to the EOC to coordinate communications activities and staff ESF 2, if activated.
- As additional EOC staffing needs become apparent, other support and partnering agency personnel may be asked to report to the EOC to assist with communications activities.

### 2.2.4.3 Actions by Emergency Management Phase

#### 2.2.4.3.1 Mitigation

- Test all communications and warning equipment to ensure its workability.
- Develop and maintain back-up systems, including back-up power ability.
- Attempt to construct/place new equipment away from possible hazards.
- Ensure that methods are in place to protect communications equipment, including cyber and telecommunications resources.

#### 2.2.4.3.2 Preparedness

- Develop plans, procedures and protocols for communications in accordance with the National Incident Management System (NIMS), state and local ordinances, and existing agreements.
- Ensure that alternate or backup communications systems are available.
- Coordinate common communications procedures.
- Develop and test emergency procedures.
- Develop written mutual aid agreements as needed to ensure regional coordination.
- Develop and/or review procedures for the crisis augmentation of communications resources.
- Develop and conduct training to improve all-hazard incident management capability for response communications.

- Develop exercises and drills of sufficient intensity to challenge management and operations and to test the knowledge, skills and abilities of individuals and organizations for response communications.
- Participate in emergency management training and exercises.
- Develop and maintain a communications resource inventory.
- Participate in applicable trainings and exercises relating to this Annex.
- Consistently engage with information from National Council of Statewide Interoperability Coordinators, the Oregon State Interoperability Executive Council and Program, and FEMA Disaster Emergency Communications.

#### 2.2.4.3.3 Response

- Implement incident communications interoperability plans and protocols.
- Collect impact and damage assessment information from all private and public communication providers.
- Ensure that all critical communications networks are functioning.
- Establish and maintain response communications and connectivity systems between field responders, supporting coordination centers and the EOC.
- Implement procedures for inspecting and protecting communications equipment.
- Ensure that redundant communications circuits/channels are available for use.
- Make arrangements to ensure that emergency communications equipment can be repaired on a 24-hour basis.

#### 2.2.4.3.4 Recovery

- Phase down operations, as appropriate.
- Continue to perform the tasks necessary to expedite restoration and recovery operations.
- Clean, repair and perform maintenance on all equipment before returning to normal operations or storage.

- Coordinate and conduct a post-disaster situation analysis to review and determine the effectiveness of the pre-established tasks, responsibilities, reporting procedures and formats to document crucial lessons learned and to make any necessary changes to this ESF Annex to improve future operations.

#### **2.2.4.4 Access and Functional Needs Populations**

County emergency communications services will be provided in such a way that populations with access and functional needs receive adequate and timely warning and emergency information.

## **2.2.5 Annex Maintenance**

As primary agency, the Department of County Assets (DCA) - IT and FPM divisions - will be responsible for coordinating regular review and maintenance of this ESF Annex in coordination with Multnomah County Emergency Management (MCEM). MCEM will also assist with any concerns, questions, or roadblocks encountered in the execution or maintenance of this document. The primary and supporting Departments and Offices will be responsible for developing any plans or procedures needed to fully address their assigned tasks.

## 2.2.6 Supporting Plans and Procedures

The following documents are currently in place:

### **Multnomah County**

- Portland UASI Region Tactical Interoperable Communications Plan
- Draft MCEM PACE Plan

### **State of Oregon**

- State of Oregon Emergency Operations Plan
  - ESF 2 - Communications
  - ESF 15 – Public Information

### **Federal**

- National Response Framework
  - ESF 2 – Communications
  - ESF 15 – External Affairs
- National Emergency Communications Plan
- National Infrastructure Protection Plan
  - Communications Sector-Specific Plan
  - Information Technology Sector-Specific Plan

## **2.2.7 Appendices**

- Multnomah County Tactical Communications Plan (2019)
- Multnomah County ARES Activation Procedures (Being updated as of 2025)
- County Cybersecurity Plan (Being written as of 2025)

# ESF 3



# PUBLIC WORKS

ESF 3 Cooperating Agencies	
Primary Agency	<b>Multnomah County Office of Emergency Management (MCEM)</b>
Supporting Agencies	<ul style="list-style-type: none"><li>• Multnomah County Department of Community Services (DCS)</li><li>• Multnomah County Department of County Assets (DCA)</li><li>• Multnomah County Health Department (MCHD)</li></ul>
Coordinating Partners	<ul style="list-style-type: none"><li>• Metro</li><li>• Drainage/Levee Districts</li><li>• Municipal Public Works and Transportation Departments</li><li>• Municipal Building Departments</li><li>• Water Departments and Districts</li><li>• Wastewater Departments and Districts</li><li>• Private Energy Sector</li></ul>

## 2.3.1 Introduction

Emergency Support Function (ESF) 3 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 3 resources (personnel, equipment, facilities, materials and supplies) will be coordinated through the County Emergency Operations Center (EOC) following established procedures and agreements. Resources may also be obtained through contractors, vendors and suppliers. This support function contains various sub-functions that are outlined in this document.

Public works and engineering resources, under the authority of ESF 3, will be used to coordinate and/or assist in the following activities associated with emergency response:

- Lead coordination efforts to clear debris from transportation infrastructure in collaboration with local, state and federal government partners.
- Lead coordination efforts to close and repair transportation infrastructure in collaboration with local, state, private, and federal government partners.
- Work collaboratively with local, state, private, and federal government partners in the repair and restoration of damaged public systems (e.g., water, wastewater, solid waste and stormwater systems).
- Lead efforts in the stabilization of damaged public and private structures to facilitate search and rescue and/or protect the public's health and safety.
- Operate temporary infrastructure and equipment to provide emergency water and waste water services.
- Lead efforts to coordinate the identification and labeling of uninhabitable/unsafe structures.
- Establish priorities and processes for issuing demolition and building permits.
- Develop and designate emergency collection, sorting and debris routes, and sites for debris clearance from public and private property.
- Determine the extent of damage to the following systems: transportation, water, solid waste, electrical, natural gas, wastewater and hazardous materials.

- Prioritize and initiate recovery efforts to restore, repair and mitigate damage to infrastructure owned by Multnomah County and cities within the County.
- Provide technical assistance with respect to flooding, water management, structure integrity assessments, and assessments of impacts to infrastructure.

### 2.3.1.1 Relationship to Other ESF Annexes

ESF 3 often works closely with other County ESFs as a part of coordinated response and recovery activities. The following ESFs support public works activities:

- ESF 1 – Transportation. Coordinates the removal of debris from transportation infrastructure.
- ESF 7 – Resource Support. Provides support by helping secure personnel, equipment and supplies to execute response operations.
- ESF 10 – Hazardous Materials. Manages hazardous materials encountered during debris management operations and restoration of infrastructure systems.

### 2.3.1.2 Policies and Agreements

The following policies and agreements are currently in place to guide and support public works activities during an emergency:

- Oregon Public Works Emergency Response Cooperative Assistance Agreement
- Oregon Water/Wastewater Agency Response Network (ORWARN)
- Managing Oregon Resources Efficiently Intergovernmental Agreement (MORE-IGA)

## **2.3.2 Situation and Assumptions**

### **2.3.2.1 Situation**

Damage to public and private property and infrastructure may be unprecedented in an emergency or disaster, including weakened or destroyed structures, homes, public and critical facilities, roads, and bridges. Debris may make transportation routes impassible. Equipment used to repair or otherwise reinforce these structures also may be damaged. A large enough event may adversely affect the ability of local responders to perform their emergency duties.

### **2.3.2.2 Assumptions**

- A major emergency or disaster may cause extensive damage to property and infrastructure. Structures may be destroyed or severely weakened. Homes, public buildings, bridges and other facilities may have to be reinforced or demolished to ensure safety. Debris may make streets and highways impassible. Public utilities may be damaged or be partially or fully inoperable.
- Access to disaster areas may depend upon the re-establishment of ground routes. In many locations, debris clearance and emergency road repairs will be given top priority to support immediate life-saving emergency response activities.
- Damage assessment of the disaster area will be required to determine potential workload.
- Assistance from the State of Oregon and the federal government may be needed to clear debris, perform damage assessments and structural evaluations, make emergency repairs to essential public facilities, reduce hazards by stabilizing or demolishing structures, and provide emergency water for human health needs and firefighting.
- Debris may include trees, rocks, dirt and sand, building materials, metal, garbage and sewage, damaged vehicles, various hazardous materials, tires and personal property.
- Hazardous chemical, biological, radiological, nuclear and explosive materials will need special handling from appropriately trained and equipped teams.

- Following disasters that cause significant debris, existing disposal sites may not provide effective debris management solutions because of capacity limitations and their need to provide continuous waste management operations for day-to-day debris generation.
- Emergency environmental waivers and legal clearances may be needed for disposal of materials from debris clearance and demolition activities for the protection of threatened public and private spaces and properties.
- Unattended and long-standing debris may pose safety and health threats to the public.
- Water pressure may be low, hampering firefighting and impairing sewer system function.
- Significant numbers of personnel with engineering and construction skills along with construction equipment and materials may be required from outside the disaster area.

### 2.3.3 Roles and Responsibilities

The roles and responsibilities for each department in support of emergency services will vary depending on the type of resource, the length of the warning period and the duration of the incident.

#### 2.3.3.1 Primary Agency - Office of Emergency Management (MCEM)

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 community partners to ensure a coordinated response. The primary agency for ESF 3 is the **Multnomah County Office of Emergency Management**.

- Oversees and activates the County Emergency Operations Center (EOC) and provides EOC planning support.
- Coordinates and supports internal county response departments and capabilities with the most suitable and appropriate external agencies.
- Ensures 24-hour Duty Officer readiness to employ emergency alert systems and initiate notifications to critical partners.

#### 2.3.3.2 Supporting Agencies

Supporting agencies for each ESF are those County entities that have substantial support roles during major incidents. In addition to the following agencies, ESF 3 staff may be assigned from a wide variety of County departments and offices with a nexus to public or private infrastructure.

##### 2.3.3.2.1 Department of Community Services (DCS)

###### *Transportation Division*

- Performs County transportation program operations on County roads and bridges, including maintenance, repair, engineering, construction of temporary bridges or detours, clearance and disposal of debris, and demolition and removal of items that may come to rest on the County right of way.

#### *Land Use Planning Division*

- Participates in the selection and certification of public or private land to be used as temporary disaster debris sites.

#### 2.3.3.2 Department of County Assets (DCA)

##### *Facilities and Property Management Division*

- Coordinates damage assessment for County facilities.
- Coordinates repair and restoration of County facilities.
- Supports temporary debris management site acquisition and operations.

#### 2.3.3.2.3 Health Department (MCHD)

- Monitors water quality and initiates alerts to the public when water quality issues arise.
- Declares public health emergencies as required to protect the public from debris and other safety hazards.

#### 2.3.3.3 Coordinating Partners

The County is supported by a variety of 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.

##### 2.3.3.3.1 Metro

- Establishes and operates regional temporary debris storage and reduction sites during a large-scale debris generating event.
- Supports regional debris management coordination.

##### 2.3.3.3.2 Drainage/Levee Districts

- Monitor water levels within districts.
- Notify emergency management of any threats to flood protection infrastructure.
- Manage safety and restoration of the district.

#### 2.3.3.3.3 Municipal Public Works and Transportation Departments

- Coordinate damage assessments for city infrastructure.
- Coordinate repair and restoration of city infrastructure.
- Coordinate debris management operations within jurisdictional boundaries.

#### 2.3.3.3.4 Municipal Building Departments

- Coordinate damage assessments of city buildings.
- Regulate building structural damage assessment activities by other public and private damage assessment teams within the jurisdictional area.
- Support debris management operations by enforcing nuisance and abatement codes and providing regulatory oversight for building and structure demolition requirements.

#### 2.3.3.3.5 Water Departments and Districts

- Coordinate damage assessment of water infrastructure.
- Coordinate repair and restoration of water infrastructure.
- Implement emergency water production and distribution capabilities.

#### 2.3.3.3.6 Wastewater Departments and Districts

- Coordinate damage assessments of wastewater infrastructure.
- Coordinate repair and restoration of wastewater infrastructure.
- Implement emergency wastewater management capabilities.

#### 2.3.3.3.7 Private Energy Sector

- Coordinates damage assessments of energy infrastructure.
- Coordinates repair and restoration of energy infrastructure.
- Supports emergency provision of auxiliary power to critical services.

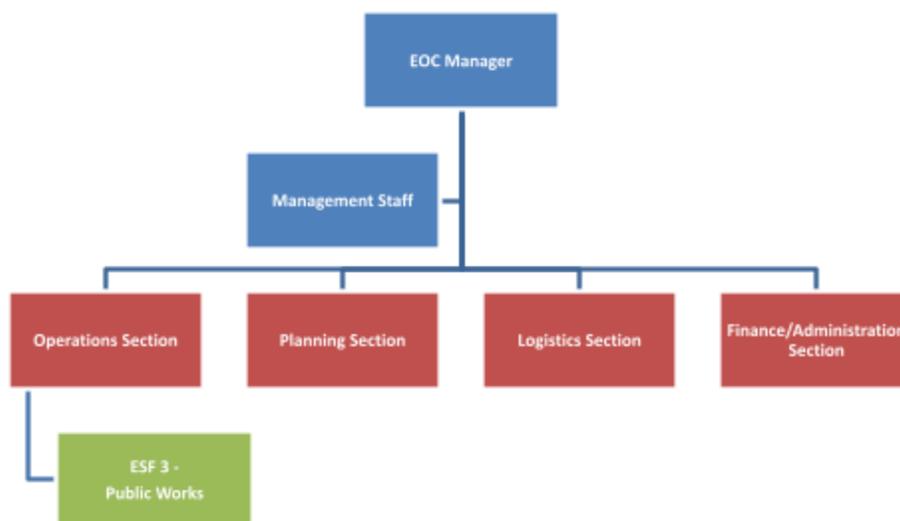
## 2.3.4 Concept of Operations

### 2.3.4.1 General

In accordance with the County EOP and this ESF Annex, the Office of Emergency Management (MCEM) is the primary agency responsible for coordinating public works and engineering activities. Plans and Standard Operating Procedures developed by the primary, supporting, and coordinating agencies provide the framework for carrying out these activities.

- Requests for assistance with public works and engineering resources will be forwarded to the County EOC or will be issued in accordance with established mutual aid agreements.
- The County EOC Operations Section Chief, with input from identified primary and supporting agencies, will provide guidance for the coordination of public works and engineering resources.
- If the incident requires additional support for public works operations, the Operations Section Chief may activate ESF 3.
- Public works support requirements that cannot be met at the local level should be forwarded to the State for assistance. If needed, federal assistance may be requested by the Governor.

**Figure 2.3.1 - Multnomah County ESF 3 Organization**



### 2.3.4.2 Notification

- The MCEM Duty Officer will notify supporting and coordinating agencies of EOC activations and request that representatives report to the EOC to coordinate public works and engineering activities and staff ESF 3, if activated.
- As additional EOC staffing needs become apparent, other support and partnering agency personnel may be asked to report to the EOC to assist with public works and engineering activities.

### 2.3.4.3 Actions by Emergency Management Phase

#### 2.3.4.3.1 Mitigation

- Identify and seek funds for retrofitting critical facilities and providing auxiliary power.
- Recommend changes in planning, zoning and building codes to prevent or lessen the effect of future disasters.
- Participate in the hazard identification process, and identify and correct vulnerabilities in the public works system.
- Regularly maintain equipment to ensure it is in good operating condition.

#### 2.3.4.3.2 Preparedness

- Maintain an inventory of available resources, including personnel and training within each department with public works capacity.
- Develop and maintain plans and procedures for emergency and disaster situations.
- Develop and maintain mutual aid agreements with neighboring jurisdictions and the private sector.
- Coordinate emergency planning activities and information with neighboring jurisdictions.
- Maintain and test communication systems.
- Identify vital and essential roadways, bridges and facilities to establish a repair priority in the event that any of these become damaged.

- Ensure that personnel are trained in emergency responsibilities.
- Establish contact with private resources that could provide support during an emergency.

#### 2.3.4.3.3 Response

- Provide a senior official to operate from the EOC or other command location to ensure coordination with other agencies, as necessary.
- Provide public works and engineering support on a priority basis as determined by the EOC and Incident Commanders.
- Inspect damage to public and private streets, bridges and buildings.
- Clear roads to facilitate emergency operations.
- Close roads and construct barricades as directed.
- Make recommendations regarding the priority of repairs.
- Request outside assistance from surrounding jurisdictions and the private sector, as required.
- Conduct other response actions as dictated by the situation.
- Maintain records and document all expenditures during the emergency situation.

#### 2.3.4.3.4 Recovery

- Continue to repair infrastructure and buildings on a priority basis.
- Continue all activities in coordination with the EOC based on the requirements of the incident.
- Provide information concerning dangerous areas or other existing problems.
- Provide liaison between local agencies and federal damage assessment activities.
- Establish control measures related to emergency solid waste disposal.
- Participate in after-action reports and critiques.
- Document disaster and restoration cost for possible federal reimbursement.

#### 2.3.4.4 Access and Functional Needs Populations

- The County will seek technical assistance to ensure that accessibility standards are addressed during infrastructure restoration and activities. Existing plans and procedures will be used to re-establish critical human services for children as well as others with access and functional needs.

### **2.3.5 Annex Maintenance**

As the primary agency, the Office of Emergency Management will be responsible for coordinating regular review and maintenance of this ESF Annex in coordination with key supporting departments. The primary and supporting Departments and Offices will be responsible for developing any plans or procedures needed to fully address their assigned tasks.

## **2.3.6 Supporting Plans and Procedures**

The following documents are currently in place, in development, or planned.

### **Multnomah County**

- Multnomah County Disaster Debris Management Plan
- DCS Road and Bridge Incident Response Inspection Plan
- Multnomah County Damage Assessment Plan

### **State of Oregon**

- State of Oregon Emergency Operations Plan
  - ESF 1 – Transportation
  - ESF 12 – Energy
- State of Oregon Recovery Plan
  - State Recovery Function 6 – Infrastructure Services
- State of Oregon Debris Management Plan
- Oregon Department of Transportation Emergency Operations Plan

### **Federal**

- National Response Framework
  - ESF 1 - Transportation
  - ESF 3 – Public Works and Engineering
  - ESF 12 – Energy
- National Disaster Recovery Framework
  - Recovery Support Function – Infrastructure Services

### **2.3.7 Appendices**

None at this time.

# ESF 4



# FIREFIGHTING

ESF 4 Cooperating Agencies	
Primary Agency	<b>Multnomah County Emergency Management (MCEM)</b>
Supporting Agencies	<ul style="list-style-type: none"><li>• None</li></ul>
Coordinating Partners	<ul style="list-style-type: none"><li>• Local Fire Districts</li><li>• Multnomah County Fire Defense Board</li><li>• Law Enforcement Agencies</li><li>• Portland Bureau of Emergency Management Neighborhood Emergency Teams (NETs)</li><li>• Oregon State Fire Marshal's Office (OSFM)</li><li>• Oregon Department of Forestry (ODF)</li><li>• US Forest Service</li></ul>

## 2.4.1 Introduction

At the federal and state level of government, Emergency Support Function (ESF) 4 coordinates and manages fire detection, control, and suppression efforts within the jurisdiction. This support function consists of two distinct components: structural firefighting and wildland firefighting.

Multnomah County does not have any firefighting agency or capabilities. The County relies on local fire districts to perform structural and wildland firefighting function throughout the county and state and federal agencies to perform wildland firefighting on those lands. The Office of Emergency Management (MCEM) serves as the coordinating agency for Multnomah County in cooperation with firefighting agencies and supports any requests that may be needed from state and federal agencies.

MCEM also supports the development of various plans and annexes that have a nexus to firefighting such as the Community Wildfire Protection Plan (CWPP), Natural Hazards Mitigation Plan (NHMP), ESF 10 Hazardous Materials Annex, and ESF 15 Public Information.

### 2.4.1.1 Relationship to Other ESF Annexes

ESF 4 often works closely with other County ESFs as a part of coordinated response and recovery activities. The following ESFs support firefighting activities:

- ESF 1 – Transportation. Ensures the viability of routes to enable movement of firefighting resources to an incident.
- ESF 5 - Information and Planning Support. Coordinates support from the State of Oregon including the Oregon National Guard for incidents requiring resources beyond those available locally or through mutual aid agreements.
- ESF 6 – Mass Care. Provides support for residents and others displaced by a fire related incident.
- ESF 8 – Health and Medical. Provides psychological first aid, coordination with emergency medical services and hospital resources, and supports Disaster Resource Center operations.
- ESF 9 – Search and Rescue. Coordinates and provides for the use of specialized equipment required for high risk rescue operations such as swift water, high angle, and building collapse.
- ESF 10 – Hazardous Materials. Guides the identification, containment, and decontamination of persons and property exposed to hazardous substances and materials.

- ESF 13 – Law Enforcement. Assists in scene security and coordination of evacuation activities related to a fire event.
- ESF 15 – Public Information. Provides communications support and establishes a Joint Information System/Center.

### 2.4.1.2 Policies and Agreements

The following policies and agreements are currently in place to guide and support firefighting activities during an emergency:

- Multnomah County Fire Defense Board Mutual Aid Agreement.
- Omnibus Agreement
- Multnomah County Code, Chapter 25
- State of Oregon Revised Statutes
  - Chapter 401 Section 309<sup>3</sup> Mandatory evacuations
  - Chapter 476 Section 280 Extinguish fires in unprotected areas
  - Chapter 476 Section 510 Emergency Conflagration Act
  - Chapter 477 Fire Protection of Forests and Vegetation
  - Chapter 478 Rural Fire Protection Districts

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<sup>3</sup> Section 4 of ORS 401.309 states that: A city or county may authorize an agency or official to order mandatory evacuations of residents and other individuals after a state of emergency is declared under this section. An evacuation under an ordinance or resolution authorized under subsection (2) of this section shall be ordered only when necessary for public safety or when necessary for the efficient conduct of activities that minimize or mitigate the effects of the emergency.

## **2.4.2 Situation and Assumptions**

### **2.4.2.1 Situation**

The Fire Chief (or designee) of each fire district within Multnomah County assumes the role of Incident Command for fire incidents impacting their jurisdiction. In situations where the incident moves beyond the capacity of the fire agency, and all of their mutual aid partners, the County Emergency Operations Center (EOC) will provide incident and resource support.

### **2.4.2.2 Assumptions**

- Urban, rural, and wildland fires will occur in Multnomah County. In the event of an earthquake or other significant event, large, damaging fires could be common.
- Vehicle access may be hampered by road or bridge failures, landslides, etc., making conventional travel to the fire locations extremely difficult or impossible. Aerial attack by air tankers, helicopters, and aerial firefighting crews may be needed.
- Water pressure may be low, hampering firefighting.
- In a disaster, some firefighting resources may become scarce or damaged. Assistance from mutual aid agreements, neighboring jurisdictions, and state and federal resources may be called upon.
- Efficient and effective mutual aid among the various local, county, state, and federal fire agencies requires the use of the Incident Command System (ICS) together with compatible firefighting equipment and interoperable communications.

## 2.4.3 Roles and Responsibilities

The roles and responsibilities for each department in support of emergency services will vary depending on the type of resource, the length of the warning period and the duration of the incident.

### 2.4.3.1 Primary Agency - Office of Emergency Management (MCEM)

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 key supporting agencies and external partners to ensure a coordinated response. The primary agency for ESF 15 is the **Multnomah County Office of Emergency Management**.

- Activate the EOC and coordinate emergency warnings.
- Coordinate with appropriate agencies, including government, public service, and private and volunteer organizations.
- Submit Emergency Management Assistance Compact (EMAC) and other resource requests.
- Provide broader incident perspective, situational awareness and the creation of a common operating picture.
- Provide support across all Incident Command System Elements.
- Coordinate updates to the ESF 4 Annex.

### 2.4.3.2 Coordinating Partners

The County supports and assists in coordinating external agencies that provide the primary response capacity for firefighting. The coordinating agencies listed here lead emergency functions within their own authority/jurisdiction, and may be able to provide additional resources to support County response activities or enhance the County's ability to support this function.

#### 2.4.3.2.1 Local Fire Districts

Local fire districts with structural fire protection boundaries in Multnomah County include:

- Corbett Fire
- Gresham Fire (including contracted service for Fire District 10)
- Port of Portland Fire
- Portland Fire and Rescue
- Lake Oswego Fire (including contracted service for Riverdale Fire Protection District #60 (11J) )
- Sauvie Island Fire
- Scappoose Fire
- Tualatin Valley Fire and Rescue

The responsibilities of local fire districts related to ESF 4 include:

- Serving as the lead response district for fires, mass casualty incidents, and structural collapses.
- Establishing incident/unified command as appropriate for other hazards.
- Determining and implementing initial protective actions for emergency responders and the public in the vicinity of the incident.
- Establishing a perimeter around incidents.
- Initiating and facilitating initial protective actions (i.e. evacuate/stay inside/shelter in place), including working with emergency management partners to define immediate evacuation routes and destinations for evacuees.
- Coordinating public safety and protective action messaging and disseminating them to the public.
- Conducting fire suppression and search and rescue operations.
- Setting up screening and providing on/off-site decontamination for emergency responders, survivors, equipment and clothing.
- Providing emergency triage, treatment and stabilization.

- Arranging for special rescue and patient transport needs (burns and other specialized medical injuries).
- Coordinating with the Multnomah County Health Department to implement mass casualty, mass fatality, public health, behavioral health and environmental health procedures.
- Coordinating with the Trauma Intervention Program.
- Coordinating with the Multnomah County Office of Emergency Management, ESF 6 partners, and the American Red Cross to provide mass care services.
- Identifying unsafe structures and restricting access.
- Reassigning personnel and resources as required for emergency response and recovery.
- Maintaining mutual aid agreements with partners.

#### 2.4.3.2.2 Multnomah County Fire Defense Board

- Routine reviews and updates of ESF 4 Annexes, in coordination with local emergency management agencies.
- Provides a representative to the County Emergency Operations Center to staff ESF 4 to coordinate all fire agencies operating in the county, including state and federal resources.

#### 2.4.3.2.3 Law Enforcement Agencies

- Enforce perimeter around incidents.
- Evacuate the incident area.

#### 2.4.3.2.4 Portland Bureau of Emergency Management Neighborhood Emergency Teams (NETs)

- Assist with perimeter management for incidents primarily within the City of Portland.
- Assist with collection and dissemination of public information for incidents primarily within the City of Portland.

#### 2.4.3.2.5 Oregon State Fire Marshal's Office (OSFM)

- Facilitates the Conflagration Act.
- Provides personnel, equipment, and supplies in support of all agencies involved in rural and urban firefighting operations
- Coordinates deployment through the State Area Operations Center.

#### 2.4.3.2.6 Oregon Department of Forestry (ODF)

- Coordinates support for firefighting activities, including detection of fires on state and private lands.
- Provides personnel, equipment, and supplies in support of all agencies involved in wildland firefighting operations.

#### 2.4.3.2.7 US Forest Service

- Assumes full responsibility for suppression of wildfires burning on National Forest System lands and joins in a unified command with the local jurisdiction on incidents threatening National Forests.
- Provides and coordinates firefighting assistance to other federal land management, state forestry, tribal, and local fire organizations as requested under the terms of existing agreements and the National Response Framework.
- Arranges for direct liaison with the state emergency operations center (EOC), local EOCs, and fire chiefs in the designated area, as appropriate, to coordinate requests for firefighting assistance in structural or industrial fire detection, protection, and suppression operations.
- Provides information to the Planning Section at the incident as assessments of fire-caused damages are obtained.

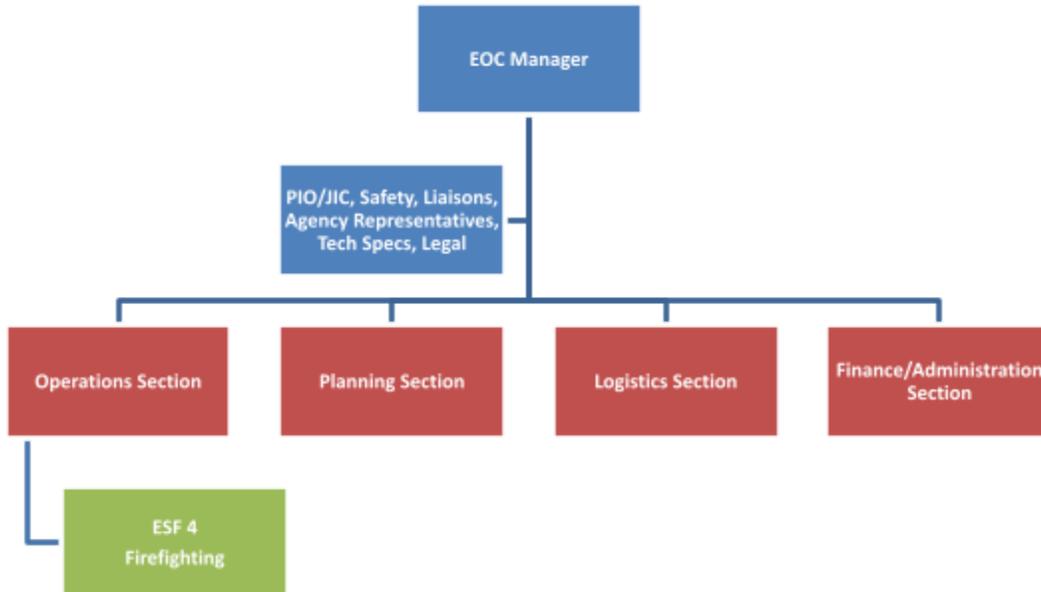
## **2.4.4 Concept of Operations**

### **2.4.4.1 General**

ESF 4 will be staffed upon activation of the EOC when incidents require firefighting coordination. The ESF 4 representative will be responsible for the following:

- Determining a Point of Contact (POC) from the Fire Defense Board to serve as the liaison and POC for all firefighting organizations across Multnomah County.
- Monitoring firefighting activities and providing information necessary for building and maintaining an EOC common operating picture.
- Participating in and providing ESF 4 - specific reports for EOC briefings and for the development of Situation Reports.
- Identifying critical resources and providing scarce resource allocation recommendations.
- Ensuring ESF 4 firefighting resources including, public information and other operational elements are working in coordination with the Emergency Operations Center (EOC).
- Coordinating ESF 4 staffing to ensure the function remains staffed with a credible, competent representative across operational periods.
- Supporting the EOC Manager, ESF 13 Law Enforcement, ESF 1 Transportation, ESF 6 Mass Care and Sheltering, ESF 8 Health and Medical, ESF 15 Public Information, and any activated Incident Command Posts in evacuation and search and rescue coordination.
- Coordinating with ESF 7 Resource Support (Logistics Section) for firefighting support requirements which cannot be met at the local level nor through mutual aid agreements.

**Figure 2.4.1 - Multnomah County ESF 4 Organization**



#### 2.4.4.2 Notification

- The MCEM Duty Officer will notify the Multnomah County Fire Defense Board Chief and coordinating and supporting agencies of EOC activations and will request that representatives report to the EOC to coordinate firefighting and support activities when ESF 4 is activated or a Public Safety Branch Director is needed.

#### 2.4.4.3 Actions by Emergency Management Phase

##### 2.4.4.3.1 Mitigation

- Conduct fire code inspections and coordinate with appropriate personnel for building inspections and compliance strategies.
- Conduct fire education and life safety training and education programs.
- Conduct building plan reviews to reduce or eliminate hazards.

#### 2.4.4.3.2 Preparedness

- Review, revise, and develop plans, programs, and agreements on fire-related public safety protection activities, including region-wide mutual aid response protocols.
- Develop procedures and protocols for coordinating protective action communications with the at-risk population on scene.
- Develop plans, procedures, and protocols for resource management in accordance with National Incident Management System (NIMS) resource typing, including pre-positioning of resources to efficiently and effectively respond to an event.
- Establish criteria for relocating fire operations in the event that present facilities must be evacuated.
- Establish communication links with law enforcement agencies for coordinating warning and evacuation confirmation functions.
- Appoint a representative to assist in the County EOC – ESF 4 and/or Public Safety Branch Director, or other Command and General Staff positions.

#### 2.4.4.3.3 Response

- Activate emergency operating procedures.
- Coordinate calls for fire, rescue/extrication, emergency medical assistance, hazardous material response, and evacuation.
- Assist in warning the public of evacuations, traffic routing, and/or traffic control, when possible.
- Initiate mutual aid contingency plans, when needed.
- Provide for personnel accountability. Relocate fire apparatus as conditions warrant.
- Support emergency operations as defined in agency emergency operations procedures or as requested by the EOC, such as damage assessment.

#### 2.4.4.3.4 Recovery

- Ensure vehicles and equipment are returned to regularly assigned locations.
- Assist the public in recovery operations as resources allow.
- Support other recovery efforts as requested by the EOC.
- Provide critical payroll and other financial information for cost recovery through appropriate channels.

#### 2.4.4.4 Access and Functional Needs Populations

- Activities related to firefighting in the county will be provided in such a way that populations with access and functional needs receive adequate and timely warning, emergency information and services.

## **2.4.5 Annex Maintenance**

As primary agency, the Office of Emergency Management (MCEM) will be responsible for coordinating regular review and maintenance of this ESF Annex in coordination with key external firefighting partners. MCEM and its coordinating partners will be responsible for developing any plans or procedures needed to fully address their assigned tasks.

## **2.4.6 Supporting Plans and Procedures**

The following documents are currently in place:

### **Multnomah County**

- Multnomah County Community Wildfire Protection Plan (CWPP)
- Multnomah County Multi-Jurisdictional Natural Hazards Mitigation Plan (NHMP)

### **State of Oregon**

- State of Oregon Emergency Operations Plan
  - ESF 4 - Firefighting
- State of Oregon Fire Service Mobilization Plan

### **Federal**

- National Response Framework
  - ESF 4 - Firefighting

## **2.4.7 Appendices**

None at this time.

# ESF 5



## PLANNING & INFORMATION

ESF 5 Cooperating Agencies	
Primary Agency	<b>Multnomah County Office of Emergency Management</b>
Supporting Agencies	<ul style="list-style-type: none"><li>• Multnomah County Department of County Assets (DCA)</li><li>• Multnomah County Department of County Management (DCM)</li><li>• Multnomah County Health Department (MCHD)</li><li>• Multnomah County Sheriff's Office (MCSO)</li><li>• Multnomah County Attorney</li><li>• Multnomah County Communications Office</li></ul>
Coordinating Partners	<ul style="list-style-type: none"><li>• Municipal Emergency Management Programs</li><li>• All ESF Partners</li></ul>

## **2.5.1 Introduction**

Emergency Support Function (ESF) 5 – Information and Planning - serves as the Planning Section within the Multnomah County (County) Emergency Operations Center (EOC). ESF 5 is also referred to as the Planning Section throughout this document. The Planning Section supports strategic and operational decision-making by collecting, analyzing and disseminating information about a potential or actual incident, facilitating crisis action planning, and ensuring proper recordkeeping, documentation and safeguarding of critical incident information.

### **2.5.1.1 Relationship to Other ESF Annexes**

- The Planning Section works closely with other County ESFs as part of coordinated response and recovery activities.
- All ESFs provide function-specific information to support damage assessment, creation of a common operating picture, development of EOC Incident Action Plans (IAPs) and public messaging.

### **2.5.1.2 Policies and Agreements**

The following policies and agreements are currently in place to guide and support information and planning activities during an emergency:

- OpsCenter and Raptor user agreement
- Social Media policy
- Emergency declaration guidance

## **2.5.2 Situation and Assumptions**

### **2.5.2.1 Situation**

Information and planning are critical components of incident management. Properly managed, they establish a progressively improving situational awareness and a common operating picture among response agencies which creates a basis for a well-coordinated response.

- Timely initial assessments of developing situations are needed to provide information to support the operations and logistics sections in developing crisis action plans and ascertaining resources needed for emergency response.
- Accurate assessments of the situation will help determine if local capability and capacity are adequate for emergency response.

### **2.5.2.2 Assumptions**

- There will be an immediate and continuous demand by local officials for information about a developing or ongoing emergency or disaster.
- During the early stages of an event, little information will be available, and what is available may be vague and inaccurate; the need to verify information can delay response to inquiries.
- Reporting from municipalities to the EOC will improve as the event matures.
- Reporting of information may be delayed due to damaged telecommunications infrastructure.
- There may be a need to deploy field observers or assessment personnel to the disaster area to collect critical information about resource requirements or to conduct situation assessments.
- Crisis action planning will occur at multiple jurisdictional levels and across multiple functions simultaneously.

## 2.5.3 Roles and Responsibilities

The roles and responsibilities for each department in support of emergency services will vary depending on the type of resource, the length of the warning period and the duration of the incident.

### 2.5.3.1 Primary Agency - Office of Emergency Management (MCEM)

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. The primary agency for ESF 5 is the **Multnomah County Office of Emergency Management (MCEM)**.

- Provides a staff member to act as Planning Section Chief upon EOC activation and when requested by the EOC Director.
- Identifies and trains County staff to support the Planning Section.
- Maintains readiness of technology, forms and Planning Section playbooks.
- Maintains an accessible library of plans, including the Comprehensive Emergency Management Plan (CEMP) and relevant local plans.
- Maintains understanding of countywide hazard identification and risk assessment, and awareness of vulnerabilities.
- Supports other planning initiatives within and adjacent to Multnomah County, where resources allow.
- Assists in the development of departmental and office continuity of operations plans (COOPs) for any disaster response or planned or anticipated event.
- Provides and/or hosts plan orientations for emergency responders.
- Maintains the County's Emergency Operations Plan (EOP).
- Reviews plans annually and makes necessary corrections, changes and additions. Advises and assists other agencies in the development of emergency or disaster plans and programs in compliance with applicable County, State of Oregon (State) and federal laws, rules, regulations and executive orders.

### 2.5.3.2 Supporting Agencies

Supporting agencies for ESF 5 are those County entities that have substantial support roles during major incidents. In addition to the following agencies, ESF 5 staff may be

assigned from a wide variety of County departments and offices and are selected for their skills in information management, planning and analysis.

#### 2.5.3.2.1 Department of County Assets (DCA)

##### *Information Services*

- Provides information technology and geographic information systems mapping service in support of emergency planning activities.
- Supports the use of information services and applications in the ECC to build a common operating picture.

##### *Records & Archives*

- Advises Planning Section on set-up and maintenance of the incident-specific record management system.
- If there is not an active need for incident-specific documents after two years, works to transfer records into a digital preservation system for permanent preservation.

#### 2.5.3.2.2 Department of County Management (DCM)

##### *Assessment, Records, & Taxation*

- Provides staff to perform “windshield” damage assessments of public and private property.
- Assists with consolidation of damage assessment reports in the EOC.
- Provides financial cost data related to property loss and damage within the county, contributing to financial impact reports to state/federal assessment teams.
- Assists in the review/revision of damage assessment protocols.
- Staff the Damage Assessment Unit in the EOC as required.

#### 2.5.3.2.3 Health Department (MCHD)

- Establishes an intelligence unit or information management protocol within the EOC, as necessary, to manage HIPAA and other protected information
- Supports development and dissemination of threat/hazard reports of a public health nature.
- Assesses health hazards caused by damage to the sewer, water, food supplies or other environmental systems, and provides safety information as required.

#### 2.5.3.2.4 Sheriff's Office (MCSO)

- Establishes an intelligence unit or information management protocol within the EOC to manage law enforcement sensitive information, as necessary.
- Supports development and dissemination of threat/hazard reports of a law enforcement nature.
- Maintains liaison with the State Fusion Center and other intelligence-sharing groups.
- Assists in situation reporting and damage assessment.
- Supports the Emergency Declaration process as required and may enforce emergency declaration measures.

#### 2.5.3.2.5 County Attorney

- Advises County officials on legal matters relating to emergency operations.
- Prepares ordinances, implementing orders and/or resolutions as necessary to ensure that incident management activities are conducted on a sound legal basis.
- Prepares an Emergency Declaration and assists in briefing appropriate officials or the full Board of Commissioners.
- Staffs the Legal Officer position in the EOC, if required.

#### 2.5.3.2.6 Communications Office

- Collects, develops and disseminates emergency information to the public through the media, emergency websites, and other available means, including pre-recorded phone messages and social media.
- Provides assistance in developing senior level summary reports, executive briefings and strategic communications.

#### 2.5.3.3 Coordinating Partners

A variety of partners provide support through coordination of emergency functions within their own authority/jurisdiction, or are able to provide additional resources to support the Planning Section in the EOC. Cooperating partners also provide essential information in accordance with the incident-specific information collection plan to support the overall situational awareness and common operating picture.

#### 2.5.3.3.1 Municipal Emergency Management Programs

- Coordinate incident planning activities through city emergency operations facilities.
- Gather situation status information from incident commanders and local community partners supported by the city EOC.
- Provide situation status updates to the County via the EOC.

#### 2.5.3.3.2 All ESF Partners

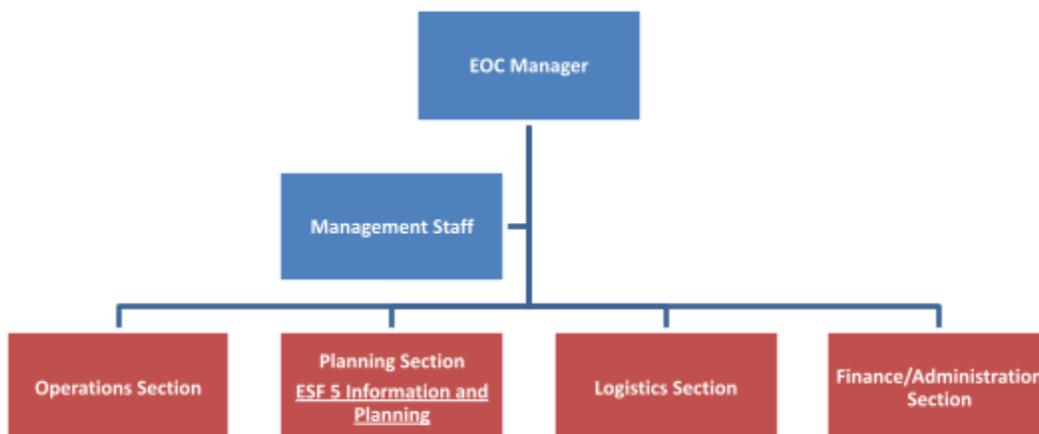
- Perform operational impact assessments and provide status information to the EOC to support county-wide situational assessment.
- Conduct damage assessment of infrastructure and critical services to support the disaster declaration and cost recovery processes.
- Participate in the incident-specific information collection plan outlined by the EOC Planning Section.
- Provide technical specialists and subject matter expertise to support crisis action planning.
- To the greatest extent possible, utilize communication systems, modes and protocols that are compatible with the EOC.

## 2.5.4 Concept of Operations

### 2.5.4.1 General

- The Planning Section Chief will be the leader, primary contact and facilitator for all planning activities within the EOC.
- The Planning Section will coordinate all reporting requirements and establish the EOC operational tempo to optimize the sharing of information collected and developed within the County.
- Information and planning support requirements that cannot be met at the local level should be forwarded to the State for assistance. If needed, federal assistance may be requested by the Governor.

**Figure 2.5.1 - Multnomah County ESF 5 Organization**



### 2.5.4.2 Notification

- The Duty Officer will make notifications of EOC activations and request that the Planning Section Chief report to the EOC.
- The Planning Section Chief will follow up with support and cooperating agencies to coordinate any staffing or resources needed to ensure appropriate staffing of the Planning Section.

### 2.5.4.3 Actions by Emergency Management Phase

#### 2.5.4.3.1 Mitigation

- Update hazard maps to reflect discoveries or impacts related to the incident.
- Coordinate with various long-term recovery efforts and support initiatives in coordination with disaster recovery centers, disaster field offices, the local mitigation strategy group, or any other relevant long-term efforts.

#### 2.5.4.3.2 Preparedness

- Coordinate, facilitate and participate in the development of plans and procedures.
- Prepare standardized reporting formats and forms, and establish reporting procedures that include development of display boards.
- Maintain familiarity with Planning Section forms, applications and processes, and participate in training and exercises to ensure continuous improvement.
- Prepare and maintain a current, standard template for declarations of emergency, implementation orders and other important legal documents.

#### 2.5.4.3.3 Response

- Prepare the declaration of emergency and any needed amendments.
- Identify and staff appropriate units to meet the needs of the incident. Those units may include:
  - Planning Unit
  - Situation Unit
  - GIS Unit
  - Documentation Unit
  - Damage Assessment Unit
  - Intelligence Unit
  - Resources Unit
  - Demobilization Unit
- Create a plan for collecting and organizing incident information, and establish a process for analyzing, synthesizing and sharing information across agencies and intergovernmental levels, and the private sector.
- Ensure essential elements of information and critical information requirements are being collected and the process for reporting significant events is understood by all EOC staff.

- Display information, develop presentations and use technology to aid decision-making processes.
- Request special information from local governments and volunteer organizations, as necessary.
- Provide for the protection of sensitive information.
- Develop and distribute situation reports.
- Establish and maintain the incident-specific document and record-keeping system for the EOC.
- Coordinate with ESF 15 – Public Information on the use of social media for information gathering purposes.
- Prepare for and facilitate EOC briefings, planning meetings and other meetings, as requested by the EOC Manager.
- Develop an EOC Incident Action Plan (IAP) for the operational period(s) identified by the EOC Manager.
- Provide planning support to ESFs and Interagency Task Forces (ITFs).
- Support the development of recovery, demobilization, contingency and any other necessary support plans.
- Facilitate planning to transition to the recovery phase of emergency operations.

#### 2.5.4.3.4 Recovery

- Continue to gather information and prepare and distribute situation reports, as needed.
- Prepare the elected official's declaration terminating the declaration of emergency.
- Create and coordinate an ad hoc Recovery Task Force from local representatives to assist with recovery phase operations.
- Coordinate and conduct a post-disaster situation analysis to review and determine the effectiveness of the pre-established tasks, responsibilities, and reporting procedures and formats to document any crucial lessons learned and to revise plans as needed for future events.
- Organize and archive documentation according to County records policy and ease of retrieval for cost recovery processes.

#### 2.5.4.4 Access and Functional Needs Populations

- Ensure all information and planning efforts include consideration for the maintenance of access to all services provided to the community at large, as

required by the Americans with Disabilities Act and emphasized in the  
Multnomah County Emergency Operations Base Plan.

## **2.5.5 Annex Maintenance**

Multnomah County Emergency Management will be responsible for coordinating regular review and maintenance of this ESF Annex. Each primary, supporting, and coordinating agency will be responsible for developing any plans or procedures needed to fully address their assigned tasks.

## **2.5.6 Supporting Plans and Procedures**

### Multnomah County

- Multnomah County Emergency Operations Plan - Base Plan

### State of Oregon

- State of Oregon Emergency Operations Plan

### Federal

- National Response Framework

## **2.5.7 Appendices**

None at this time.

# ESF 6

## MASS CARE

ESF 6 Cooperating Agencies	
Primary Agency	<b>Multnomah County Department of County Human Services</b>
Supporting Agencies	<ul style="list-style-type: none"> <li>• Homeless Services Department (HSD)</li> <li>• Multnomah County Health Department (MCHD)</li> <li>• Multnomah County Department of County Assets (DCA)</li> <li>• Multnomah County Office of Emergency Management (MCEM)</li> <li>• Multnomah County Department of Community Services (DCS)</li> <li>• Multnomah County Sheriff’s Office</li> <li>• Multnomah County Library</li> <li>• Multnomah County Department of County Management (DCM)</li> </ul>
Coordinating Partners	<ul style="list-style-type: none"> <li>• Oregon Department of Human Services - Office of Resilience and Emergency Management (OREM)</li> <li>• Metro</li> <li>• Red Cross</li> <li>• Oregon Food Bank</li> <li>• Salvation Army</li> <li>• Private Food Distribution Companies</li> <li>• Non-Governmental and Community Based Organizations</li> </ul>

## 2.6.1 Introduction

Emergency Support Function (ESF) 6 coordinates the delivery of mass care, emergency assistance, temporary housing, and human services. As an 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.

Emergency shelter includes the use of pre-identified shelter sites in existing structures, creation of temporary facilities or shelters, and use of other facilities outside the incident area, should evacuation be necessary. Food is provided to victims through a combination of fixed sites, mobile feeding units and bulk distribution. Emergency first aid, consisting of basic first aid and referral to appropriate medical personnel and facilities, is provided at mass care/sheltering facilities. Bulk distribution of emergency relief items, such as food, pre-packaged water, and ice, is managed and coordinated via established sites within Multnomah County. If applicable, family reunification is coordinated between local government and nongovernmental organizations.

Additional functions of ESF 6 include:

- Providing assistance for victims' short- and long-term housing needs.
- Supporting and coordinating resources required for crisis counseling and other mental health-related services immediately following an emergency, particularly as services are needed at shelters.
- Coordinating and identifying individuals with access and functional needs within the impacted area. Access and functional needs may be characterized by age (children and elderly), physical and/or mental disabilities, language (non-English-speaking), existing disease/medical conditions, dependency on service animals, and any other condition or threat that could warrant special considerations under emergency circumstances.

### 2.6.1.1 Relationship to Other ESF Annexes

ESF 6 often works closely with other County ESFs as a part of coordinated response and recovery activities. The following ESFs support mass care activities:

- ESF 1 – Transportation - Maintains transportation routes to and from the shelter for all people with all abilities.
- ESF 3 – Public Works - Maintains utilities and supports shelter sanitation, prioritizing services based on response needs.

- ESF 7 – Resource Support – Helps secure personnel, equipment, supplies, food, and water to execute response operations and establish logistical support capabilities.
- ESF 8 – Health and Medical – Provides shelter population monitoring and disaster behavioral health; verifies shelter sanitation; facilitates medical needs sheltering activities; and supports responder health and safety.
- ESF 11 – Agriculture, Animals and Natural Resources – Supports capabilities for caring for large and small animals displaced by evacuation and/or into shelters.
- ESF 13 – Law Enforcement. Coordinates with onsite security and 911 assistance, as needed, at shelters.
- ESF 15 – Public Information – Shares information with the public about shelter locations, services and needs.
- ESF 16 – Volunteers and Donations – Manages and oversees volunteers supporting mass care initiatives and coordinates the receipt of physical and non-physical donations.

### 2.6.1.2 Policies and Agreements

The following policies and agreements are currently in place to guide and support mass care activities during an emergency:

- Pets Evacuation and Transportation Standards Act of 2005 (H.R. 3858)

## 2.6.2 Situation and Assumptions

### 2.6.2.1 Situation

- Hazards most likely to cause a need for mass care operations in Multnomah County include but are not limited to earthquake, fire, flood, landslide, and hazardous materials and terrorism events. Such emergencies in neighboring jurisdictions could prompt evacuations into Multnomah County as well.
- The County recognizes that it has ultimate responsibility for providing shelter and other mass care services to protect local residents displaced from their homes and others who evacuate into the jurisdiction due to emergency situations.
- Mass care needs may range from very short-term operations for a limited number of people where the primary objective is to provide protection from the weather, comfortable seating and access to restrooms to more lengthy operations for large numbers of evacuees where feeding, sleeping and shower facilities are desirable and a variety of assistance must be provided to evacuees.
- The American Red Cross independently provides mass care to disaster victims as part of a broad program of disaster relief, as outlined in charter provisions enacted by the United States Congress Act of January 5, 1905, and the Disaster Relief Act of 1974. The Red Cross also assumes primary agency responsibility under the National Response Framework to coordinate federal response assistance to the mass care response of state and local governments, and the efforts of other voluntary agencies, including American Red Cross relief operations.
- Multnomah County has established criteria, in coordination with the American Red Cross, for large-scale disasters. This criteria has been used to pre-identify possible mass shelter locations. In smaller events, the County will rely on a combination of Red Cross and DCHS shelter locations. The Red Cross signs agreements with local governments, school districts, churches and other organizations to use their facilities for shelter and mass care operations. The Red Cross identifies suitable shelter facilities based on a set of standards, maintains a list of potential shelters, maintains shelter kits, and trains shelter management personnel.

- Disaster conditions are likely to require that domestic animals and livestock be evacuated and will need shelter and care. Multnomah County will attempt to co-locate pets with their owners in shelters. The care of those animals will be the responsibility of the owners.
- The County's response during incidents, emergencies or disasters is based on the availability of resources. If the response requirements exceed local capabilities, mutual aid, State of Oregon and/or federal assistance should be requested.

### 2.6.2.2 Assumptions

- Widespread damages may necessitate the relocation of victims and the need for mass care operations.
- Some victims will go to shelters, while others will find shelter with friends and relatives. Some may stay with or near their damaged homes.
- Shelters may have to be opened with little notice. Until Red Cross personnel arrive and assume responsibility for managing such shelters, local government personnel may have to manage and coordinate shelter and mass care activities.
- The demand for shelters may prove to be higher than what is available.
- If Red Cross services are not available, other volunteer organizations and religious groups may open shelters. Some of these organizations and groups coordinate their efforts with the Red Cross, while others may operate these facilities themselves and assume full responsibility for them.
- Essential public and private services will be continued during mass care operations. However, for a major evacuation that generates a large-scale shelter and mass care operation, normal activities at schools, community centers, churches and other facilities used as shelters may have to be curtailed.
- Volunteer organizations that normally respond to emergency situations will assist in mass care operations.
- Large numbers of spontaneous volunteers may emerge, which will require planning and training before volunteers can be released to field operations.

- Emergency operations for most human services organizations (mass care, individual assistance, sheltering, special medical needs, and special needs) will be an extension of normal programs and services.
- Major events will have substantial mass care needs, and Multnomah County will aspire to meet them as significantly as possible. In a major event, the severity and scale will impact the availability and accessibility of resources and transportation. Preparation at the individual or household level to catastrophic events will create better outcomes, promoting local communities to have supplies and plans ready and to check on neighbors.

## 2.6.3 Roles and Responsibilities

The roles and responsibilities for each department in support of emergency services will vary depending on the type of resource, the length of the warning period and the duration of the incident.

### 2.6.3.1 Primary Agency - Department of County Human Services (DCHS)

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 community partners to ensure a coordinated response. The primary agency for ESF 6 is the **Multnomah County Department of County Human Services (DCHS)**. However, tasks related to mass care needs overlap with other emergency functions, thus are frequently led by, or co-led by partner agencies. After a major disaster event, mass care services are projected to begin one to two weeks after the event.

- In partnership with other departments and community organizations, assesses the resources available and works to identify the mass care needs of the impacted community, and outlines a plan and helps to coordinate a response.
- Assesses impacts to and needs of existing DCHS clients.
- Will make efforts to connect with vulnerable populations and citizens with access and functional needs who are clients of DCHS, to refer to resources and support as applicable or able.
- Provides assessment and emergency-related case management services to existing DCHS clients.
- Identifies elderly clients and clients with disabilities who have DCHS case managers and who may be affected by the emergency, and respond as needed.

In partnership with other agencies which lead or co-lead the following efforts:

- With The Red Cross and MCEM, works to mobilize plans and resources that support this ESF and moves towards addressing the mass care needs of the impacted community.

- May coordinate with other departments and organizations, if they oversee the provision of food, shelter, and other mass care needs to the public.

### 2.6.3.2 Supporting Agencies

Supporting agencies for each ESF are those County entities that have substantial support roles during major incidents. These entities also may lead, co-lead or support tasks listed above. Supporting agencies that support ESF 6 include:

#### 2.6.3.2.1 Homeless Services Department (HSD)

- Supports needs of unhoused residents in accessing mass care services. At the outset of the emergency this may include a focus on those who were unhoused prior to the emergency, including supporting existing impacted homeless shelters and/or other locations serving homeless community members that are impacted by the emergency.
- As possible, supports the needs of other community members in accessing mass care services.
- In partnership with DCHS and other supporting departments, provides administrative and technical assistance, potentially including staffing and/or management support, training, and connections to community providers to support the management and staffing of mass shelter sites.

#### 2.6.3.2.2 Health Department (MCHD)

- Provides shelter population health monitoring and disaster behavior health.
- Assist shelters in meeting required public health sanitation standards.
- Facilitates medical special needs sheltering activities.
- Coordinates pharmaceutical distribution.
- Supports responder health and safety.

#### 2.6.3.2.3 Office of Emergency Management (MCEM)

- Provides planning and administrative support, including supporting the administration of staffing resources at mass care locations.
- Maintains a high level of situational awareness and assesses the potential of events to impact mass care needs.

- Provides mass care response support for departments, municipalities, and unincorporated areas.
- Works with departments and partners to determine needs and leverage resources to assist with communication, outreach, and operational support relating to mass care services.
- Manages mass care logistics including the coordinated processing and distribution of material sheltering needs, including food, water, and other essential items.
- As facilities lead, supports the identification and temporary acquisition of appropriate physical mass care spaces and coordinates ancillary facility services such as sanitation.
- Oversees and activates the County Emergency Operations Center (EOC).
- Ensures 24-hour Duty Officer readiness to employ emergency alert systems and initiate notifications to critical partners.

#### 2.6.3.2.4 Department of County Assets (DCA)

- Assists in acquiring suitable space to perform mass care activities such as shelters, reception centers, points of distribution, reunification sites, etc.
- Employs County facilities, fleet and distribution resources to establish a logistical supply chain for the mass care operations.

#### 2.6.3.2.5 Department of Community Services (DCS)

##### *Animal Services*

- Provides animal care resources to pets of owners receiving mass care services.
- To the greatest extent possible, supports the co-location of pets with their owners at shelters.
- Provides disaster shelter options for pets and service animals, and coordinates animal relief efforts with local animal rescue organizations.
- Provides reunification services for pets and pet owners.

#### 2.6.3.2.6 Sheriff's Office (MCSO)

- Responds, as available, when security incidents exceed capacity of shelter security and may support the safety of specific populations at mass care locations when they have been targeted in a human-caused emergency.

#### 2.6.3.2.7 Department of County Management (DCM)

##### *Workplace Security*

- Coordinates site security for county-operated locations hosting mass care activities.

#### 2.6.3.2.8 County Library

- Supports the distribution of commodities to the general public at existing Library branches.

### 2.6.3.3 Coordinating Partners

A variety of partners provide support through coordination of emergency functions within their own authority/jurisdiction, or are able to provide additional resources or locations for mass-care services to support County response activities.

#### 2.6.3.3.1 Oregon Department of Human Services (ODHS)

##### *Office of Resilience and Emergency Management (OREM)*

- Coordinates statewide resources to support mass care needs in declared disasters.

#### 2.6.3.3.2 American Red Cross

- Operates shelters

#### 2.6.3.3.3 Municipalities, Special Districts, and the Private Sector

- Cities
- Educational Districts
- Hospitals and Other Medical Providers
- Water Districts
- Private Schools
- Food Distributors
- Energy Providers

#### 2.6.3.3.4 Other Nongovernmental (NGOs) and Community Based Organizations (CBOs)

- Oregon Food Bank
- Community Organizations Active in Disasters (COADs)
- Faith-Based Organizations
- Other CBOs that provide health or human services
- School Districts

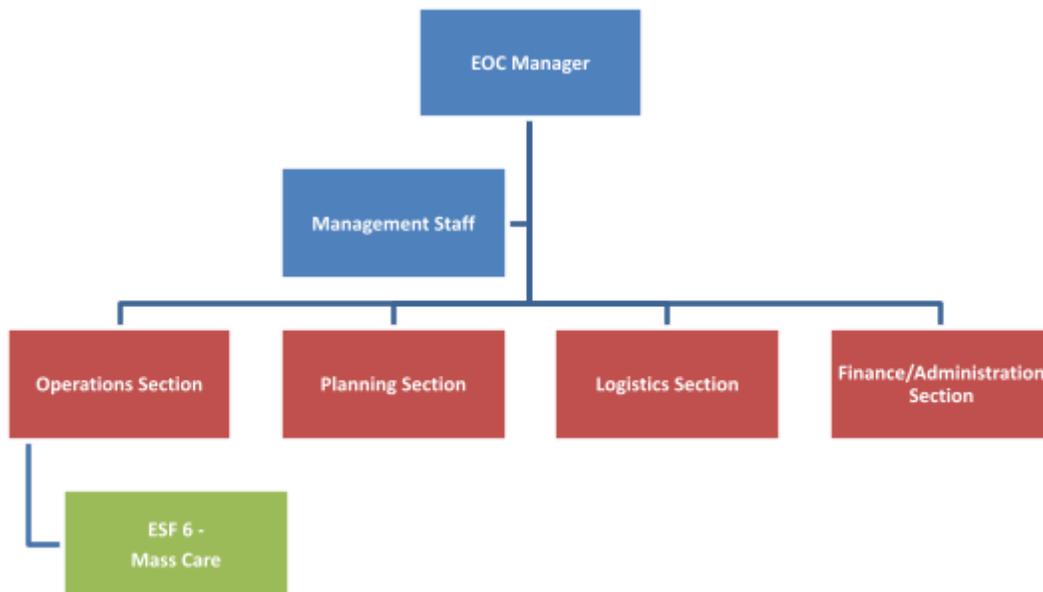
## 2.6.4 Concept of Operations

### 2.6.4.1 General

In accordance with the Base Plan and this ESF Annex, the Department of County Human Services (DCHS) is the agency responsible for coordinating mass care activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.

- Requests for assistance with mass care, emergency assistance, housing and human services resources will be generated one of two ways: They will be forwarded to the County Emergency Operations Center (EOC), or they will be issued in accordance with established mutual aid agreements.
- The County EOC will provide guidance for the coordination of mass care, emergency assistance, housing and human services resources.
- Mass care, emergency assistance, housing and human services support requirements that cannot be met at the local level should be forwarded to the State for assistance. If needed, federal assistance may be requested by the Governor.

**Figure 2.6.1 - Multnomah County ESF 6 Organization**



### 2.6.4.2 Notification

- The MCEM Duty Officer will notify DCHS and supporting agencies of EOC activations and request that representatives report to the EOC to coordinate mass care activities and staff ESF 6, if activated.
- As additional EOC staffing needs become apparent, other support and partnering agency personnel may be asked to report to the EOC to assist with mass care activities.

### 2.6.4.3 Actions by Emergency Management Phase

These phases depend on cross-departmental and cross-agency co-led cooperation and contribution.

#### 2.6.4.3.1 Mitigation

- Participate in the hazard identification process and take steps to correct deficiencies in the mass care, housing and human services function.
- Encourage shelter use considerations in architectural design of new or renovated public buildings.
- Conduct training and education.
- Conduct practice drills.
- Convey public information in multiple formats and languages.
- Identify volunteer organizations that could assist in shelter and mass care operations and develop cooperative agreements.

#### 2.6.4.3.2 Preparedness

- Identify mass care facilities (temporary lodging and emergency feeding sites) and protective shelters.
- Obtain the cooperation of facility owners for use as mass care facilities and protective shelters.
- Develop facility setup plans for potential shelters.
- Identify emergency feeding supplies.
- Recruit and train volunteers for mass care operations.

- Develop a liaison with other community service organizations for providing mass care to the public.
- Identify population groups requiring special assistance during an emergency (e.g., senior citizens, those with access and functional needs, etc.) and ensure that preparations are made to provide assistance.
- Appoint a representative to assist in the County EOC.
- Implement a public education campaign regarding the importance of family disaster plans and 72-hour preparedness kits.
- Develop and test emergency plans and procedures.
- Participate in emergency management training and exercises.

#### 2.6.4.3.3 Response

- Notify key personnel to allow immediate review and implementation of plans and checklists.
- Request partial or full activation of the County EOC, if necessary.
- Open designated mass care shelters and begin to stock them with food, water, medical supplies, dormitory supplies, and administrative supplies.
- Notify Health Department officials of potential staff needs to assist with first aid and behavioral health at mass care shelters.
- Coordinate with Workplace Security for security operations at County-operated mass care locations.
- Provide trained staff, as appropriate, at reception centers and shelters.
- Establish primary and back-up communications between the mass care shelters and the Red Cross District Office, or the County EOC if shelters are managed by the County.
- Coordinate with law enforcement to ensure appropriate traffic control measures are in place on evacuation routes to reception centers and mass care shelters.
- Coordinate the release of public information announcements and advisories regarding the need to evacuate, evacuation routes, reception center locations, and personal items to be brought to the shelters.

- Arrange transportation to shelters for those experiencing access and functional needs and for those without transportation.
- Alert hotels and motels in neighboring unaffected jurisdictions so those facilities can prepare for an influx of evacuees not wishing to utilize public mass care shelters.
- Maintain communications between reception centers, mass care shelters, the Red Cross District Office and the EOC.
- Advise the EOC of the number and condition of the evacuees housed in each shelter.
- Provide the following for those in the affected area who are not housed in mass care shelters:
  - Emergency supplies of food, water, clothing and first aid.
  - Temporary congregate feeding facilities, if necessary.
- Arrange food and water for emergency workers.
- Support ESF 15/Public Information Officer in the release of public announcements concerning:
  - The condition and whereabouts of persons in or evacuated from disaster areas.
  - The availability of emergency supplies of food, water and clothing.
  - The locations of reception centers and mass care shelters.
- Assist with registration of evacuees and victims.
- Help provide temporary housing for those who cannot return to their homes.
- Deactivate shelters and mass care facilities and return them to normal use.
- Clean and return shelters to their original condition; keep detailed records of any damages.
- Consolidate mass care shelter(s) costs and submit these statements to the EOC Finance and Administration Section for possible reimbursement.

- Coordinate Individual Assistance. Inform the public of any follow-up recovery programs that may be available.
- Form a long-term recovery assistance team to help ensure that individuals and families affected by the disaster continue to receive assistance for serious needs and necessary expenses.
- Return staff, clients and equipment to regularly assigned locations. Provide critical payroll and other financial information for cost recovery through appropriate channels.
- Participate in after-action critiques and reports.
- Update plans and procedures based on critiques and lessons learned during an actual event.

#### 2.6.4.3.4 Recovery

- Activate family reunification systems, such as the Red Cross Safe and Well website or FEMA's National Emergency Family Registration and Locator System, as soon as possible.
- Continue to use multiple means of communicating public information and education.
- Ensure the availability of mental and behavioral health professionals.
- Continue EOC operations until it is determined that EOC coordination is no longer necessary.
- Provide public information regarding safe re-entry to damaged areas.
- Assist evacuees in returning to their homes, if necessary.
- Help provide temporary housing for those who cannot return to their homes.
- Deactivate shelters and mass care facilities and return them to normal use.
- Clean and return shelters to their original condition; keep detailed records of any damages.
- Consolidate mass care shelter costs and submit these statements to the EOC Finance and Administration Section for possible reimbursement.

- Coordinate FEMA Individual Assistance (IA) programs. Inform the public of any follow-up recovery programs that may be available.
- Form a long-term recovery assistance team to help ensure that individuals and families affected by the disaster continue to receive assistance for serious needs and necessary expenses.
- Return staff, clients and equipment to regularly assigned locations. Provide critical payroll and other financial information for cost recovery through appropriate channels.
- Participate in after-action critiques and reports.
- Update plans and procedures based on critiques and lessons learned during an actual event.

#### 2.6.4.4 Access and Functional Needs Populations

Provision of mass care, emergency assistance, housing and human services in the County will take into account populations with access and functional needs.

The needs of children and adults who experience disabilities and others who experience access and functional needs shall be identified and planned for as directed by policy makers and according to State and federal regulations and guidance. DCHS and other human service agencies or organizations will assist in coordinating the emergency housing, sheltering and feeding of people with access and functional needs. The following is a detailed description of the types of support individuals within each functional need category may require:

- **Maintaining Independence.** Individuals requiring support to be independent in daily activities may lose this support during an emergency or a disaster. Such support may include consumable medical supplies (diapers, formula, bandages, ostomy supplies, etc.); durable medical equipment (wheelchairs, walkers, scooters, etc.); service animals; and/or attendants or caregivers. Supplying needed support to these individuals will enable them to maintain their pre-disaster levels of independence.
- **Communication.** Individuals who have limitations that interfere with their receipt of and response to information will need that information provided in methods they trust and can understand and use. They may not be able to hear verbal announcements, see directional signs, or understand how to

obtain assistance due to hearing, vision, speech, cognitive or intellectual limitations, and/or limited English proficiency.

- **Transportation.** Individuals who cannot drive or who do not have vehicles may require transportation support for successful evacuation. This support may include accessible vehicles (e.g., lift-equipped vehicles or those suitable for transporting individuals who use oxygen) or information about how and where to access mass transportation during an evacuation.
- **Supervision.** Before, during and after an emergency, individuals may lose the support of caregivers, family or friends or may be unable to cope in a new environment (particularly if they have dementia, Alzheimer’s disease, or psychiatric conditions such as schizophrenia or intense anxiety). If separated from their caregivers, young children may be unable to identify themselves and, when in danger, they may lack the cognitive ability to assess the situation and react appropriately.
- **Medical Care.** Individuals who are not self-sufficient or who do not have adequate support from caregivers, family or friends may need assistance with managing unstable, terminal or contagious conditions that require observation and ongoing treatment; managing intravenous therapy, tube feeding and vital signs; receiving dialysis, oxygen and suction administration; managing wounds; and operating power-dependent equipment to sustain life. Such individuals require the support of trained medical professionals.

#### 2.6.4.4.1 Children

The County recognizes the varying and special requirements of children and is committed to ensuring that the physical and mental health needs of children will be appropriately addressed, and that children will remain with their families or caregivers to the maximum extent possible during evacuation, transport, sheltering or the delivery of other services.

Whenever possible, the County will consider preparedness, evacuation, shelter operations, and public outreach and education activities that identify issues particular to children. Such issues may include:

- **Preparedness.** Considering the needs of children in program and planning activities. This includes involving members of the community familiar with children’s issues.

- **Evacuation.** Identifying where children are located (such as schools and daycares) and how they will be evacuated.
- **Shelter.** Identifying resources for diapers, formula and food appropriate for all ages, and portable cribs and playpens, as well as staffing resources needed to supervise unaccompanied children.
- **Public Outreach and Education.** Promoting personal preparedness among families with children as well as at local schools and daycares.

#### 2.6.4.4.2 Household Pets and Service Animals

Previous disasters throughout the nation have shown that individuals are less likely to evacuate or seek shelter if they are unable to bring their pets. As such, whenever possible the County will consider preparedness, evacuation, shelter operations, and public outreach and education activities that identify issues particular to household pets and service animals. In particular, these issues may include:

- **Preparedness.** Considering the needs of household pets and service animals and their owners in program and planning activities This includes involving members of the community familiar with pet and service animal issues.
- **Shelter.** Identifying resources for food, crates and staff needed to supervise household pets.
- **Public Outreach and Education.** Promoting personal preparedness among families with pets and at local pet rescue agencies.

## **2.6.5 Annex Maintenance**

As primary agency, DCHS will be responsible for coordinating regular review and maintenance of this ESF Annex in coordination with Multnomah County Emergency Management. Each primary and supporting agency will be responsible for developing any plans or procedures needed to fully address their assigned tasks.

## **2.6.6 Supporting Plans and Procedures**

### Multnomah County

- Multnomah County Emergency Operations Plan - Base Plan
- Multnomah County Mass Shelter Plan
- Multnomah County Reunification Plan

### State of Oregon

- State of Oregon Emergency Operations Plan
- State of Oregon ESF 6 Annex

### Federal

- National Response Framework

## **2.6.7 Appendices**

None at this time.

# ESF 7



## RESOURCE SUPPORT

ESF 7 Cooperating Agencies	
Primary Agency	<b>Multnomah County Department of County Management</b>
Supporting Agencies	<ul style="list-style-type: none"><li>• Multnomah County Office of Emergency Management (MCEM)</li><li>• Multnomah County Department of County Assets (DCA)</li><li>• Other Multnomah County Business Service Units</li><li>• Multnomah County Attorney</li></ul>
Coordinating Partners	<ul style="list-style-type: none"><li>• None</li></ul>

## **2.7.1 Introduction**

As directed by the EOC Logistics Chief, Emergency Support Function (ESF) 7 - Resource Support - provides the framework for logistical support through the timely and efficient acquisition, distribution and tracking of requested resources, including supplies, equipment, personnel, facilities, financial tracking and other assets necessary to support disaster operations.

### **2.7.1.1 Relationship to Other ESF Annexes**

ESF 7 often works closely with other Multnomah County ESFs as a part of coordinated response and recovery activities. The following ESFs support ESF 7 activities:

- ESF 1 – Transportation. Repairs transportation network to ensure movement of resources, and coordinates transportation for impacted populations
- ESF 2 – Communications. Coordinates governmental and nongovernmental organizations that provide the communications and information technology capabilities necessary to support response efforts
- ESF 3 - Public Works. Performs emergency work to restore critical lifelines and key resources to support life-saving and life-sustaining services
- ESF 5 – Information and Planning. Supports incident situational awareness, collecting, analyzing, and disseminating critical incident information, provides mapping services, and establishes record-keeping procedures.
- ESF 6 – Mass Care Services Coordinates the delivery of mass care, emergency assistance, temporary housing and human services.
- ESF 11 – Food and Water. Coordinates the identification, procurement and arrangement of the transportation and provision of food and water assistance to victims and responders in the aftermath of a major emergency or other event requiring emergency response
- ESF 12 – Energy. Coordinate provision of fuel supplies to support County equipment and emergency operations
- ESF 15 – Public Information. Support joint information system and joint information center activities; disseminate messages to the public for how and where to request resources

- ESF 16 – Volunteers and Donations Management. Processes and catalogs volunteer and donation resources capable of supporting disaster operations.

### 2.7.1.2 Policies and Agreements

The following policies and agreements are currently in place to guide and support resource support activities.

- County Administrative Procedures (Purchasing, Contracting, Finance, IT, Risk and Facilities), available on [Multco Commons](#).
- Existing County contracts for goods or services - Available in Multco MarketPlace.
- Benton, Clackamas, Clatsop, Columbia, Crook, Deschutes, Hood River, Jefferson, Lincoln, Linn, Marion, Multnomah, Polk, Tillamook, Washington and Yamhill counties. See the [Inter-County Mutual Aid Agreement](#), 2011.
- Oregon Public Works Emergency Response Cooperative Assistance Agreement, 2008

## **2.7.2 Situation and Assumptions**

### **2.7.2.1 Situation**

In the event of a declared emergency and/or upon request, ESF 7 provides the operational support needed to establish the response capacity of local government. Resource management consists of local government departments providing assistance to each other as well as nongovernmental and private-sector response in the form of:

- Emergency relief supplies.
- Facility space.
- Office equipment and supplies.
- Contracting assistance.
- Transportation services for disaster support operations.
- Personnel required to support immediate and long term response activities.
- Support for requirements not specifically identified in other ESFs, including excess and surplus property.
- Equipment and supplies provided from County stocks or, if necessary, from commercial sources, using locally available sources when possible.
- During response operations, acquisition of these resources should be supported by preexisting memoranda of understanding, memorandum of agreement, other interagency agreements and pre-negotiated contracts.
- IT Hardware, communication devices and access to internet/network connectivity.
- Food, food storage & food distribution

### **2.7.2.2 Assumptions**

- Major emergencies or disasters will require that resources be procured from outside the disaster area, as most local and regional resources will be exhausted in the early stages of the response phase.

- Normal forms of communication may be severely interrupted during the early phases of a major emergency or disaster.
- Transportation to affected areas may be cut off due to weather conditions or damage to roads, bridges, airports and other transportation means.
- Donated goods and services will be accessed through coordination with ESF 16 - Volunteers and Donations and used as necessary.
- The County's support of the response to the emergency or disaster will be severely impacted.
- Local governments will expend resources and implement mutual aid agreements under their own authorities.

## 2.7.3 Roles and Responsibilities

The roles and responsibilities for each department in support of emergency services will vary depending on the type of resource, the length of the warning period and the duration of the incident.

### 2.7.3.1 Primary Agency - Department of County Management (DCM)

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 community partners to ensure a coordinated response. The primary agency for ESF 7 is the **Chief Operating Officer (COO) in coordination with other divisions of the Department of County Management (DCM)**.

- Facilitates collaborative planning to maximize County capability to support ESF 7 activities. (COO)
- Provides a representative to the County Emergency Operations Center (EOC) when requested. (DCM-Finance/Purchasing/HR)
- Facilitates transition to recovery. (DCM)
- Provides accounting procedures to document emergency expenditures. (DCM)
- Advises Incident Command and Board of County Commissioners regarding incident costs as they are compiled. (COO)
- Ensures fiscal conformity to the State of Oregon (State) and federal financial requirements. (DCM)
- Supervises emergency purchasing. (DCM)
- Ensures that ongoing financial obligations are met (funds collected and deposited, payments made, payroll checks issued and distributed, and taxes distributed). (DCM)
- Provides access to County funds as authorized by County Commissioners under emergency declaration. (DCM)

- Assists in preparedness through the development or review of policies that support the response and recovery activities of Multnomah County employees during a major emergency or disaster. (COO/DCM)
- Advises County officials on personnel policies and work rules related to emergency work. (COO)
- Coordinates temporary reassignment of County personnel to assist in emergency operations. (COO/DCM)
- Assists in coordination of health and safety issues for County personnel and responders. (DCM)
- Provides risk management services for the County to ensure that emergency operations are conducted safely and in accordance with legal guidelines. (DCM)
- Provides workers compensation expertise to the EOC. (DCM)

### 2.7.3.2 Supporting Agencies

Supporting agencies for each ESF are those County entities that have substantial roles during major incidents.

#### 2.7.3.2.1 Office of Emergency Management (MCEM)

- Facilitates the emergency declaration process.
- Sets the stage for requesting state and/or federal assistance to augment local resources and capabilities.
- Coordinates resource support to County departments, cities, unincorporated areas and other jurisdictions through the County EOC.
- Maintains the County EOP and many Standard Operating Procedures (SOP's), plans, and contracts for all-hazard resource support.
- Maintains a collaboratively developed emergency and disaster resource request process that works in tandem with existing systems supplies, vehicles and facilities to respond to short term/local emergency sheltering events.
- Organizes an initially staffed EOC on short notice, having team members with internal staff prepared to lead the Logistics Section.

#### 2.7.3.2.2 Department of County Assets (DCA)

- Helps coordinate the use of County enterprise assets to support emergency operations.
- Provides purchasing and contracting staff to support the EOC, when activated, to coordinate all County departments, served agencies, and unincorporated area resource requests.
- Identifies and manages County facilities during disaster declarations available to support emergency operations.
- Procures external sites suitable for various emergency activities during a disaster declaration.
- Supports emergency supply storage and distribution, as required.
- Manages vehicle assets used in emergency response and recovery activities and administers maintenance services.

#### 2.7.3.2.3 Other County Department Business Services Units

- Acquires resources and manages procurement processes to support departmental operations.
- Maintain lists of vendors and suppliers of equipment, materials and services needed by the department during disaster response and recovery operations.
- Provide procurement or financial subject matter expertise depending on type of emergency.

#### 2.7.3.2.4 County Attorney

- Supports preparedness activities through legal review of memoranda of understanding, mutual aid agreements, contracts and other agreements necessary for the execution of emergency operations.

## 2.7.4 Concept of Operations

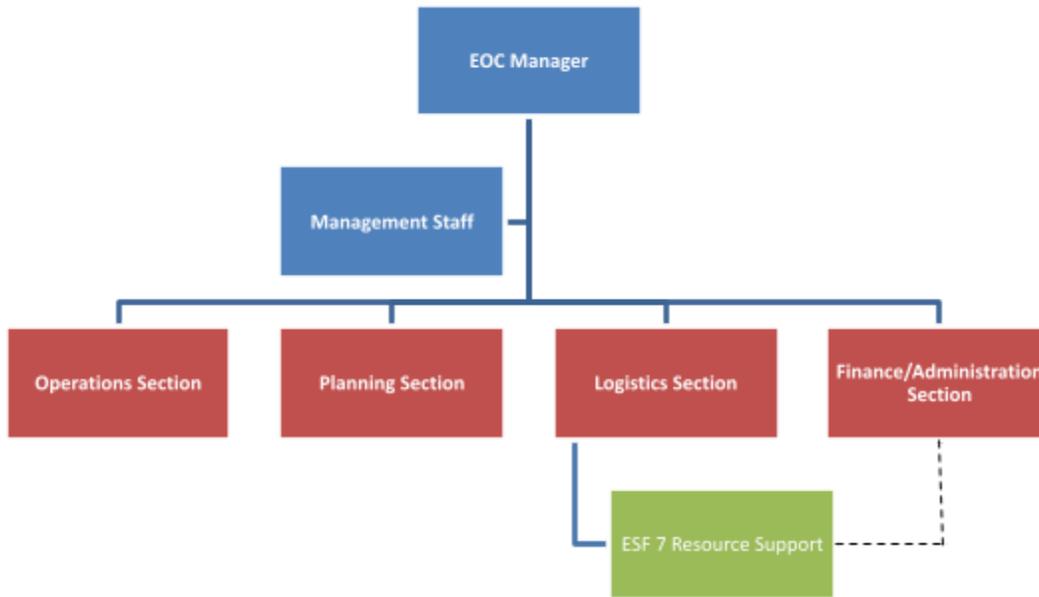
### 2.7.4.1 General

In accordance with the Base Plan and this ESF Annex, the Department of County Management (DCM) is the agency responsible for coordinating resource support activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.

- ESF 7 is organized in accordance with the County EOP. ESF 7 will execute its functions under the Logistics Section of the Incident Command System (ICS) structure when an EOC is established.
- During a major emergency or disaster, the focal point for requests for resources is the EOC.
- ESF 7 will initially be staffed and led by Multnomah County Emergency Management Logistics Division staff. The organization will grow or shrink to meet the needs of the incident.
- Resources unable to be provided by Emergency Management Logistics via maintained stockpile, County assets, existing County contracts or available mutual aid agreements will be routed to ESF 7.
- The ESF 7 representative will follow procedures outlined in the Resource Ordering SOP to procure the required supplies, equipment or other resources.  
In general:
  - Supplies and equipment may be obtained from intradepartmental partners or procured from external sources. Intradepartmental requests will be routed through ESF 7 when requested resources are considered scarce.
  - During a major emergency or disaster, all County government assets are considered available to support operations.
  - Reallocation of County resources will be coordinated within the EOC. Interdepartmental reimbursement will be made in accordance with Multnomah County directives.
  - Requests unable to be filled using County inventories or assets will first be directed to other jurisdictions within the County or regional mutual aid partners.

- Requests unable to be filled by County inventories or through other government partners will be procured by ESF 7 from local vendors, if available.
- When resources cannot be acquired through local governmental or commercial sources, requests for these items will be submitted to the State EOC. These requests may be filled by State resources, intrastate mutual aid agreements, interstate mutual aid agreements or federal resources.
- ESF 7 will access lists of vendors and suppliers of equipment, materials and services needed during disaster response and recovery operations.
- Contracts for resources and services will be initiated by ESF 7; contracts will be managed by the department or office responsible for the support provided.
- Needed resources may be available through donations and volunteers. ESF 7 will maintain coordination with ESF 16 (Volunteers and Donations) during operations, if both functions have been initiated.
- Information will be disseminated in a variety of ways to volunteer groups, vendors and other governmental organizations that may supplement County resources.
  - Some volunteer organizations and nonprofits may participate directly in response and recovery operations.
  - ESF 16 is responsible for coordinating volunteer efforts for resource distribution.
- Pre-identified emergency vendors will be notified by the department or office managing their contract to be on standby to receive orders for services or supplies during an emergency.

**Figure 2.7.1 - Multnomah County ESF 7 Organization**



#### 2.7.4.2 Notification

- The MCEM Duty Officer will notify the County of EOC activations and request that the ESF 7 group supervisor report to the EOC to organize resource support activities within the Logistics Section.
- Upon instruction to activate, the ESF 7 group supervisor will implement procedures to notify personnel assigned to the ESF 7 group and to establish contact with supporting and cooperating agencies, as required based on the scope of the emergency.
- ESF 7 will confirm that County facilities and resource managers have been notified of the activation of the EOC.
- Upon arrival at the EOC, ESF 7 staff will begin to assess the situation immediately to determine what facilities or other County resources may be required to support the incident.

### 2.7.4.3 Actions by Emergency Management Phase

#### 2.7.4.3.1 Mitigation

- Work with County departments and offices to build databases for the acquisition of goods and services that might be needed for preparedness, response and recovery phases of emergency operations.
- Include mitigation initiatives within all project worksheets, as appropriate.

#### 2.7.4.3.2 Preparedness

- Establish and maintain emergency contact information for supporting agencies.
- All Departments and Offices contract vendors for predetermined needs and prepare pre-event requests.
- Develop contact information, plans, procedures, checklists and protocols for resource management in accordance with the National Incident Management System (NIMS).
- Pre-position resources to efficiently and effectively respond to an event.
- Establish plans and systems for resource identification, typing and inventorying.
- Establish plans and systems for acquiring and ordering resources.
- Establish plans and systems for mobilizing and allocating staff resources.
- Establish plans and systems for resource recovery and reimbursement.
- Establish plans for acquiring IT hardware and communications equipment in coordination with ESF-2.
- Establish plans and procedures for coordinating with nongovernmental and private-sector organizations to obtain resources.
- Develop plans for the establishment of logistic staging areas for internal and external response personnel, equipment and supplies.

- Estimate logistical requirements (e.g., personnel, supplies and equipment, facilities, and communications) during deliberate and action planning processes.
- Participate in exercises and training to validate this annex and supporting plans and procedures.
- Ensure that all ESF 7 personnel are trained in their responsibilities according to departmental plans and procedures.

#### 2.7.4.3.3 Response

- Ensure compliance of fiscal resources as described in the Emergency Operation Plan (EOP) Base Plan.
- Establish disaster support logistical infrastructure that enables the receipt, storing, staging and distribution of resources and emergency supplies and commodities.
- Identify internal, jurisdiction-specific resources available to support response operations.
- In consultation with the Logistics and Operations section chiefs, the EOC Director and departmental and office leadership reallocate County resources to meet critical response needs. Priority of resources:
  - Immediate aid to save life
  - Prevent human suffering
  - Mitigate significant property loss
- Make a determination regarding the need for external resources.
- Coordinate for the procurement and delivery of external equipment, supplies and other material necessary to support response operations.
- Assist, facilitate and coordinate execution or creation of contractual services between the County and commercial sources.
- Establish and manage the EOC's logistical supply chain infrastructure.

## **2.7.5 Annex Maintenance**

As primary agency, the Department of County Management (DCM) will be responsible for coordinating regular review and maintenance of this ESF Annex, in coordination with Multnomah County Emergency Management. Each supporting agency will be responsible for developing any plans or procedures needed to fully address their assigned tasks.

## **2.7.6 Supporting Plans and Procedures**

The following plans and procedures are currently in place:

### **Multnomah County**

- Multnomah County Emergency Operations Plan

### **State of Oregon**

- State of Oregon Emergency Operations Plan
  - ESF 7 – Resource Support
  - ESF 8 – Health and Medical

### **Federal**

- National Response Framework
  - ESF 7 – Logistics
  - ESF 8 – Public Health and Medical Services
- Federal Emergency Management Agency (FEMA) Guide
  - National NIMS Resource Typing Criteria

## **2.7.7 Appendices**

- Multnomah County Emergency Management, Assistance Request Standard Operating Procedure, dated January 1, 2015
- Resource Matrix Data, dated October 22, 2015
- Multnomah CPOD List, dated June 18, 2015
- Inter-County Mutual Aid Agreement Contact List, November 2014
- Regional Logistics Support Plan, August 2010

# ESF 8

# PUBLIC HEALTH & MEDICAL

ESF 8 Cooperating Agencies	
Primary Agency	<b>Multnomah County Health Department (MCHD)</b>
Supporting Agencies	<ul style="list-style-type: none"> <li>• Multnomah County Department of Community Services (DCS)</li> <li>• Multnomah County Department of County Assets (DCA)</li> <li>• Multnomah County Department of County Human Services (DCHS)</li> <li>• Multnomah County Communications Office</li> <li>• Multnomah County Office of Emergency Management (MCEM)</li> <li>• Multnomah County Sheriff’s Office (MCSO)</li> </ul>
Coordinating Partners	<ul style="list-style-type: none"> <li>• Academic Institutions (Schools of Public Health, Nursing, Medicine, etc)</li> <li>• American Red Cross</li> <li>• Behavioral Health Providers</li> <li>• Blood Service Providers</li> <li>• Chaplaincy Programs</li> <li>• City of Gresham Office of Emergency Management</li> <li>• City of Portland Bureau of Emergency Management (PBEM)</li> <li>• Emergency Medical Services (EMS) Agencies</li> <li>• Federal Bureau of Investigation (FBI)</li> <li>• Fire Agencies</li> <li>• Healthcare Organizations</li> <li>• Local Pharmacies</li> </ul>

	<ul style="list-style-type: none"><li>● Metro</li><li>● Mortuary Service Providers</li><li>● Multnomah County Amateur Radio Emergency Services (ARES)</li><li>● Northwest Oregon Health Preparedness Organization (HPO)</li><li>● Oregon Disaster Medical Team (ODMT)</li><li>● Oregon Health Authority (OHA)</li><li>● Oregon Health Sciences University (OHSU)</li><li>● Oregon National Guard</li><li>● Oregon State Public Health Laboratory</li><li>● Oregon State Police</li><li>● Oregon Poison Center</li><li>● Port of Portland</li><li>● Regional Public Health Preparedness &amp; Response Program</li><li>● Push Partner Organizations</li><li>● United States Veterans Administration</li><li>● Wastewater Utility Service Providers</li><li>● Water Utility Service Providers</li></ul>
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## 2.8.1 Introduction

The purpose of Emergency Support Function (ESF) 8 is to coordinate public health and medical resources through the County in an all-hazards emergency or disaster event that exceeds routine response capabilities or are in response to a declared “state of public health emergency” as defined in Oregon Revised Statutes (ORS) 433.

The ESF 8 responsibilities **ensure coordination of the following services** for the entire community including disaster victims and emergency response workers to supplement disrupted or overburdened local public health and medical personnel and facilities:

- Assessment of health and medical needs.
- All-hazard public health and medical consultation, technical assistance, and support.
- Public health and health risk communications.
- Supply and distribution of blood and blood products.
- Epidemiology and surveillance.
- Communicable disease prevention.
- Sanitation (evaluation of sewage, wastewater, and solid waste disposal).
- Emergency medical services, including patient triage, transport, and decontamination.
- Hospital services (e.g. emergency department, acute care, critical care).
- Outpatient Services (e.g. ambulatory surgery centers, dialysis, primary care, behavioral health, dental care).
- Mobile medical van services at severe weather shelters.
- Drugs and medical supplies.
- Medical surge operations.
- Disaster behavioral health.
- Protection of environmental health threats, such as vector-borne diseases, hazardous materials (e.g., radiological exposure), contaminated or toxic food, air, and/or water.

- Supporting individuals with access and functional needs to receive health services in a disaster.
- Medical laboratory capacity.
- Mass fatality operations, including victim identification, decontamination of remains, family death notification, and disposition of remains.
- Patient Evacuation from health care facilities.

### 2.8.1.1 Relationship to Other ESF Annexes

ESF 8 often works closely with other Multnomah County ESFs as a part of coordinated response and recovery activities. The following ESFs support Public Health and Medical activities:

- ESF 1 – Transportation. Coordinate transportation resources for the movement of patients, equipment, supplies, and personnel.
- ESF 2 – Communications. Provides interconnected tactical communications between responding public health and medical organizations.
- ESF 5 – Information and Planning. Supports public health incident situational awareness through collecting, analyzing, and disseminating critical incident information, provides mapping services, and establishes record-keeping procedures.
- ESF 6 – Mass Care. Coordinates the delivery of mass care, emergency assistance, temporary housing and human services.
- ESF 7 – Resource Support. Provides support by helping secure personnel, equipment, and supplies (including food, water, and ice) to execute response operations.
- ESF 9 – Search and Rescue. Coordinates response operations resulting from a threat to public health, welfare, or the environment caused by hazardous materials incidents.
- ESF 10 – Hazardous Materials. May provide on-scene gross primary patient decontamination and/or support acute care first receiving hospitals in conducting primary or secondary patient decontamination. Screens individuals for chemical or radiological contamination.

- ESF-11 – Agriculture, Animals and Natural Resources. May assist in incidents/disasters potentially or actually impacting the health of livestock, wildlife and other animals.
- ESF 13 – Law Enforcement. Assists in on-scene security and coordination of evacuation activities related to public health or medical response activities.
- ESF 15 – Public Information. Support joint information system and joint information center activities; disseminate public health messages to the public.
- ESF 16 – Volunteers and Donations. Coordinates volunteers to staff public health and medical operations; coordinates the receipt of physical and non-physical donations.

### 2.8.1.2 Policies and Agreements

Specific policies and authorities are found in individual agency/organization emergency response plans. The following agreements are in place that allow for sharing of resources between and among ESF 8 agencies/organizations. Additional agreements that apply to a specific agency/organization’s response activities, can be found in their individual plans.

- Hospital/Health System Facility Emergency Mutual Aid Memorandum of Understanding (MOU) is an agreement between hospitals/health system facilities in the NW Oregon Healthcare Preparedness Region 1 (and Southwest Washington) for the purpose of: 1) coordinating emergency planning; 2) preparing for a coordinated health sector response to large-scale emergencies; 3) facilitating communications; and 4) providing mutual aid at the time of a disaster (staff, equipment, pharmaceuticals, supplies, transfer/evacuation of patients).
- Memorandum of Agreement (MOA) for Definitive Medical Care between hospitals and the National Disaster Medical System (NDMS) allows hospitals to receive patients and provide health-related services in a mass casualty incident from outside the area.
- Multi-County Omnibus Mutual Aid Agreement (MAA) allows counties to provide emergency assistance to other counties, including personnel, services, equipment, materials and/or supplies.

- Oregon Statewide Pharmacy – Local Public Health Authority MOU creates individual pharmacy agreements between local pharmacies and the Multnomah County Health Department or national chains and the Oregon Health Authority to distribute medications or vaccines in the event of a public health emergency.
- Intergovernmental Agreements (IGAs) between Multnomah County and the City of Portland, and Multnomah County and the City of Gresham for Health Care System Resource Request Process in which the cities agree that medical resource requests for regionally organized health care systems will go directly to the county Emergency Operations Center (EOC). Non-medical resources are directed to the city EOC.
- MOA for the Receipt, Stage, Storage (RSS) and distribution of emergency supplies is an agreement between the Multnomah County Sheriff’s Office, the Multnomah County Health Department, the Multnomah County Department of County Assets, and the Multnomah County Office of Emergency Management for the establishment of the RSS and transportation support services to support public health emergencies.
- MOU between Department of Veterans Affairs Portland VA Medical Center (PVAMC) and Multnomah County Health Department is a statement of cooperation whereby PVAMC will assist with mass prophylaxis operations, deployment of the strategic national stockpile, and additional requests, as able.
- MOA’s between Multnomah County and 3 school districts - David Douglas, Centennial, and Reynolds - allow for the use of facilities for emergency operations.
- Letters of Support to MCHD from various agencies/organizations for the cooperation and support of mass prophylaxis operations.
- MOU between American Red Cross and Multnomah County defines the working relationship between Red Cross and Multnomah County, in preparing for, responding to, and recovering from emergencies and disasters.
- Federal MOA between the Office of the Medical Reserve Corps and the American Red Cross defines the working relationship between the two entities and outlines cooperation and support between them.

- Informal agreement between Central City Concern and Multnomah County defines mobile medical van services at weather shelters
- Inter-Governmental Agreement (IGA) for the sharing of Emergency Operations Center (EOC) personnel within the greater Portland Metropolitan Region. This IGA can be activated during emergencies where communications systems are down and people are unable to report to their normal reporting location. MCHD personnel who work in the MCHD Incident Command Post or County EOC are included.

## **2.8.2 Situation and Assumptions**

### **2.8.2.1 Situation**

In the event of a declared emergency and/or upon request, ESF 8 provides the operational support needed to establish the response capacity of local government. The situation section characterizes the planning environment and makes clear why an ESF 8 emergency operations plan is necessary. This section draws from the various hazard identification and analyses for the jurisdiction.

- Emergencies and disasters may occur without warning at any time of day or night.
- Local hazards could result in mass casualties or fatalities, disruption of food and/or water distribution and utility services; loss of water supply, wastewater, and solid waste disposal services; and other situations that could create potential health hazards or serious health risks.
- One of the primary concerns of public health officials is preventing spread of communicable diseases. This involves detection and control of outbreaks by maintaining safe water and food sources; and continuation of safe wastewater disposal.
- Disaster and mass-casualty incidents take many forms. Proper emergency medical response must be structured to provide optimum resource application without total abandonment of day-to-day responsibilities.

### **2.8.2.2 Assumptions**

Assumptions are things that are being treated as facts for planning purposes in order to make it possible to execute the ESF 8 plan. They may show limitations of the plan, indicating where adjustments might need to be made as the facts of the incident become known. It may include more obvious or less obvious assumptions.

- Use of nuclear, chemical, or biological weapons of mass destruction could produce a large number of injuries requiring specialized treatment that could overwhelm the local and state health and medical system.
- Emergency health and medical services should be an extension of normal duties. Health/medical care will be adjusted to the size and type of disaster.

- Public and private medical, health, and mortuary services resources located in the County will be available for use during emergency situations; however, these resources may be adversely impacted by the emergency.
- Licensed healthcare facilities such as hospitals, nursing homes, ambulatory care centers, pharmacies, and other facilities for medical/health care and access and functional needs populations may be damaged or destroyed in major emergency situations.
- If hospitals and nursing homes are damaged, it may be necessary to relocate significant numbers of patients to other comparable facilities elsewhere.
- Health and medical facilities that survive emergency situations with little or no damage may be unable to operate normally because of a lack of utilities or because staff are unable to report for duty as a result of personal injuries or damage to communications and transportation systems.
- Medical and health care facilities that remain in operation and have the necessary utilities and staff could be overwhelmed by the “walking wounded” and seriously injured victims transported to facilities in the aftermath of a disaster.
- Uninjured persons who require frequent medications such as insulin and anti-hypertensive drugs, or regular medical treatment such as dialysis, may have difficulty obtaining these medications and treatments in the aftermath of an emergency situation due to damage to pharmacies and treatment facilities and disruptions caused by loss of utilities and damage to transportation systems.
- There are a finite amount of local, regional, and state public health and medical resources available. In a major catastrophic incident (including, but not limited to, epidemics, pandemics, and bioterrorism attacks), medical resources may be insufficient to meet demand, specialized equipment and/or treatment materials may be unavailable, and transportation assets may also be restricted due to contamination. No emergency plan can ensure the provision of all needed resources in such circumstances.
- Disruption of sanitation services and facilities, loss of power, and the concentration of people in shelters may increase the potential for spread of disease.

- Damage to chemical plants, sewer lines and water distribution systems, and secondary hazards such as fires could result in toxic environmental and public health hazards that pose a threat to response personnel and the general public. This includes exposure to hazardous chemicals, biological and/or radiological substances, contaminated water supplies, crops, livestock, and food products.
- The public may require guidance on how to avoid health hazards caused by the disaster or arising from its effects.
- Some types of emergency situations, such as earthquakes, hurricanes, and floods, may affect a large proportion of the county, making it difficult to obtain mutual aid from the usual sources.
- Emergency responders, victims, and others affected by emergency situations may experience stress, anxiety, and other physical and psychological symptoms that may adversely affect their daily lives. In some cases, disaster behavioral health services may be needed during response operations.

## 2.8.3 Roles and Responsibilities

The roles and responsibilities for each department in support of emergency services will vary depending on the type of resource, the length of the warning period and the duration of the incident.

### 2.8.3.1 Primary Agency - Health Department (MCHD)

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 directly responsible for, or capable of providing, all elements of a function and will work with supporting agencies and community partners to ensure a coordinated response. The primary agency for ESF 8 is the **Multnomah County Health Department (MCHD)**.

- Coordinates public health activities throughout the county including, but not limited to:
  - Conducting public health surveillance and epidemiological investigations.
  - Supporting responder health and safety.
  - Planning for and supporting medical countermeasure dispensing.
  - Coordinating public health and medical information sharing.
  - Planning and coordinating fatality management.
  - Developing and disseminating health and medical public emergency information and warnings.
  - Supporting community healthcare preparedness initiatives.
  - Coordinating public health laboratory testing.
  - Coordinating emergency medical services.
  - Coordinating disaster behavioral health resources.
  - Planning and coordinating medical materials distribution.
- Supports regional healthcare activities throughout the County including, but not limited to:

- Developing and increasing medical surge capacity.
- Fostering healthcare system resiliency.
- Collaborating with members of the region’s health care coalition (NW Oregon Health Preparedness Organization).
- Supporting health/medical multi-agency coordination.
- Supporting regional hospital/health system resource ordering process.
- Maintaining and disseminating situational status reports.

### 2.8.3.2 Supporting Agencies

Supporting agencies for each ESF are those County entities that have substantial roles during major incidents.

#### 2.8.3.2.1 Department of Community Services (DCS)

##### *Animal Services*

- Enforces animal quarantine.

#### 2.8.3.2.2 Department of County Assets (DCA)

- Assists in acquiring space for public health activities such as federal medical station location, points-of-dispensing, etc.
- Employs county facilities, fleet, IT, motor pool, records and distribution resources to support public health activities as needed.

#### 2.8.3.2.3 Department of County Human Services (DCHS)

- Develops, coordinates and implements strategies to address identified access and functional needs across the County.
- Coordinates mass care activities including, but not limited to:
  - Mass sheltering
  - Emergency assistance to vulnerable populations
  - Family reunification

#### 2.8.3.2.4 Communications Office

- Represents and advises the Health Department on all public information matters.
- Coordinates accurate, consistent, and responsive information and messages internally and externally that support response objectives.
- Supports public information call centers.

#### 2.8.3.2.5 Office of Emergency Management (MCEM)

- Maintains the County's Duty Officer Program ensuring readiness to receive alerts, make notifications and initiate actions to mobilize the Emergency Operations Center if necessary.
- Implements the County's Emergency Operations Plan.
- Advises County Administration about response planning needs.
- Facilitates the emergency declaration process.
- Coordinates with local, regional, and state agencies, supporting public health response activities.
- Facilitates resource requests and escalates requests to the State of Oregon if required.

#### 2.8.3.2.6 Homeless Services Department (HSD)

- Provides access to existing Voluntary Isolation Motels, when feasible and when vulnerable residents are required to quarantine.
- Advises and provides support for the set up of additional isolation facilities for homeless people needing to quarantine, in partnership with the Health Department.

#### 2.8.3.2.7 Sheriff's Office (MCSO)

- Advises Health Department on security procedures such as access, badging, etc.
- Coordinates with city, state, and federal law enforcement agencies.

- Participates in Unified Command with the Health Department for public health incidents with significant security risk.
- Operates a Receipt, Stage, and Storage (RSS) center to receive, track, and distribute health-related emergency medications and supplies.

#### 2.8.3.2.8 Department of County Management (DCM)

##### *Workplace Security*

- Develops security plans for public health response facilities and coordinates security efforts.

#### 2.8.3.3 Coordinating Partners

The County is supported by a variety of 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.

##### 2.8.3.3.1 Academic Institutions (Schools of Public Health, Nursing, Medicine, etc)

- Augments staffing at public health response venues
- Distributes vaccines or pharmaceuticals to students and staff and tracks and reports.
- Works with the Health Department, setting up and operating mass points-of-dispensing clinics.

##### 2.8.3.3.2 American Red Cross

- Provides food, shelter, health and emotional health services to address basic human needs.
- Maintains Safe and Well website that lets people in disaster areas report that they are safe and where they are located - information is not made public but meant for family members and loved ones.
- Also may serve as a Blood Service Provider (see below).

#### 2.8.3.3.3 Behavioral Health Providers

- Works with Multnomah County Mental Health and Addictions Services (MHASD) to support disaster behavioral health response activities.

#### 2.8.3.3.4 Blood Service Providers

- Assesses medical need for blood products and identifies blood products to collect.
- Coordinates blood collection/blood donors.
- Organizes the transportation of blood products.
- Tests blood.
- Stores blood products.
- Develops media releases for all blood-related issues.

#### 2.8.3.3.5 Chaplaincy Programs

- Works with Multnomah County Mental Health and Addictions Services (MHASD), supporting disaster behavioral health response activities by providing spiritual support to victims and families affected by the disaster.

#### 2.8.3.3.6 City of Gresham Office of Emergency Management

- Coordinates city departments in support of health/medical response operations.
- Activates Citizen Corps volunteers to support response operations as needed.

#### 2.8.3.3.7 City of Portland Bureau of Emergency Management (PBEM)

- Coordinates city bureaus in support of health/medical response operations.
- Activates the Portland Neighborhood Emergency Teams (NETs) to support response operations.

#### 2.8.3.3.8 Emergency Medical Services (EMS) Agencies

- Provides care during mass casualty incidents.

- Augments staffing at community alternate care site locations.
- Augments regional emergency medical service needs as required during an incident with a medical surge of patients and/or fatalities.

#### 2.8.3.3.9 Federal Bureau of Investigation (FBI)

- Conducts criminal investigation as primary authority for incidents involving weapons of mass destruction (WMDs).
- Coordinates threat assessments (e.g. bioterrorism) and advises local responders on immediate concerns involving their health and safety.
- Collects suspect material relating to WMDs.
- Trains and responds, as necessary, with local/state epidemiologists on investigative responses to bioterrorism.

#### 2.8.3.3.10 Fire Districts and Agencies

- Provides HazMat response, extrication, technical search and rescue capabilities, medical triage, treatment, and in unusual circumstances may provide transport of patients.
- Manages on-scene operations, activating the Mass Casualty Incident (MCI) Protocol, as needed, and makes notifications when fatalities are involved.
- Organizes mass decontamination.

#### 2.8.3.3.11 Healthcare Organizations

##### *Healthcare Systems*

Healthcare systems are a combination of multiple levels of care and environments. One organization, for example, may have specialty care, primary care, urgent care, in-patient, ambulatory, rehab, and skilled nursing facilities. Each element of the healthcare system enterprise has a unique role in the continuum of care and likely will coordinate through a central Command Center for emergencies.

##### *Hospitals*

All hospitals in Multnomah County affiliate with a healthcare system and rely on those healthcare systems for central resource ordering and situation status.

- Hospitals in Multnomah County will respond to a major health emergency by activating their Command Centers and operating under their Hospital Incident Command System (HICS).
- Hospital Command Centers coordinate with the County to share critical information regarding presenting symptoms, capabilities, security, resources, decontamination requirements and operations.
- If hospitals become overwhelmed, they may ask HPO staff to be the liaison between counties (and other entities) and hospitals, especially when the emergency affects multiple counties.
- Hospitals conduct internal medical surge operations according to facility and regional plans, policies, and procedures.

*Non-Hospital Health/Medical Providers/Clinics/Mobile Vans*

This is a broad category to describe different types of non-hospital health and medical providers that provide care. Some may affiliate with a healthcare system, some are affiliated through a corporate model, and some are independent owners/operators. Information and resource ordering may flow differently (i.e. one clinic may send their orders through a health system EOC and one may directly request resources through the county EOC).

- Non-hospital health/medical providers/clinics are required to report suspected communicable disease to the Health Department on an ongoing basis.
- The Health Department may contact non-hospital health/medical providers/clinics to collect and share information during public health or medical emergencies.
- Non-hospital health/medical providers/clinics/mobile vans may provide services or resources to their clients, such as vaccines or medications, in the event of an outbreak, public health or medical emergency.
- Non-hospital health/medical providers/clinics/mobile vans are self-governing and may voluntarily align their actions with public health directives or recommendations (i.e. standards of care or resource rationing standards).
- Non-hospital health/medical providers/clinics/mobile vans may provide surge support to a potentially re-shaped emergency healthcare system.

#### 2.8.3.3.12 Local Pharmacies

- Administers vaccines and pharmaceuticals when requested through the activation of the Oregon Statewide Pharmacy - Local Public Health Authority MOU.
- Coordinates with state and/or local public health authorities to ensure statewide consistency and compliance.

#### 2.8.3.3.13 Metro

- Organizes garbage collection.
- Provides emergency storage of solid waste.
- Works with the Health Department to determine proper on-site disposal of solid waste.

#### 2.8.3.3.14 Mortuary Service Providers

- Provides surge support for medical examiner operations.
- Aids in body recovery.
- Assists in setting up and operating incident morgue.
- Provides transportation resources and storage facilities.
- Provides assistance to victim's families through Victim Information Center.
- Assists in disposition of decedents.

#### 2.8.3.3.15 Multnomah County Amateur Radio Emergency Services (ARES)

- Evaluates communication needs and provides emergency amateur radio services at response venues.

#### 2.8.3.3.16 Northwest Oregon Health Preparedness Organization (HPO)

- Supports regional health care delivery through:
  - Situation monitoring and information dissemination
  - Dissemination of provider information
  - Facilitating the Health/Medical Multi-Agency Coordination (HMAC) group for policy decisions and scarce resource allocation

- Supporting regional resource ordering processes for hospitals
- Acting as liaison between hospitals/health systems and OHA.

#### 2.8.3.3.17 Oregon Disaster Medical Team (ODMT)

- Volunteer health professionals that provide relief healthcare services when local, county, and mutual aid reserves are overwhelmed due to a mass casualty incident or disaster event.
- Addresses urgent and emergent medical issues in the first 72 hours of a disaster event, before outside agencies can assist.

#### 2.8.3.3.18 Oregon Health Authority (OHA)

- Provides technical support for statewide public health and medical initiatives.
- Provides Regional Emergency Coordinators (RECs) that are the primary OHA contact for local public health and hospitals/health systems. RECs act as technical advisors for building Healthcare Coalitions (HCCs) and support of Public Health Emergency Preparedness programs.
- Serves as the State Authorizing Agency (SAA) for all federal public health and healthcare preparedness grants.
- Maintains the State Emergency Registry of Volunteers in Oregon (SERV-OR).
- Provides statewide health/medical situation status reports.

#### 2.8.3.3.19 Oregon Health Sciences University (OHSU)

- Coordinates patient distribution from the scene to hospitals in the metro region.
- Serves as the primary communication link between the scene, hospital emergency departments, and Oregon Poison Center.
- Tracks the bed status of emergency departments and, through OMCC/OBCC, bed availability at other health systems and residential treatment centers.
- Records mass casualty incident patient status and destination.
- Fields contact point for requests to deploy hospital-based CHEMPACKs (nerve agent antidote caches) (no formal agreement).

#### 2.8.3.3.20 Oregon National Guard

- Civil Support Team (CST) 102<sup>nd</sup> supports local and state agencies with chemical, biological, and nuclear early detection and analysis.
- CBRNE Enhanced Response Force Package (CERFP) 142<sup>nd</sup> Medical Element supports local and state agencies with casualty search and extraction, patient decontamination, and emergency medical services.

#### 2.8.3.3.21 Oregon State Public Health Laboratory

- Advises sentinel labs on specimen collection, packaging, storing, and shipping, evidence control measures, and recognition of chemical and bioterrorism agents.
- Provides screening and diagnostic and reference testing for communicable diseases.

#### 2.8.3.3.22 Oregon State Police

##### *State Medical Examiner Division*

- Manages mass fatality incidents.
- Coordinates recovery of human remains and oversees collection points.
- Operates temporary and permanent morgues.
- Conducts examination of remains including identifying cause and manner of death, cataloging of personal effects, identification, and coordinated release of remains and personal effects
- Sets up and operates a Victim Information Center (VIC).

#### 2.8.3.3.23 Oregon Poison Center

- Serves as technical expert to public health in a chemical exposure incident.
- Provides emergency treatment recommendations on poisoning and toxic exposures.

#### 2.8.3.3.24 Port of Portland

- Assesses and reports death and illness of passengers or crew to CDC Quarantine Station (Seattle, WA) for international flights.
- Assesses and reports death and illness of passengers or crew to the Health Department for domestic flights.
- Enacts guidelines and protocols established by CDC or state or local public health to aid in preventing the spread of disease.
- Provides assistance with an onsite crisis management team.
- Port of Portland agencies (fire/EMS, police, airport operations, and PIO) support implementation of guidelines and protocols.

#### 2.8.3.3.25 Regional Public Health Preparedness and Response Program

- Portland Oregon Cities Readiness Initiative supports medical countermeasure distribution and dispensing planning and response, including development and maintenance of the Push Partner Registry, in the seven county region (Clackamas, Clark, Columbia, Multnomah, Skamania, Washington and Yamhill).
- Coordinates and facilitates the Public Health Multi-Agency Coordination Group (PH MACG), composed of Health Officers and Local Public Health Administrators in Clackamas, Clark, Columbia, Multnomah and Washington Counties.
- Tri-County Medical Reserve Corps Collaborative provides technical and surge staffing support to emergency activations and deployments of the Medical Reserve Corps in Clackamas, Multnomah and Washington Counties and supports rapid onboarding of new MRC volunteers.

#### 2.8.3.3.26 Push Partner Organizations

- There are over 90 organizations that have registered with the Health Department that may be activated to dispense some medical countermeasures and share timely and accurate public health information to their staff and in some cases, clientele and families, during a public health emergency.

#### 2.8.3.3.27 United States Department of Veteran Affairs

##### *National Disaster Medical System (NDMS)*

- Coordinates with hospitals and federal agencies, the transportation, admission, treatment, discharge, and return of all patients transferred in a mass casualty incident into the Portland metro area.

#### 2.8.3.3.28 Wastewater Utility Service Providers

- Collects and treats wastewater and stormwater.
- If systems are compromised, the Health Department provides guidance and works with wastewater utility service providers on determining the need for emergency wastewater services.

#### 2.8.3.3.29 Water Utility Service Providers

- Tests and samples drinking water.
- Coordinates with local and state public health on boil water or other water contamination incidents.
- Maintains/restores water systems affected by the emergency as soon as possible, and informs public health agencies of water system status.

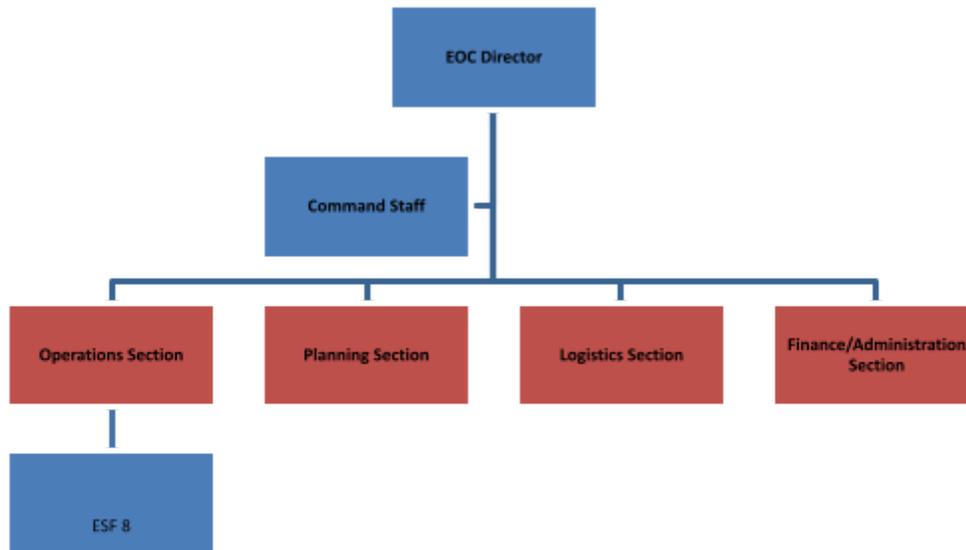
## **2.8.4 Concept of Operations**

### **2.8.4.1 General**

In accordance with the Base Plan and this ESF Annex, the Health Department (MCHD) is the agency responsible for coordinating resource support activities. Plans and procedures developed by the primary and supporting agencies and coordinating partners provide the framework for carrying out those activities.

- Requests for assistance for public health or healthcare resources will be forwarded to ESF 8 at the County EOC.
- Representatives from individual agencies may be requested to staff the ESF 8 desk at the EOC to coordinate activities and share information.
- Public health and medical support requirements that cannot be met at the local level should be forwarded to the Oregon Emergency Management (OEM) who will then forward them to Oregon Health Authority (the state ESF 8 lead), for assistance. Sometimes incidents require rapid deployment of public health or medical resources and are done through long-standing relationships between MCHD and OHA. OHA also has the authority to pre-deploy or preposition resources, when necessary. All informal resource requests should be followed up with formal resource request documentation. If needed, Federal assistance may be requested by the Governor.

**Figure 2.8.1 - Multnomah County ESF 8 Organization**



#### 2.8.4.2 Notification

- The MCEM Duty Officer will notify the Health Department and supporting agencies of its EOC activation and request that representatives report to the EOC to coordinate public health and medical activities and staff the ESF 8 Branch if activated and needed.
- As additional EOC staffing needs become apparent, other support and cooperating agency personnel may be asked to report to the EOC to assist.
- The Health Department will notify the OHA Health, Security, Preparedness & Response Duty Officer, and the OHA RECs of activation and event status.

### 2.8.4.3 Actions by Emergency Management Phase

#### 2.8.4.3.1 Mitigation

- Report post-disaster analysis of the performance of essential public health and medical facilities that can be used in future mitigation measures to strengthen these facilities.
- Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters.
- Increase the use of geographical information systems to identify the location of all vulnerable public health and medical sites or populations.
- Gather and evaluate intelligence regarding epidemics and assist in detection of communicable diseases.
- Coordinate administration of immunizations.
- Conduct continuous public health inspections.
- Promote and encourage the use of the blood donation program.
- Conduct normal public health and medical education programs.
- Conduct training and exercises.
- Convey public information in multiple formats & languages.

#### 2.8.4.3.2 Preparedness

- Conduct planning with support agencies.
- Ensure that lead agency personnel are trained in their responsibilities and duties.
- Develop and implement emergency response and public health and medical strategies.
- Assist Department of County Human Services (DCHS) in identifying population groups requiring special assistance during an emergency (e.g. people with disabilities or other functional and access needs) and ensure that preparations are made to provide assistance for them.
- Assess the need for drugs and medical supplies.

- Pre-position response resources when it is apparent that public health and medical resources will be necessary.
- Relocate public health and medical resources when it is apparent that they are endangered by the likely impacts of the emergency situation.
- Designate representatives to assist in the County Emergency Operations Center (EOC).
- Participate in emergency management training and exercises.

#### 2.8.4.3.3 Response

- Activate emergency plans and mobilize emergency public health and medical personnel.
- Conduct rapid assessments for immediate response objectives.
- Determine the essential elements of information needed, e.g. the number and type of casualties, number exposed to the agent, number of nursing home and bed vacancies, medical supplies readily available, blood supply, individuals with functional and access needs, need for medical evacuations, etc.
- Activate necessary continuity of operations plans in order to maintain department essential functions as teams and staff shift to support the response.
- Determine which normal activities and facility accommodations can be curtailed or shifted to allow for increased emergency capacity.
- Coordinate the provision of medical personnel, equipment, and supplies to medical evaluation and treatment facilities, as needed.
- Provide public health and medical guidance and technical assistance to response operations.
- Coordinate morgue operations as required and appropriate.
- Coordinate victim identification and mortuary services.
- Provide staff and services for monitoring public health conditions.
- Determine needs for public health and medical surveillance programs.

- Implement disease control and prevention measures.
- Coordinate lab testing and evaluations of community environmental health conditions and provide health advisories as required or appropriate.
- Coordinate prescription drug access for healthcare facilities and individuals needing medication refills.
- Assist with coordination of patient evacuation and post-event relocation.
- Coordinate medical resource requests to support persons with functional and access needs, staying at emergency shelters and other response facilities.
- Support on-site public education programs on the health problems associated with the emergency or disaster as capacity allows.
- Provide emergency public information on the health aspects of the situation in conjunction with other ESF 8 partners, EOCs, and/or the Joint Information System (JIS)/Joint Information Center (JIC).
- Monitor food and drug safety, as well as radiological, chemical, and biological hazards.
- Coordinate and monitor the potability of water, wastewater disposal, solid waste disposal, and vector control.
- Coordinate disaster behavioral health services as appropriate for victims and/or responders.

#### 2.8.4.3.4 Recovery

- Assess current and anticipated health threats that could harm the public.
- Restore essential public health and medical components of delivery systems and permanent medical facilities to operational status.
- Monitor surveillance systems.
- Coordinate with the Oregon Department of Environmental Quality (DEQ) in determining suitable sites and acceptable procedures for the disposal of hazardous materials.
- Monitor public and private food supplies, water, sewage, and solid waste disposal systems.

- Continue to provide public information on sewage and waste control, food and water supplies, and control of insects, rodents, and diseases.
- Continue to utilize multiple means of communicating public information and education.
- Support emergency response staff and operations until the local system is self-sustaining; maintain provision of long-term emergency environmental activities.
- Address the psychosocial needs of impacted populations and responders.
- Continue to support EOC operations until it is determined that EOC coordination is no longer necessary.
- Coordinate the restoration of pharmacy services to operational status.
- Inform the public of any follow-up recovery programs that may be available.
- Coordinate representation on long-term recovery assistance teams, if requested.
- Identify populations requiring event-driven health, medical, or social services after the event.
- Provide critical and other financial information for cost recovery through appropriate channels.
- Participate in after-action meetings and reports.
- Update plans and procedures based on critiques and lessons learned during an actual event.

#### **2.8.4.4 Access and Functional Needs Populations**

The provision of public health and medical resources in an all-hazards emergency or disaster event will take into account populations with access and functional needs.

The following describes some of the types of specific additional support that ESF 8 assists in coordinating for people with disabilities, access or functional needs.

- Ensuring that public health risk messages are provided in multiple languages and alternative formats (large print, braille, audio, picture, ASL, accessible websites, social media etc.).

- Assisting in identifying and locating people who need assistance in evacuating (e.g. providing addresses of licensed facilities).
- Advocating for and supporting the accommodation of family, personal assistants, caregivers, assistive/adaptive equipment, and service animals in evacuation/transportation to shelters and other mass care locations.
- Assessing, validating, and prioritizing people's needs, and processing requests, for durable medical equipment (e.g. oxygen equipment and accessories, nebulizers, blood sugar monitors, blood sugar test strips, canes, commode chairs, crutches, walkers, wheelchairs, etc.) in order to prevent death or precipitous decline in individual's health status at shelters and other mass care locations.
- Assessing, validating, and prioritizing people's needs, and processing requests, for vital prescription refills and associated consumable medical supplies (e.g. colostomy bags, syringes, incontinence supplies, etc.)
- Supporting facilities that serve vulnerable populations and coordinating access to vital life-saving services, such as dialysis centers.
- Coordinating health service providers and/or services at shelters and other mass care locations.
- Coordinating behavioral health services.
- Assisting with establishing and operating shelters for the medically fragile when the healthcare system is overwhelmed or when hospitals are incapacitated.

## **2.8.5 Annex Maintenance**

As primary agency, the Health Department (MCHD) will be responsible for coordinating regular review and maintenance of this ESF Annex, in coordination with Multnomah County Emergency Management. Each supporting agency will be responsible for developing any plans or procedures needed to fully address their assigned tasks.

## 2.8.6 Supporting Plans and Procedures

The following plans and procedures are currently in place:

### Cities

- Portland Fire and Rescue Operational Guidelines: All Hazards Large Incident and Disaster Response Plan
- City of Portland Evacuation Plan
- City of Portland Earthquake Response Appendix
- City of Portland Unhealthy Air Guidelines
- City of Portland Emergency Water Distribution Action Plan
- City of Portland, Bureau of Emergency Communications Policy & Procedure 6.032 CHEMPACK

### Multnomah County

- Multnomah County Ambulance Service Area Plan
- Multnomah County CHEMPACK Operations Plan
- Multnomah County Health Department Emergency Response Plan
- Multnomah County EMS Mass Casualty Incident Plan
- Multnomah County Mass Fatality Plan
- Multnomah County RSS Emergency Operations Plan
- Multnomah County Severe Weather Operational Guidelines (Homeless Services Department)

### Regional

- Emergency Resource Request Management Handbook (RDPO document)
- Federal Medical Stations (FMS) / Alternate Care Sites: Clackamas, Clark, Columbia, Multnomah, and Washington Counties (locations, facility requirements, operational needs, and wrap-around services for FMS).
- NW Oregon Health Preparedness Organization Health/Medical Multi-Agency Coordination (MAC) Group Handbook

- Oregon Healthcare Preparedness Region 1 NW Oregon Health Preparedness Organization Healthcare Coalition Governance Plan, Response Plan, and Recovery Plan.
- Port of Portland Communicable Disease Response Plan
- Infant Feeding in Emergencies Guidance
- NW Oregon Health Preparedness Organization Dialysis in Emergencies Guidance (under development)
- Regional Multi-Agency Coordination Group and Support Organization Handbook (RDPO document)
- Multnomah County Local Emergency Planning Council (LEPC) Strategic Plan
- Public Health Multi-Agency Coordination Group Handbook

**State of Oregon**

- State of Oregon Emergency Operations Plan: ESF 8 – Health and Medical
- Oregon Crisis Care Guidance
- Oregon Isolation and Quarantine Bench Book

**Federal**

- FEMA ESF 8 – Public Health and Medical Services Annex (provides assistance to state and local governments)
- National Disaster Medical Systems (NDMS) Operations Plan for the Portland Metropolitan Area: Patient Reception Plan (reception of patients from other localities into the Portland metro area).

## **2.8.7 Appendices**

- Oregon Region I and Washington Region IV Hospitals/Health Systems Map

# ESF 9



## SEARCH & RESCUE

ESF 9 Cooperating Agencies	
Primary Agency	<b>Multnomah County Sheriff's Office (MCSO)</b>
Supporting Agencies	<ul style="list-style-type: none"><li>• Multnomah County Office of Emergency Management (MCEM)</li></ul>
Coordinating Partners	<ul style="list-style-type: none"><li>• Multnomah County Fire Defense Board</li><li>• EMS - Medical Transport Air and Ground</li><li>• State Search and Rescue Coordinator</li><li>• Local Fire Districts</li><li>• Local Law Enforcement Agencies</li><li>• Oregon National Guard</li><li>• Civil Air Patrol</li><li>• Federal Bureau of Investigations</li><li>• United States Air Force</li><li>• United States Coast Guard</li></ul>

## **2.9.1 Introduction**

The purpose of Emergency Support Function (ESF) 9 is to coordinate search and rescue operations and resources in support of water, urban and wilderness search and rescue during actual or potential emergencies. The scope of this function includes search and rescue challenges generated as the result of an earthquake or building collapse, persons lost in wilderness or other recreational or natural environments, persons in need of rescue or missing during a water-related activity, the search for escaped adults in custody and detainees, the search for downed aircraft, and/or the extrication of accident victims.

### **2.9.1.1 Relationship to Other ESF Annexes**

ESF 9 often works closely with other Multnomah County ESFs as a part of coordinated response and recovery activities. The following ESFs support search and rescue activities:

- ESF 2 – Communications. Provides support and specialized teams and equipment to various locations to enhance communications.
- ESF 4 – Firefighting. Provides support and specialized teams for urban search and rescue operations.
- ESF 5 – Information and Planning. Provides situation updates on the status of operations.
- ESF 8 – Health and Medical. Provides basic medical care, triage and treatment to persons extricated and/or evacuated.
- ESF 13 – Law Enforcement. Provides support and specialized teams, including K-9 units, for search and rescue operations.
- ESF 15 – Public Information. Assists law enforcement in ensuring consistent and appropriate public messaging.

### **2.9.1.2 Policies and Agreements**

The following policies and agreements are currently in place to guide and support search and rescue activities during an emergency:

- Oregon Revised Statutes 404.110 – Sheriff to provide SAR within the County

- Oregon State Search and Rescue (SAR) Plan
- Multnomah County Sheriff's Office (MCSO) SAR Plan
- MCSO Law Enforcement Operational Procedure 6.11 Search and Rescue (SAR) and Green Hornet Hasty Team Operations

## **2.9.2 Situation and Assumptions**

### **2.9.2.1 Situation**

All volunteers and MCSO Search and Rescue Coordinators are trained in their specialties, are familiar with Incident Command System (ICS)/National Incident Management System (NIMS) organization, and have completed ICS/NIMS basic training.

Plans and procedures are developed for each type of mission performance that may require field operations. These procedures fall under the authority and responsibility of the Search and Rescue Coordinator.

The following circumstances may initiate a search and rescue mission requiring field operations:

- Persons participating in recreational activity become victims of an accident, suffer a health problem, or become disoriented regarding direction.
- Persons have wandered from a facility or a group organization activity designed to house, feed, care and provide guidance for them.
- Passengers in a moving vehicle become submerged in water.
- Persons fall victim to drowning.
- Persons become trapped by debris from a structural collapse due to mechanical failure or natural causes.
- Persons are involved in a transportation-related accident.
- An aircraft has crashed or landed in an obscure region not normally or officially provided for landings.

### **2.9.2.2 Assumptions**

- Search and rescue operations will continue to increase as population and recreational opportunities continue to grow.
- Operations may be overwhelmed during emergencies and disasters. Local search and rescue efforts may require technical assistance from other agencies and counties, and/or the State of Oregon.

- Access to impacted locations may be limited due to steep or rocky terrain, water, or structural barriers. Some areas may be accessible only by aircraft or boat.
- Rapid assessment of impacted areas and lost individuals will assist in the determination of response priorities.
- Local residents and unaffiliated volunteers may initiate activities to assist in search and rescue operations and will require coordination and direction.

## 2.9.3 Roles and Responsibilities

The roles and responsibilities for each department in support of emergency services will vary depending on the type of resource, the length of the warning period and the duration of the incident.

### 2.9.3.1 Primary Agency - Sheriff's Office (MCSO)

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 community partners to ensure a coordinated response. The primary agency for ESF 15 is the **Multnomah County Sheriff's Office (MCSO)**.

- Coordinates search and rescue activities in Multnomah County.

### 2.9.3.2 Supporting Agencies

Supporting agencies for each ESF are those County entities that have substantial support roles during major incidents.

#### 2.9.3.2.1 Office of Emergency Management (MCEM)

- Provides planning support.
- Oversees and activates the County Emergency Operations Center (EOC)
- Ensures 24-hour Duty Officer readiness to employ emergency alert systems and initiate notifications to critical partners.

### 2.9.3.3 Coordinating Partners

The County is supported by a variety of 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.

#### 2.9.3.3.1 Multnomah County Fire Defense Board

- Conducts urban search and rescue activities.

#### 2.9.3.3.2 Emergency Medical Services (EMS) Agencies

- Ground teams respond in the field to assist with direct medical care, extraction and transport to a higher-trained medical professional.
- Air teams respond in the field to assist by inserting via air and provide direct medical care and/or air transportation to a higher-trained medical professional.

#### 2.9.3.3.3 State Search and Rescue (SAR) Coordinator

- Assists in locating available air or ground National Guard assets.

#### 2.9.3.3.4 Local Fire Districts

- Conducts urban and confined space search and rescue activities.

#### 2.9.3.3.5 Local Law Enforcement Agencies

- Conducts investigative steps to determine the nature of the missing or lost person.
- Secures perimeters and controls access.

#### 2.9.3.3.6 Oregon National Guard

- Conducts ground search and rescue operations or logistical support, with specialty teams where technical skills may be required (e.g., air insertion, high angle, etc.).
- Conducts air search and rescue operations or air medical support.

#### 2.9.3.3.7 Civil Air Patrol

- Supports search operations with photography, view enhancing and/or communications relay.

#### 2.9.3.3.8 Federal Bureau of Investigations (FBI)

- Conducts investigative ground search operations.

#### 2.9.3.3.9 United States Air Force

##### *Rescue Coordination Center - Cellular Forensics Group*

- Produces mapping of search areas with high probabilities of success accounting for cellular phone and tower data, search conditions, lost person behavior and terrain.

#### 2.9.3.3.10 United States Coast Guard

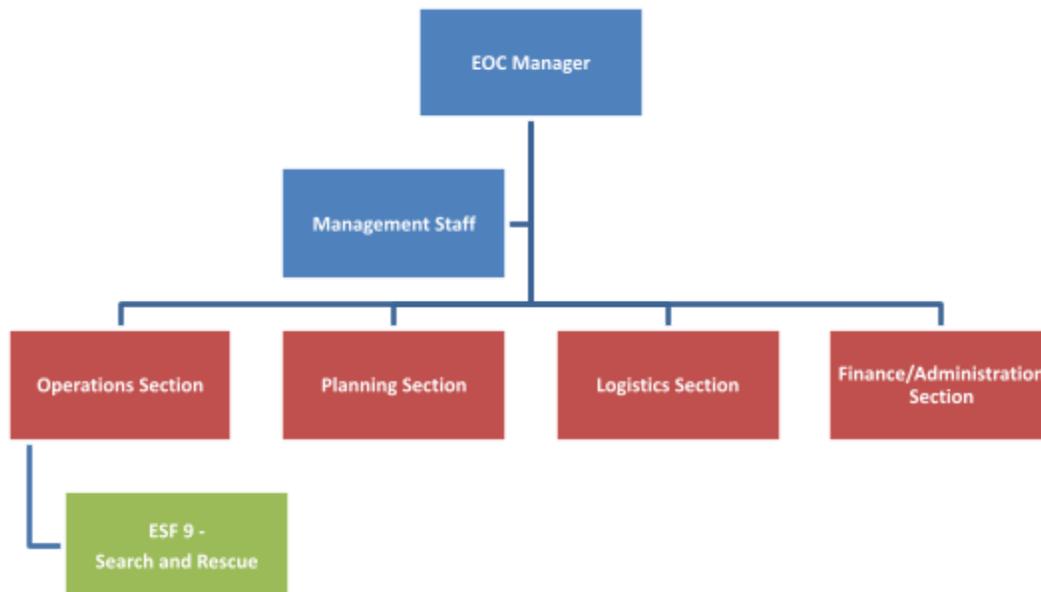
- Conducts air search and rescue operations and medical support.

## 2.9.4 Concept of Operations

### 2.9.4.1 General

- Requests for assistance with search and rescue resources will be forwarded to the County EOC or will be issued in accordance with established mutual aid agreements.
- The County EOC Operations Section Chief, with input from identified primary, support and cooperating agencies, will provide guidance for the coordination of search and rescue resources.
- If the incident requires additional support for search and rescue operations, the Operations Section Chief may activate ESF 9.
- Search and rescue support requirements that cannot be met at the local level should be forwarded to the State for assistance. If needed, federal assistance may be requested by the Governor.

**Figure 2.9.1 - Multnomah County ESF 9 Organization**



## 2.9.4.2 Notification

- The MCEM Duty Officer will notify the Sheriff's Office of EOC activations and request that representatives report to the EOC to coordinate search and rescue activities and staff ESF 9, if activated.
- As additional EOC staffing needs become apparent, other support and partnering agency personnel may be asked to report to the EOC to assist with search and rescue activities.

## 2.9.4.3 Actions by Emergency Management Phase

### 2.9.4.3.1 Mitigation

- Review the hazards most likely to affect the County, and identify potential vulnerabilities in the search and rescue function.
- Develop plans to overcome identified vulnerabilities (e.g., new equipment, training, and mutual aid procedures).
- Ensure that all equipment is checked regularly and maintained for instant deployment.

### 2.9.4.3.2 Preparedness

- Encourage active participation of interagency preparedness organizations that collaborate in search and rescue activities on a regular basis.
- Identify response zones, potential staging areas and potential medical facilities with local and regional search and rescue teams and establish specialized teams.
- Prepare and maintain plans and procedures, resource inventories, personnel rosters and resource mobilization information necessary to implement search and rescue operations.
- Ensure that mutual aid agreements are in place with surrounding jurisdictions.
- Coordinate and participate in the development and presentation of training courses and exercises for search and rescue personnel.
- Maintain liaison with support agencies.

- Pre-identify typed search and rescue resources, identify resources from other agencies or capabilities that may assist with search and rescue, and plan to integrate such additional resources as necessary.
- Develop a management plan to manage uncertified volunteers.

#### 2.9.4.3.3 Response

- Initiate mobilization procedures.
- Assemble personnel and equipment at a designated location.
- Transport the team, including personnel and equipment, to the incident scene.
- Collect and analyze incident information to help determine the need to deploy search and rescue operations.
- Plan and coordinate search and rescue operations at the incident site.
- Direct search and rescue resources according to NIMS, ICS and team policies and procedures/guidelines.
- Deploy search and rescue representatives to the EOC.
- Establish communication between the EOC and Incident Management Team to determine the resources needed to support incident response and operations.

#### 2.9.4.3.4 Recovery

- Continue to render support when and where required as long as emergency conditions exist.
- Participate in after-action briefings and develop after-action reports.
- Make necessary changes to this ESF Annex and supporting plans and procedures.
- Initiate a financial reimbursement process for these activities when such support is available.

## **2.9.5 Annex Maintenance**

As primary agency, the Sheriff's Office will be responsible for coordinating regular review and maintenance of this ESF Annex in coordination with Multnomah County Emergency Management. The primary and supporting Departments and Offices will be responsible for developing any plans or procedures needed to fully address their assigned tasks.

## **2.9.6 Supporting Plans and Procedures**

The following plans and procedures are currently in place or currently being developed or planned:

### **Multnomah County**

- MCSO Emergency Response Plan
- Multnomah County Search and Rescue Plan

### **State of Oregon**

- State of Oregon Emergency Operations Plan
  - ESF 9 – Search and Rescue

### **Federal**

- National Response Framework
  - ESF 9 – Search and Rescue

## **2.9.7 Appendices**

None at this time.

# ESF 10

# HAZARDOUS MATERIALS

ESF 10 Cooperating Agencies	
Primary Agency	<b>Multnomah County Emergency Management (MCEM)</b>
Supporting County Departments/Offices	<ul style="list-style-type: none"> <li>• Multnomah County Health Department (MCHD)</li> <li>• Multnomah County Sheriff’s Office (MCSO)</li> </ul>
Coordinating Partners	<ul style="list-style-type: none"> <li>• Local Fire Districts</li> <li>• Multnomah County Fire Defense Board (MCFDB)</li> <li>• Oregon Department of Environmental Quality (DEQ)</li> <li>• Multnomah County Local Emergency Planning Committee (LEPC)</li> <li>• Private Freight and Rail Carriers</li> <li>• Private Fixed Facilities, Fuel Farms, and Industries</li> <li>• Healthcare Organizations</li> <li>• Oregon Emergency Management (OEM)</li> <li>• Oregon Department of the State Fire Marshal (OSFM)</li> <li>• Oregon Health Authority (OHA)</li> <li>• Oregon Military Department (OMD)</li> <li>• United States Coast Guard</li> </ul>

## **2.10.1 Introduction**

Emergency Support Function (ESF) 10 coordinates response operations resulting from a threat to public health, welfare or the environment caused by actual or potential hazardous materials incidents. Hazardous materials include chemical, biological, radiological and nuclear substances, whether accidentally or intentionally released. This support function is applicable to all types and sizes of hazardous materials incidents potentially involving transportation corridors (railway, highway, marine), abandoned waste sites, pipelines, tank farms, and fixed facilities (e.g., chemical plants, laboratories, operating hazardous waste sites, hospitals).

### **2.10.1.1 Relationship to Other ESF Annexes**

ESF 10 works closely with other Multnomah County ESFs as a part of coordinated response and recovery activities. The following ESFs support hazardous materials-related activities:

- **ESF 1 – Transportation.** Coordinates response activities for hazardous materials incidents occurring on the transportation network, supports perimeter management, and assists in evacuation support.
- **ESF 3 – Public Works.** Coordinates debris management operations, infrastructure assessments restoration for hazardous materials incidents, and support for incident perimeters.
- **ESF 4 – Firefighting.** Provides subject matter expertise for conducting fire suppression activities during hazardous materials incidents.
- **ESF 6 – Mass Care.** Establishes Disaster Resource Center (DRC) with shelter if needed.
- **ESF 8 – Health and Medical -** Provides emotional and psychological first aid, coordination and medical direction of emergency medical services and coordination of hospital resources, and supports Disaster Resource Center operations. Public Health should provide technical guidance on messaging to the Alert and Warning team through resources such as Behavioral Health, Environmental Health, Communicable Disease and other Health Department programs.
- **ESF 13 – Law Enforcement.** Assists in scene security and coordination of evacuation activities related to hazardous materials response.

- ESF 15 – Public Information. Provides communications and Alert and Notification messaging support and establishes a Joint Information System/Center. Works in collaboration with Liaison Officers and Sector Representatives to ensure community voice is part of operational objective setting.

### 2.10.1.2 Policies and Agreements

The following authorities, policies and agreements are currently in place to guide and support hazardous materials activities during an emergency:

- Multnomah County Fire Defense Board Mutual Aid Agreement.
- Omnibus Agreement
- State of Oregon Fire Service Mobilization Plan
- State of Oregon Revised Statutes
  - Chapter 465 , Hazardous Waste and Hazardous Materials
  - Chapter 837, Division 85 Community Right-to-Know Survey and Compliance Programs
  - Chapter 837, Division 90 Hazardous Materials
- Oil Pollution Act of 1991
- SARA Title III - Emergency Planning and Community Right-to-Know Act.  
Public Law 99-499 - Superfund Amendment and Reauthorization Act (SARA).

## **2.10.2 Situation and Assumptions**

### **2.10.2.1 Situation**

- Hazardous materials are stored across and transported through Multnomah County creating a relatively high risk of hazardous materials incidents. An incident could occur anywhere and at any time throughout the County.
- Hazardous materials incidents can threaten public health and safety, property, and the environment. While most hazardous materials incidents involve smaller volumes of material, they do require specific approaches to different types of chemical and waste releases. It is important to assess the characteristics of the hazard, acquire the necessary resources and develop a site-specific emergency response plan.
- The commencement of emergency response operations for hazardous materials incidents will require multi-agency and multidisciplinary responses (sheltering and other connection services, environmental containment and cleanup, fish and wildlife, emergency medical services, environmental health and others). Disciplines involved may include fire response, law enforcement, health, human services, and communications if needed.
- Some incidents may not have immediately obvious impacts on life, property and the environment but may still have subtle long-term consequences for human health and the environment that will require further remediation.
- Local fire agencies have statewide agreements to access HazMat resources directly.
- The emergency field response to incidents including hazardous materials spills and releases is the responsibility of the fire services or, in the case of State highways, the Oregon Department of Transportation or Oregon State Police.
- Resources for monitoring and response by state and federal agencies are limited and may take an extended period of time to be available on scene.

### **2.10.2.2 Assumptions**

- A natural or technological emergency or disaster could result in situations in which hazardous materials are released into the environment.

- Fixed facilities (chemical plants, tank farms, laboratories, and industries operating hazardous waste sites that produce, generate, use, store or dispose of hazardous materials) could be damaged to the extent that existing spill control apparatus and containment measures are not effective.
- Hazardous materials that are transported may be involved in railroad accidents, marine accidents, highway collisions or airline incidents.
- Damage to or rupture of pipelines transporting materials that are hazardous if improperly released, will present serious problems.
- Emergency exemptions may be needed for disposal of contaminated materials.
- Laboratories responsible for analyzing hazardous material samples may be damaged or destroyed in a disaster.
- Community members may be told to evacuate and may choose to disregard evacuation orders.

## 2.10.3 Roles and Responsibilities

The roles and responsibilities for each department in support of emergency services will vary depending on the type of resource, the length of the warning period and the duration of the incident.

### 2.10.3.1 Primary Agency - Office of Emergency Management (MCEM)

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 community partners to ensure a coordinated response. The primary agency for ESF 10 is the **Multnomah County Office of Emergency Management**.

- Activates the EOC and coordinates emergency warnings.
- Coordinates with appropriate agencies, including government, public service, and private and volunteer organizations.
- Submits Emergency Management Assistance Compact (EMAC) and other resource requests.
- Provides broader incident perspectives, situational awareness and the creation of a common operating picture.
- Provides support across all Incident Command System elements.
- Coordinates and facilitates the update of the ESF 10 Annex.

### 2.10.3.2 Supporting Agencies

Supporting agencies for each ESF are those County entities that have substantial support roles during major incidents.

#### 2.10.3.2.1 Health Department (MCHD)

- Provides technical support relating to public and environmental health and medical impacts of a hazardous materials incident.
- Assists in coordination and medical direction of emergency medical services and coordination with hospitals (i.e. decontamination).

- Serves as the county's subject matter experts (SMEs) when coordinating with State Health and Environmental and Medical agencies.

#### 2.10.3.2 Sheriff's Office (MCSO)

- Provides perimeter support as needed.
- Conducts and/or supports investigation of an incident with other law enforcement agencies as needed.
- Supports evacuations as needed.

#### 2.10.3.3 Coordinating Partners

The County supports a variety of partners that provide direction through coordination of emergency functions within their own authority/jurisdiction, or are able to provide additional resources to support County response activities.

##### 2.10.3.3.1 Local Fire Districts

- Coordinate response to hazardous materials incidents within their jurisdiction/facilities.
- House OSFM Regional Hazardous Materials Teams (Gresham Fire and Portland Fire only).

##### 2.10.3.3.2 Multnomah County Fire Defense Board

- Requests support through regional hazardous materials teams.

##### 2.10.3.3.3 Oregon Department of Environmental Quality (DEQ)

- Provides 24-hour environmental pollution prevention, preparedness, and response within the State of Oregon.
- Provides technical assistance during oil spills and hazardous materials incidents, particularly related to the clean-up phase of operations.
- Provides technical assistance and advises on necessary protective actions.
- Evaluates, investigates, and assesses environmental impacts of a HazMat release or spill.

- Coordinates with private, local, state and federal agencies in all phases of emergency management as required.

#### 2.10.3.3.4 Multnomah County Local Emergency Planning Committee (LEPC)

- Engages community partners in planning, training and exercise activities to enhance the County's ability to respond to hazardous materials incidents.

#### 2.10.3.3.5 Private Freight and Rail Carriers

- Provides response support for hazardous materials occurring on the road or rail network, during incidents for which the carrier is responsible.

#### 2.10.3.3.6 Private Fixed Facilities, Fuel Farms, and Industries

- Provides response support for hazardous materials occurring at facilities that store or handle hazardous materials.
- Ensures that internal emergency operations plans are in alignment with this plan and meet regulatory requirements. The listing of hazardous materials substances are filed with the State Fire Marshal and these plans are to be shared with local fire departments/districts and the County on an annual basis.
- Cleans up and restores its own property and any other property damaged by an incident for which it is responsible, as provided in state and federal laws. They may also, in some cases, be responsible for the cost of the public response.

#### 2.10.3.3.7 Healthcare Organizations

- Assists in the decontamination and treatment of victims of hazardous materials incidents.

#### 2.10.3.3.8 Oregon Department of Emergency Management (OEM)

- Serves as the primary coordination agency for requesting state resources in support of any major HazMat responses requiring state resources
- Notifies state agencies when a HazMat incident affects state owned or controlled areas such as highways, parks, waterways, agricultural lands, and wildlife. State agencies that maybe part of a HazMat response can include:

- Oregon State Police (OSP)
- Oregon Department of Energy (ODOE)
- Oregon Department of Transportation (ODOT)
- Oregon State Parks and Recreation Department (OSPRD)
- Oregon Department of Fish and Wildlife (ODFW)
- Oregon Department of Agriculture (ODA)
- Oregon Department of Forestry (ODF)
- Public Utility Commission (PUC)

#### 2.10.3.3.9 Oregon State Fire Marshal's Office (OSFM)

##### *Regional Hazardous Materials Emergency Response Team*

- Provides specialized response support for hazardous materials incidents.
- Sponsors State HazMat teams at area fire departments.

#### 2.10.3.3.10 Oregon Health Authority (OHA)

- Coordinates with the Department of Environmental Quality (DEQ) and other state and local government agencies to address public health and environmental concerns.

#### 2.10.3.3.11 Oregon Military Department (ODM)

ODM comprises the Army and Air National Guard units assigned to the State of Oregon. In major incidents, ODM may provide several HazMat capabilities that can be deployed upon request.

##### *Civil Support Team (CST)*

- Supports local communities by providing advanced response capabilities to situations involving weapons of mass destruction.

##### *CBRNE (Chemical, Biological, Radiological, Nuclear and high-yield Explosive) Enhanced Response Force Package (CERFP)*

- Supports local communities by providing enhanced CBRNE capabilities such as search and extraction, decontamination, medical care, and command capabilities.

##### *National Guard Homeland Response Force (HRF)*

- Supports FEMA Region X by providing a large force of specialized capable equipment and personnel in response to hazmat and WMD situations.

#### 2.10.3.3.12 United States Coast Guard

- Provides expertise on environmental impacts to the release of hazardous substances and other contaminants into waterways under their control and/or jurisdiction in coordination with the Environmental Protection Agency.

## 2.10.4 Concept of Operations

### 2.10.4.1 General

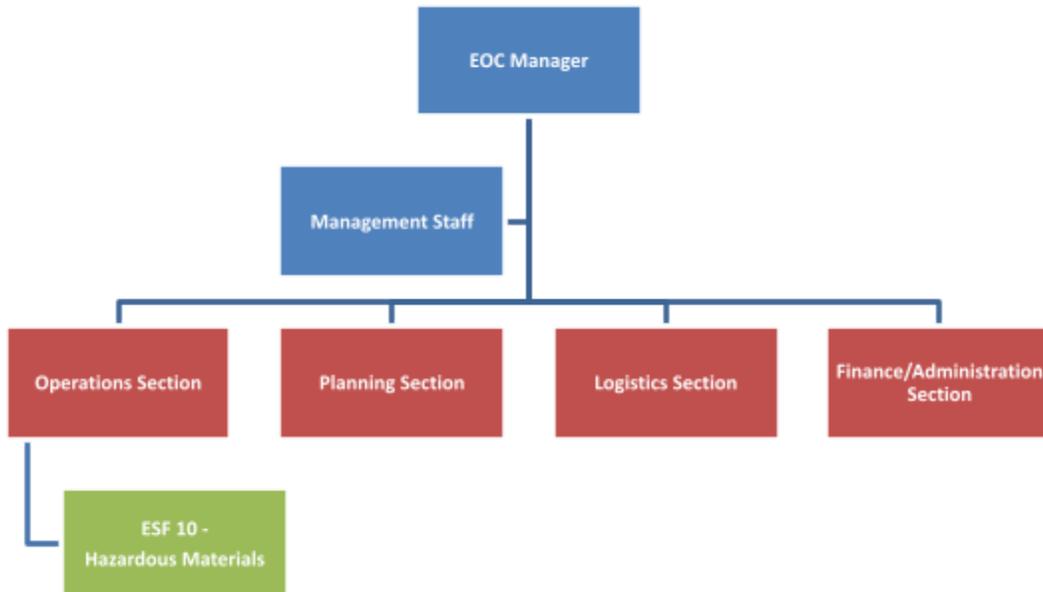
In accordance with the County EOP and this ESF Annex, the Office of Emergency Management is the primary agency responsible for coordinating County HazMat activities. Plans and Standard Operating Procedures developed by the primary, support, and cooperating agencies provide the framework for carrying out these activities.

- Requests for assistance with hazardous materials resources move directly from local fire agencies on scene to the Oregon State Fire Marshal.
- When a HazMat incident grows to the level of involvement of the Regional Hazardous Materials Emergency Response Team, the County Health Department and County Human Services support the impacted community.
- When an incident is large enough in scale, an ESF 10 Group Supervisor position will be established in the EOC. The ESF 10 Group Supervisor, with input from identified primary and supporting agencies, will provide support for the coordination of hazardous materials resources.
- If needed, the ESF 10 Group Supervisor will submit an Emergency Management Assistance Compact (EMAC)<sup>4</sup> request through the state via the County EOC for resources outside the state, as well as, for any federal HazMat resources.

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<sup>4</sup> EMAC is a national interstate mutual aid agreement that enables states to share resources during times of disaster. EMAC provides timely and cost-effective relief to states that request assistance from the member states. The compact acts as a complement to the federal disaster response system - <https://www.oregon.gov/oem/emresources/pages/mutual-aid-resources.aspx>

**Figure 2.10.1 - Multnomah County ESF 10 Organization**



#### 2.10.4.2 Notification

- The MCEM Duty Officer sends an EOC activation notification any time the EOC moves from Routine Operations. This notification will include the level of activation, and the location of the EOC (which may be mobile and proximal to location).
- As additional EOC staffing needs become apparent, other support and partnering agency personnel may be asked to report to the EOC to assist with activities related to supporting oil and hazardous materials response.

#### 2.10.4.3 Actions by Emergency Management Phase

##### 2.10.4.3.1 Mitigation

- Maintain an accurate and current listing of all fixed facilities that produce or store hazardous materials.
- Prepare site-specific plans for each facility that produces or stores extremely hazardous substances and update these plans annually or as necessary throughout the year.

- Participate in the hazard identification process and identify and correct vulnerabilities in the County's abilities to identify hazards.
- Train personnel for hazardous materials incidents.
- Develop radiological awareness programs for responders, the public and industry.
- Develop emergency preparedness programs for hazardous materials incidents.
- Identify deficiencies or areas to be improved, and seek funds to enhance protective measures to lessen the impact on vulnerable populations and/or minimize damage to critical facilities.

#### 2.10.4.3.2 Preparedness

- Develop and refine procedures to be used in hazardous materials assessments.
- Prepare and maintain plans and procedures, resource and equipment inventories, personnel rosters and resource mobilization information necessary for implementation of the responsibilities of hazardous materials response based on Hazard Vulnerability Assessment (HVA) and other risk assessments of existing hazards.
- Maintain liaison relationships among all tasked agencies in the annex.
- Ensure that personnel are appropriately trained and equipped to deal with hazardous materials incidents identified in the HVA and other risk assessments
- Conduct vulnerability analysis at critical facilities and make recommendations to improve the hazardous materials storage.
- Pre-position response resources when it is apparent that hazardous materials response resources will be necessary.
- Conduct, coordinate and participate in exercises involving hazardous materials operations.
- Develop mutual aid procedures to support response to a hazardous materials incident.

- Estimate logistical requirements (e.g., personnel, supplies and equipment, facilities, and communications) during the planning process and through exercise.
- Participate in exercises and training to validate this annex and supporting plans and procedures.
- Participate in partner exercises.
- Attend and participate in LEPC annual plan review.

#### 2.10.4.3.3 Response

- Respond to incidents and take the appropriate measures to limit and/or stop the release of hazardous materials that may include strategies such as containment, leak sealing, monitoring and detection, ventilation control, identifying evacuation and isolation areas, fire suppression, and decontamination.
- Establish perimeter boundaries.
- Provide perimeter control and coordinates with the appropriate authorities in advising appropriate protective actions.
- Establish and identify command post and staging locations using the Incident Command System.
- Take measures to protect the public and the safety of responders.
- Deploy appropriately trained personnel to the incident area in coordination with Incident Command.
- Work collaboratively to determine a Command and Coordination structure that will effectively address all incident elements that serve the public. Include mutual aid jurisdictions and all other authorities having jurisdiction<sup>5</sup>.
- Establish adequate zones for decontamination.

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<sup>5</sup> Large scale HazMat incidents can involve several disciplines and jurisdictions including, but not limited to: the U.S. Environmental Protection Agency, U.S. Coast Guard, Oregon Health Authority, Oregon Department of Environmental Quality, Multnomah County Public Health (EMS, EP&R, Environmental Health, Behavioral Health, Transportation departments/bureaus, Public Works, Environmental Services, and more.

- Monitor and direct hazardous materials resources and response activities.
- Participate in EOC briefings and meetings, Incident Action Plan development, situation reporting.
- Coordinate with the appropriate tasked agencies, as needed, in support of emergency activities.
- Coordinate with the EOC Logistics Section to acquire additional support resources once all local resources have been utilized and expended.
- Work with appropriate agencies to determine site safety, and when to declare the incident over and allow people back into the affected area.

#### 2.10.4.3.4 Recovery

- Continue to provide support as required for the recovery phase of the incident through the appropriate Incident Commander.
- Continue to monitor personnel and the affected area for contamination.
- Support community recovery activities.
- Participate in after-action briefings and develop after-action reports.
- Initiate the financial reimbursement process for these activities when such support is available.
- Make necessary changes to this ESF Annex and supporting plans and procedures to improve future operations.

#### 2.10.4.4 Access and Functional Needs Populations

Hazardous materials response services in the County will take into account populations with access and functional needs.

## **2.10.5 Annex Maintenance**

As primary agency, the Office of Emergency Management will be responsible for coordinating regular review and maintenance of this ESF Annex in coordination with key external partners. The primary and supporting Departments and Offices will be responsible for developing any plans or procedures needed to fully address their assigned tasks.

## 2.10.6 Supporting Plans and Procedures

The following documents are currently in place:

### Cities

- City of Portland Emergency Operations Plan (EOP) and CBRNE Incident Annex

### Multnomah County

- Reunification Plan
- Disaster Resource Center Plan
- Disaster Behavioral Health Response Plan

### Region

- Region 10 Response Team NW Area Contingency Plan (RRT/NWAC)

### State of Oregon

- Local Emergency Planning Committee (LEPC) plan
- State of Oregon Emergency Operations Plan
  - ESF 10 – Hazardous Materials

### Federal

- USDOT PHMSA-IAFC Cooperative Agreement
- National Hazardous Materials Fusion Center Regional Incident Survey Team (RIST)
  - <https://www.portlandoregon.gov/fire/article/341689>
  - <https://www.portlandoregon.gov/fire/article/341690>
- National Response Framework
  - ESF 10 – Oil and Hazardous Materials Response
- National Oil and Hazardous Substances Pollution Contingency Plan
  - Northwest Area Contingency Plan

## **2.10.7 Appendices**

- HazMat DO/EOC Response Checklist

# ESF 11



# AGRICULTURE, ANIMALS, & NATURAL RESOURCES

ESF 15 Cooperating Agencies	
Primary Agency	<b>Multnomah County Office of Emergency Management (MCEM)</b>
Supporting Agencies	<ul style="list-style-type: none"><li>• Multnomah County Health Department (MCHD)</li><li>• Multnomah County Department of Community Services (DCS)</li></ul>
Coordinating Partners	<ul style="list-style-type: none"><li>• Oregon Department of Agriculture</li></ul>

## **2.11.1 Introduction**

Emergency Support Function (ESF) 11 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. This support function also outlines procedures for control and eradication of disease or infestation potentially impacting plant and animal health while also introducing significant risk to the local economy (dairy and poultry operations, feedlots, auction yards, Christmas tree farms, timber/logging operations, agricultural crops, wildlife, etc.). ESF Annex 11 includes information regarding emergency animal sheltering and evacuation specific to livestock, such as dairy cattle, poultry, sheep, goats, horses, and other production species.

### **2.11.1.1 Relationship to Other ESF Annexes**

ESF 11 often works closely with other County ESFs as a part of coordinated response and recovery activities. The following ESFs support agriculture and animal protection activities:

- ESF 6 – Mass Care. Coordinates care and shelter of people and service animals, and attempts to co-locate pets with people at shelters to the extent possible.
- ESF 8 – Health and Medical. Coordinates animal and agriculture disease as it pertains to potential or actual impacts on human health.
- ESF 16 – Volunteers and Donations. Identifies mechanism for volunteer support and donations for animal care and shelter activities.

### **2.11.1.2 Policies and Agreements**

The following policies and agreements are currently in place to guide and support public information activities:

- Multnomah County participates in the Regional Disaster Preparedness Organization Animal Multi-Agency Coordination Group.

## **2.11.2 Situation and Assumptions**

### **2.11.2.1 Situation**

- Numerous plant and animal diseases exist that could impact the County through natural, accidental, or intentional introduction.
- The County has significant numbers of animals, ranging from household pets to commercial livestock operations. The vulnerability of these animals in the event of a disaster or emergency can have impacts at both the individual and commercial levels, with the potential for long-range effects on the local economy.
- A significant emergency may deprive substantial numbers of local residents of access to safe and reliable supplies of food and water.
- An emergency may cause or be caused by the spread of a contagious disease through the food and water supply systems or from animals to people.
- Some animal diseases, such as foot and mouth disease, are very contagious and would be very difficult to identify, isolate, control, and eradicate. In addition, many agents are zoonotic - affecting both animals and people.
- Some plant diseases are highly infectious to other plants and can be very difficult to identify, isolate, control, and eradicate.
- Any displacement or evacuation of people from their homes may cause household pets and livestock to be placed at risk for food, shelter, and care.

### **2.11.2.2 Assumptions**

- Livestock, wildlife, birds, plants, and crops may be affected by a disease or insect outbreak. Plants and animals may die of such an outbreak or need to be destroyed or depopulated.
- Production capability and value may become severely limited. Such an event could greatly impact the economic stability and viability of the County, State, or even the nation.
- The time between the reporting of a disease and its identification as an emergency is critical. A highly contagious disease could spread rapidly

- through a county and state via markets, product movement, and fomites (objects such as clothing, vehicles, etc.).
- The County's resources would be rapidly depleted if the outbreak involved multiple facilities or large areas.
  - Positive and prompt actions by local, state, and federal authorities may be required in order to stop a highly contagious disease. Control and eradication of such a disease will involve many county, state, and federal agencies, not just those involved with agricultural activities.
  - Some land owners, individuals, or groups may strenuously object to depopulation of animals or destruction of plants. Some people may not consider the threat of disease spread valid and may take actions counterproductive to control and eradication efforts.
  - First responders may not be familiar with the special conditions of an animal or plant health emergency. These include quarantine, bio-security precautions, personal protection equipment, decontamination, etc.
  - Any prolonged power outage will place fresh or frozen food at immediate risk or render it unsafe.
  - Truck delivery of bulk supplies may be cut off. Distribution of non-local donated goods may not be possible.
  - Volunteers will want to help and can make a significant contribution to the effort.

### 2.11.3 Roles and Responsibilities

The roles and responsibilities for each department in support of emergency services will vary depending on the type of resource, the length of the warning period and the duration of the incident.

#### 2.11.3.1 Primary Agency - Office of Emergency Management (MCEM)

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 community partners to ensure a coordinated response. The primary agency for ESF 11 is the **Multnomah County Office of Emergency Management**.

- Provides planning support.
- Oversees and activates the County Emergency Operations Center (EOC).
- Ensures 24-hour Duty Officer readiness to employ emergency alert systems and initiate notifications to critical partners.
- Requests state assistance for operational tasks under this ESF that are not performed by the DCS Animal Services Division or the Health Department.

#### 2.11.3.2 Supporting Agencies

Supporting agencies for each ESF are those County entities that have substantial support roles during major incidents.

##### 2.11.3.2.1 Health Department (MCHD)

- Coordinates food safety inspections.
- Advises on public health impacts of disasters that impact the food supply.

##### 2.11.3.2.2 Department of Community Services (DCS)

###### *Animal Services*

- Coordinates animal shelter activities.
- Coordinates with local veterinarians to augment animal care support.

- Collects animal carcasses that result from a disaster.
- Provides advice to the Emergency Operations Center to address the needs of animals in disaster situations.
- Provides guidance, direction and assistance to the community in caring for pets affected by emergencies.
- Provides rescue services for animals in the field.
- Provides space for livestock and other domestic animals, as required.

### 2.11.3.3 Coordinating Partners

The County is supported by a variety of cooperating agencies 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.

#### 2.11.3.3.1 Oregon Department of Agriculture

- Support food safety activities when local capacity cannot meet requirements.

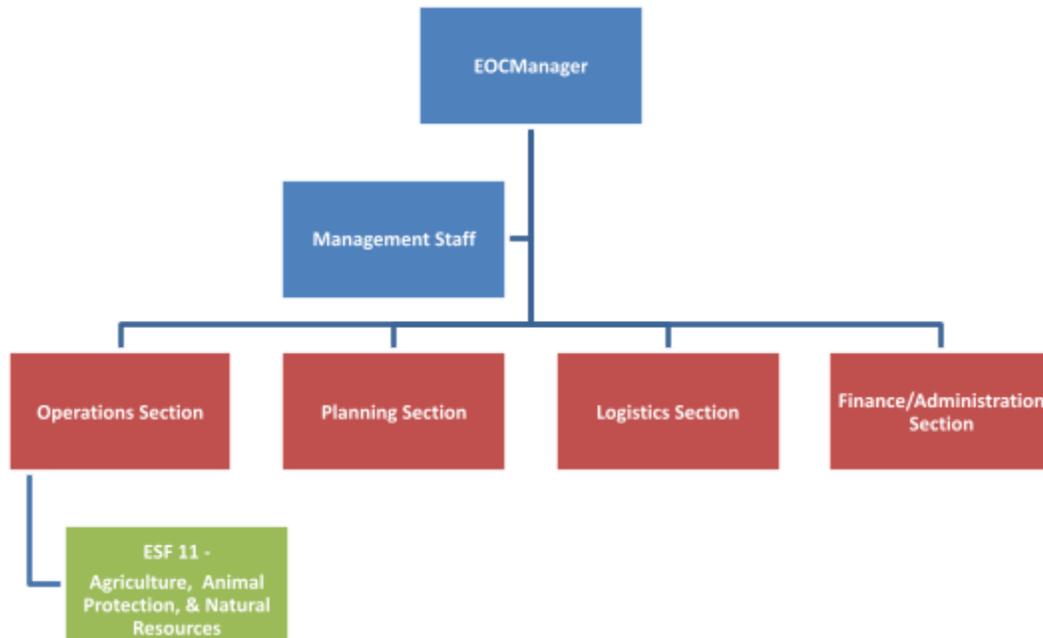
## 2.11.4 Concept of Operations

### 2.11.4.1 General

In accordance with the County EOP and this ESF Annex, the **Multnomah County Office of Emergency Management** is the primary agency responsible for coordinating agriculture and animal protection activities. Plans and Standard Operating Procedures developed by the primary, support, and cooperating agencies provide the framework for carrying out these activities.

- Requests for assistance with agriculture and animal protection will be generated one of two ways: they will be forwarded to the County EOC or will be issued in accordance with established mutual aid agreements.
- The County EOC Operations Section Chief, with input from identified primary and supporting agencies, will provide guidance for the coordination of agriculture and animal protection.
- If the incident requires additional support for agriculture and animal protection, the Operations Section Chief may activate ESF 11.
- Agriculture and animal protection support requirements that cannot be met at the local level should be forwarded to the State for assistance. If needed, Federal assistance may be requested by the Governor.

**Figure 2.11.1 - Multnomah County ESF 11 Organization**



#### 2.11.4.2 Notification

- The MCEM Duty Officer will notify supporting agencies of EOC activations and request that representatives report to the EOC to coordinate agriculture and animal protection response and staff ESF 11 if activated.
- As additional EOC staffing needs become apparent, other support and partnering agency personnel may be asked to report to the EOC to assist with agriculture and animal protection response.

#### 2.11.4.3 Actions by Emergency Management Phase

##### 2.11.4.3.1 Mitigation

- Provide surveillance for a foreign animal disease or an animal-borne poison or toxin that may pose a threat to animal-based industries, the economy, or public health.

- Provide for surveillance of plant pests of unknown or questionable origin that may pose a potential threat to agriculture, horticulture, the economy, or public health.
- Conduct training and awareness campaigns to inform local veterinarians, game wardens, game biologists, and other animal professionals of the basic clinical signs of a highly contagious disease or other diseases or insects of concern.
- Develop a program to ensure that all personnel who may be involved in an animal or plant health emergency understand their responsibilities and expected actions.
- Provide training in bio-security for those involved in livestock and crop enterprises.
- Enhance and expand biosecurity measures on farms, ranches, feedlots, markets, mills, etc.
- Develop or enhance public information regarding highly contagious diseases or insects and other diseases of concern for producers, brokers, transporters, and other parties who may be involved in raising, selling, buying, or transporting livestock, poultry/birds, wildlife, or agricultural products.

#### 2.11.4.3.2 Preparedness

- Develop plans, procedures, and checklists to support agriculture and animal protection activities.
- Maintain an accurate roster and activation procedures of personnel assigned to perform agriculture and animal protection duties during a disaster.
- Identify likely animal transport needs and coordinate with appropriate agencies to meet these needs.
- Identify pet boarding facilities and private organizations that may provide emergency shelters for animals.
- Identify local agribusiness operators with equipment and personnel to assist with animal stop movement and quarantine activities.
- Establish an Animal and Agriculture Working Group and conduct meetings of this group as appropriate.

- Develop mutual aid agreements with government agencies, professional associations, and private agencies and organizations with personnel and equipment to support agriculture and animal protection response.
- Identify and schedule disaster response training for agriculture and animal protection personnel. Areas to be covered should include, but not be limited to, response protocol, the Incident Command System (ICS), biosecurity, personal protection, quarantine, access control, depopulation, disposal, decontamination, and potential human impacts.
- Ensure that all agriculture and animal protection personnel are trained in their responsibilities according to departmental plans and procedures.
- Participate in exercises and training to validate this annex and supporting plans and procedures.

#### 2.11.4.3.3 Response

- Activate plans.
- Establish an Incident Command Post and activate the local Emergency Operations Center (EOC).
- Establish communication between the EOC and Incident Management Team to determine the resources needed to support incident response and operations.
- Request appropriate declarations of emergency.
- Issue quarantines and establish movement control procedures.
- Initiate bio-security measures.
- Develop an incident-specific communications plan.
- Establish response personnel support needs and coordinate local support capabilities.
- Identify existing internal, jurisdiction-specific resources available to support response and recovery operations.
- Contact key collaborating agencies.
- Obtain equipment and supplies needed for operations.

- Complete notifications of response personnel and agency directors.
- Develop an incident action plan that includes at least the following functions: bio-security and decontamination, movement control and quarantine, depopulation and disposal, surveillance and epidemiology, personnel safety, demobilization and recovery, and inter/intra-agency communications.
- Develop public service announcements for release to the media.
- Identify appropriate locations for disposal, and obtain appropriate permits for animal depopulation and crop operations.
- With the help of local public works services, identify the locations of public disinfection sites and roadblocks.
- Conduct on-site operations.
- Provide assistance to established pet shelters.
- Move, detain, or restrict the movement of animals, equipment, products, and personnel as necessary to control and eradicate animal or plant disease.
- Manage and direct the evacuation of animals from risk areas and provide technical assistance to prevent animal injury and the spread of disease.
- Provide and/or receive appropriate mutual aid.
- Provide situation reports to the command structure on the status of operations.
- Coordinate donations and volunteers wishing to assist in operations.
- Respond to protestors who desire to interfere with or stop operations.
- Maintain records of all activities conducted, costs, and hours worked by paid and volunteer personnel.
- Ensure that communications lines are established and participants are clear on what actions need to be taken if a highly contagious disease or insect is suspected or confirmed.

#### 2.11.4.3.4 Recovery

- Provide immediate assistance as needed to landowners affected by an animal or plant health emergency.

- Assist in decontamination efforts and ensure that cleanup is completed.
- Help maintain movement restrictions as required by local, State, and Federal authority.
- Assist in issuing and tracking special permits and licenses.
- Work with producer groups to assist in recovery efforts.
- Submit necessary records and paperwork to local and State officials for tracking and reimbursing costs incurred by the County in handling the emergency.
- Participate in follow-up reports and critiques of the portion of the Emergency Operations Plan (EOP) related to animal/plant health emergencies, and make any necessary changes and improvements to the plan.
- Continue to render support when and where required as long as emergency conditions exist.
- Restore equipment and restock supplies to their normal state of readiness.
- Participate in after-action reports and meetings.
- Make changes to plans and procedures based on lessons learned.

#### **2.11.4.4 Access and Functional Needs Populations**

- Provision of agriculture and animal protection services in the County will take into account populations with access and functional needs.

## **2.11.5 Annex Maintenance**

As primary agency, the Office of Emergency Management will be responsible for coordinating regular review and maintenance of this ESF Annex in coordination with key partners. The primary and supporting Departments and Offices will be responsible for developing any plans or procedures needed to fully address their assigned tasks.

## 2.11.6 Supporting Plans and Procedures

The following supporting documents are currently in place:

### Multnomah County

- None at this time.

### State of Oregon

- Oregon Animal Disease Emergency Management Plan. Oregon Department of Agriculture, Animal Health and Identification Division. 2005.  
[http://www.oregon.gov/ODA/AHID/oadem\\_plan.shtml](http://www.oregon.gov/ODA/AHID/oadem_plan.shtml)
- Oregon Plant Health Emergency Response Plan. Oregon Department of Agriculture. 2006.  
[http://www.oregon.gov/ODA/PLANT/docs/pdf/plant\\_emergencyplan.pdf?qa=t](http://www.oregon.gov/ODA/PLANT/docs/pdf/plant_emergencyplan.pdf?qa=t).
- Oregon Avian Influenza Plan, Oregon Department of Agriculture.  
[http://www.oregon.gov/ODA/AHID/ai\\_plan.shtml](http://www.oregon.gov/ODA/AHID/ai_plan.shtml)
- State of Oregon Animals in Disaster Plan, Oregon Department of Agriculture. 2008.  
[http://www.oregon.gov/ODA/AHID/docs/pdf/animal\\_disaster\\_plan.pdf](http://www.oregon.gov/ODA/AHID/docs/pdf/animal_disaster_plan.pdf)
- State of Oregon Emergency Operations Plan
  - ESF 11 – Agriculture, Animals & Natural Resources

### Federal

- National Response Framework
  - ESF 11 – Agriculture and Natural Resources
- National Infrastructure Protection Plan
  - Food and Agriculture Sector - Specific Plan

## **2.11.7 Appendices**

None at this time.

# ESF 12



# ENERGY

ESF 12 Coordinating Agencies	
Primary Agency	<b>Multnomah County Department of County Assets (DCA)</b>
Supporting Agencies	<ul style="list-style-type: none"><li>• Multnomah County Office of Emergency Management (MCEM)</li></ul>
Coordinating Partners	<ul style="list-style-type: none"><li>• Private Energy Sector</li></ul>

## **2.12.1 Introduction**

Emergency Support Function (ESF) 12 collects, evaluates and shares information on energy system damage, provides estimations on the effect of energy system outages within the affected area, and coordinates governmental and nongovernmental efforts to establish temporary emergency energy production and transmission capabilities to support critical lifelines and facilities until permanent restoration is accomplished. Critical lifelines may include transportation, water, sewer, telephone, internet and other essential community services. Critical facilities may include primary and alternate emergency coordination centers, hospitals/critical care facilities, designated disaster shelters, agency operating centers and government offices/facilities.

### **2.12.1.1 Relationship to Other ESF Annexes**

ESF 12 often works closely with other County ESFs as a part of coordinated response and recovery activities. The following ESFs support public information activities:

- ESF 1 – Transportation. Facilitates utility work access and fleet movement.
- ESF 3 – Public Works. Performs debris clearance and removal operations in support of restoration of energy infrastructure.
- ESF 14 – Business and Industry. Provides support in coordinating with private utilities.

### **2.12.1.2 Policies and Agreements**

The following policies and agreements are currently in place to guide and support energy restoration activities:

- None at this time.

## **2.12.2 Situation and Assumptions**

### **2.12.2.1 Situation**

- Emergencies, both natural and human-caused, can have profound effects on public and privately owned utilities in the County. The ability to quickly restore damaged water, power, natural gas, telecommunication and sewer systems is essential to minimizing a disaster's impacts on the safety, health and economy of the area.
- The electrical power industry is organized into a network of public and private generation and distribution facilities. Through such networks, the electrical power industry has developed a capability to provide, reroute and restore power under even the most extreme circumstances.
- A major disaster could destroy or disrupt all or a portion of the County's energy and utility systems.
- Multnomah County is host to Oregon's critical energy infrastructure (CEI) hub on the Willamette River.

### **2.12.2.2 Assumptions**

- A major disaster could destroy or damage portions of the County's energy systems and disrupt petroleum supplies.
- Widespread and possibly prolonged electric power failures could occur in a major disaster.
- The transportation, media and telecommunications infrastructures will be affected.
- Delays in the production, refining and delivery of petroleum-based products may occur as a result of transportation infrastructure problems and loss of commercial power.
- There may be extensive distribution failure in water, wastewater and gas utilities. These may take hours, days, weeks or even months to repair.
- There may be panic-hoarding of fuel in areas served by severed pipelines or by individuals from neighboring jurisdictions where shortages have occurred.

- Natural gas lines may break, causing fire, danger of explosion, or health hazards such as inhalation to toxic substances.
- City and County public works departments, under an emergency proclamation, will require the authority to enter private property to evaluate and shut off utilities that jeopardize public and private property or threaten public health, safety or the environment.

## 2.12.3 Roles and Responsibilities

The roles and responsibilities for each department in support of emergency services will vary depending on the type of resource, the length of the warning period and the duration of the incident.

### 2.12.3.1 Primary Agency - Department of County Assets (DCA)

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 community partners to ensure a coordinated response. The primary agency for ESF 12 is the **Multnomah County Department of County Assets (DCA)**.

- Ensures appropriate backup power sources and fuel supplies are available to support County emergency operations.
- Establishes liaison with all energy providers and coordinates flow of information.

### 2.12.3.2 Supporting Agencies

Supporting agencies for each ESF are those County entities that have substantial support roles during major incidents.

#### 2.12.3.2.1 Office of Emergency Management (MCEM)

- Coordinates with area utility providers to ensure coordinated restoration of lifeline utilities.
- Monitors the status of lifeline utilities and provides situation status updates to the County Public Information Officer (PIO) to inform public messaging.
- Develops, maintains and implements the fuel allocation plan.
- Oversees and activates the County Emergency Operations Center (EOC)
- Ensures 24-hour Duty Officer readiness to employ emergency alert systems and initiate notifications to critical partners.

### 2.12.3.3 Coordinating Partners

The County is supported by a variety of partners that provide coordination of emergency functions within their own authority/jurisdiction, or are able to provide additional resources to support County response activities. Cooperating agencies that support ESF 12 include:

#### 2.12.3.3.1 Private Energy Sector

- Coordinates response activities with local agencies regarding restoration of services.
- Implements emergency actions to protect the community from cascading energy hazards.
- Makes repairs and restores services as soon as possible.
- Supports emergency provision of auxiliary power to critical services.
- Provides updates on status and forecasts to the EOC.
- Supports the identification of critical services and facilities within each service area.

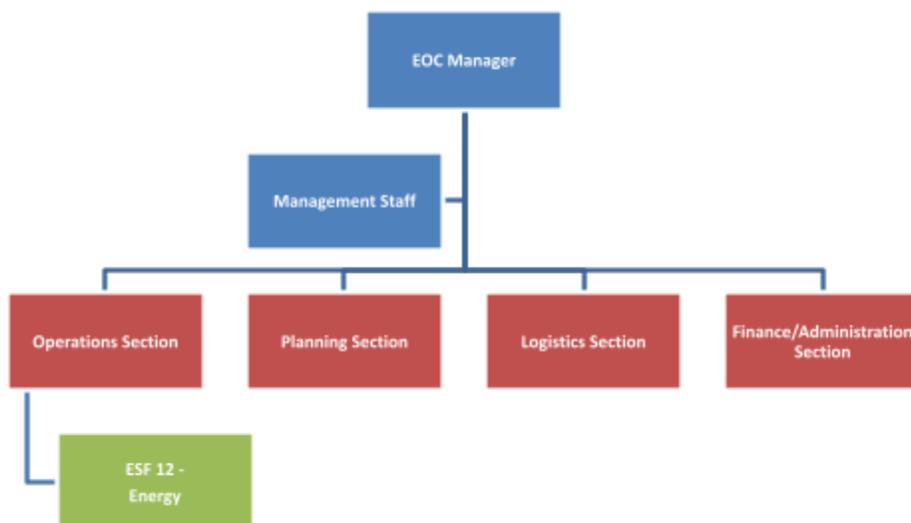
## 2.12.4 Concept of Operations

### 2.12.4.1 General

In accordance with the County EOP and this ESF Annex, the Department of County Assets (DCA) is the primary agency responsible for coordinating emergency public information activities. Plans and Standard Operating Procedures developed by the primary, support, and cooperating agencies provide the framework for carrying out these activities.

- Requests for assistance with energy and utility resources will be forwarded to the County EOC or will be made in accordance with established mutual aid agreements.
- The County EOC Operations Section Chief, with input from identified primary and supporting agencies, will provide guidance for the coordination of energy resources.
- If the incident requires additional support for energy operations, the Operations Section Chief may activate ESF 12.
- Energy and utility support requirements that cannot be met at the local level should be forwarded to the State of Oregon for assistance. If needed, federal assistance may be requested by the Governor.

**Figure 2.12.1 - Multnomah County ESF 12 Organization**



## 2.12.4.2 Notification

- The MCEM Duty Officer will notify the appropriate private-sector utility liaisons and supporting agencies of EOC activations and request that representatives report to the EOC to coordinate energy sector activities and staff ESF 12, if activated.
- As additional EOC staffing needs become apparent, other support and partnering agency personnel may be asked to report to the EOC to assist with energy-sector response activities.

## 2.12.4.3 Actions by Emergency Management Phase

### 2.12.4.3.1 Mitigation

- Based on known hazards, identify and correct vulnerabilities in the County's energy sector.
- When repairing damages, make every attempt to reduce the likelihood and severity of future damages.
- Implement a public awareness campaign regarding energy and utilities safety in emergencies.
- Develop internal Continuity of Operations Plans and organizational resilience strategies to ensure readiness to respond to and recover from an emergency or disaster event.

### 2.12.4.3.2 Preparedness

- Ensure the availability of necessary equipment to support energy repair and restoration activities.
- Coordinate the establishment of priorities to repair damaged energy services and the provision of temporary, alternate or interim sources of portable generators and other utilities.
- Promote mutual assistance agreements with the vendors of all utility services.
- Develop and maintain communications lists and staff rosters, plans, policies and procedures necessary to support the implementation of this ESF Annex.

- Identify, train and assign personnel to execute missions in support of restoration of energy systems.
- Participate in an exercise at least annually to validate this ESF Annex and its supporting ESF Annexes.

#### 2.12.4.3.3 Response

- Assess the affected areas to determine operational priorities and emergency repair procedures with utility field personnel.
- Prioritize utility rebuilding processes, if necessary, to restore utilities in the affected areas.
- Administer statutory authorities for utility priorities, as needed.
- Apply local, state, and federal resources, as necessary, in accordance with established priorities to restore utility services.
- Provide emergency information, education and conservation guidance to the public in coordination with the PIO.
- Assist local, state, and federal agencies and departments obtain fuel for transportation in support of emergency operations.
- Coordinate with the Multnomah County Sheriff's Office for security and protection of supplies.

#### 2.12.4.3.4 Recovery

- Continue all activities in coordination with the EOC, based on the requirements of the incident.
- Support restoration activities.
- Replenish supplies and repair damaged equipment.
- Participate in after-action briefings and develop after-action reports.
- Make necessary changes to this ESF Annex and supporting plans and procedures.

#### 2.12.4.4 Access and Functional Needs Populations

- The protection of the community's energy sector and provision of emergency power services will take into account populations with access and functional needs.

### **2.12.5 Annex Maintenance**

As primary agency, the Department of County Assets (DCA) will be responsible for coordinating regular review and maintenance of this ESF Annex in coordination with Multnomah County Emergency Management. These agencies will be responsible for developing any plans or procedures needed to fully address their assigned tasks.

## **2.12.6 Supporting Plans and Procedures**

The following documents are currently in place:

### **Multnomah County**

- Fuel Management Plan

### **State of Oregon**

- State of Oregon Emergency Operations Plan
  - ESF 12 - Energy
- Oregon Energy Assurance Plan

### **Federal**

- National Response Framework
  - ESF 12 - Energy

## **2.12.7 Appendices**

None at this time.

# ESF 13

## LAW ENFORCEMENT

ESF 13 Cooperating Agencies	
Primary Agency	<b>Multnomah County Sheriff's Office (MCSO)</b>
Supporting Agencies	<ul style="list-style-type: none"> <li>• Multnomah County Office of Emergency Management (MCEM)</li> <li>• Multnomah County Department of Community Justice (DCJ)</li> <li>• Multnomah County District Attorney</li> <li>• Multnomah County Department of Community Services (DCS)</li> <li>• Multnomah County Health Department (MCHD)</li> </ul>
Coordinating Partners	<ul style="list-style-type: none"> <li>• Municipal Police Departments</li> <li>• Oregon State Police</li> <li>• Oregon State Sheriffs' Association (OSSA)</li> <li>• Rural Fire Districts</li> <li>• Municipal Fire Districts</li> <li>• American Medical Response (AMR)</li> <li>• Oregon Department of Transportation (ODOT)</li> <li>• Terrorism Information Threat Assessment Network (TITAN) Fusion Center</li> </ul>

## **2.13.1 Introduction**

Emergency Support Function (ESF) 13 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. Local law enforcement agencies provide support for evacuation, traffic control, criminal investigations, crowd control, and access control to incident sites and/or governmental facilities. Facilities may include Multnomah County and local Emergency Operations Centers (EOCs), community care/sheltering facilities, hospitals, jails, points of distribution (PODs), receipt staging and storage (RSS) locations, and other critical care facilities involved in emergency response activities.

### **2.13.1.1 Relationship to Other ESF Annexes**

ESF 13 often works closely with other County ESFs as a part of coordinated response and recovery activities. The following ESFs support public information activities:

- ESF 1 – Transportation. Assists law enforcement in traffic control operations.
- ESF 2 – Communications. Ensures functional and interoperable emergency communications are available to support law enforcement efforts.
- ESF 13 – Military Support. Augments local law enforcement when resources are overwhelmed.
- ESF 15 – Public Information. Assists law enforcement in ensuring consistent and appropriate public messaging.

### **2.13.1.2 Policies and Agreements**

The following policies and agreements are currently in place to guide and support law enforcement activities during an emergency:

- Memorandum of Agreement on the Receipt, Stage, Storage and Distribution of Emergency Supplies, dated 2012

## **2.13.2 Situation and Assumptions**

### **2.13.2.1 Situation**

The County is susceptible to a multitude of natural and human-caused disasters. Depending on their magnitude, these disasters have the ability to damage infrastructure, structures and lifelines that may rapidly overwhelm the capacity of County agencies to assess the disaster and respond effectively to meet basic and emergency human needs.

During any type of disaster or large-scale emergency, law enforcement officers may be faced with tremendous challenges in meeting the increased needs for public assistance and aid. Emergency situations may lead to increased call volume, impaired roadways and other infrastructure, high numbers of community members with injuries and needing rescue, large-scale civil unrest, and looting and other violence. Such circumstances can cause fatigue and mental stress among officers and result in angry and upset victims who have high expectations of law enforcement's ability to manage and control the situation.

### **2.13.2.2 Assumptions**

- General law enforcement activities are compounded by disaster-related community disruption, restriction of movement, impacted communications and facilities, and a shortage of law-enforcement resources.
- The capabilities of local law enforcement agencies may be quickly exceeded. Supplemental assistance should be requested through local and state law enforcement and emergency management agencies and mutual aid agreements.
- The availability of resources will have a profound effect on agencies' abilities to perform tasked activities.

## 2.13.3 Roles and Responsibilities

The roles and responsibilities for each department in support of emergency services will vary depending on the type of resource, the length of the warning period and the duration of the incident.

### 2.13.3.1 Primary Agency - Sheriff's Office (MCSO)

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 community partners to ensure a coordinated response. The primary agency for ESF 13 is the **Multnomah County Sheriff's Office**.

- Staffs law enforcement positions in the EOC and represents law enforcement countywide.
- Provides traffic and crowd control and supplies, and controls access to hazardous or evacuated areas when necessary.
- Provides security for special populations affected by the emergency, such as juveniles in the assessment center or adults in custody.
- Assists in dissemination of warnings to the public.
- Notifies the Oregon Terrorism Information Threat Assessment Network (TITAN) Fusion Center if a criminal or terrorist incident is suspected.

### 2.13.3.2 Supporting Agencies

Supporting agencies for each ESF are those County entities that have substantial support roles during major incidents.

#### 2.13.3.2.1 Office of Emergency Management (MCEM)

- Provides planning support.
- Oversees and activates the County Emergency Operations Center (EOC).
- Ensures 24-hour Duty Officer readiness to employ emergency alert systems and initiate notifications to critical partners.

#### 2.13.3.2.2 Department of Community Justice (DCJ)

- Establishes plans and procedures to ensure the safety of all clients in departmental custody.
- Coordinates security at the juvenile detention center.
- Supports requests for additional public safety and security resources.

#### 2.13.3.2.3 District Attorney

- Collaborates with courts and law enforcement agencies to determine emergency arrest or release policies.
- Coordinates with neighboring jurisdictions to transfer prisoners as needed.
- Assures legal requirements that due process is met.

#### 2.13.3.2.4 Department of Community Services (DCS)

##### *Transportation Division*

- Assists with crowd control barriers.
- Assists with road closure assignments.
- Assures prioritization, in cooperation with law enforcement, regarding road openings and closures.

#### 2.13.3.2.5 Health Department (MCHD)

- Coordinates and assists in implementation of RSS protocol.
- Disseminates information and makes recommendations to law enforcement in reference to protective measures associated with pandemics, epidemics, and bioterrorism.

### 2.13.3.3 Coordinating Partners

The County is supported by a variety of 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.

#### 2.13.3.3.1 Municipal Police Departments

- Coordinate law enforcement activities within limits of jurisdictional authority.
- Support County law enforcement operations through mutual aid agreements.

#### 2.13.3.3.2 Oregon State Police

- Coordinates law enforcement activities within limits of jurisdictional authority.
- Supports County law enforcement operations through mutual aid agreements or via request through the State EOC.

#### 2.13.3.3.3 Oregon State Sheriffs' Association

- Supports County law enforcement operations through mutual aid agreements or via request through the State EOC.

#### 2.13.3.3.4 Rural Fire Districts

- Participate in Unified Command with MCSO for unincorporated Multnomah County
- Provide resources in the form of apparatus, physical plant and communications in large-scale and/or prolonged incidents.

#### 2.13.3.3.5 Municipal Fire Districts

- Participate in Unified Command with MCSO in incidents involving multidisciplinary response.
- Gresham Fire and Rescue works directly with MCSO in Hazardous Materials (HazMat) response.

#### 2.13.3.3.6 American Medical Response (AMR)

- Supports County law enforcement in mass casualty incidents and incidents with a criminal element.

#### 2.13.3.3.7 Oregon Department of Transportation (ODOT)

- Coordinates and disseminates information to law enforcement related to condition and status of major roadways and arterials.
- Works with law enforcement in prioritizing road repairs and openings.
- Provides for a clear dispatch and communication process between ODOT and law enforcement.

#### 2.13.3.3.8 Terrorism Information Threat Assessment Network (TITAN) Fusion Center

- Supports situational awareness and intelligence gathering functions if a criminal or terrorist incident is suspected.

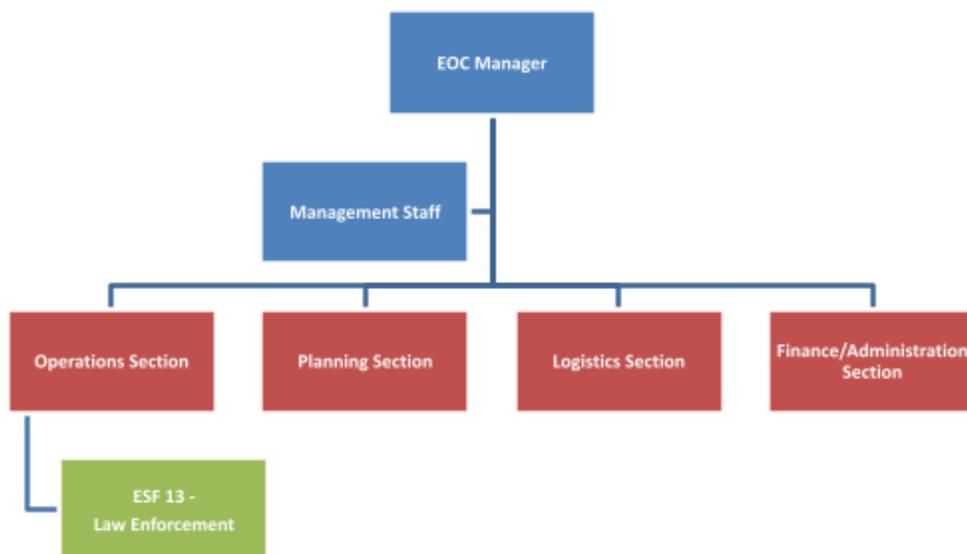
## 2.13.4 Concept of Operations

### 2.13.4.1 General

In accordance with the County EOP and this ESF Annex, the Sheriff's Office is the primary agency responsible for coordinating emergency law enforcement activities. Plans and Standard Operating Procedures developed by the primary, support, and cooperating agencies provide the framework for carrying out these activities.

- Requests for assistance with law enforcement resources will be forwarded to the County EOC or they will be issued in accordance with established mutual aid agreements.
- The County EOC Operations Section Chief, with input from identified primary, supporting and cooperating agencies, will provide guidance for the coordination of law enforcement resources.
- If the incident requires additional support for law enforcement operations, the Operations Section Chief may activate ESF 13.
- Law enforcement support requirements that cannot be met at the local level should be forwarded to the State for assistance. If needed, federal assistance may be requested by the Governor.

**Figure 2.13.1 - Multnomah County ESF 13 Organization**



## 2.13.4.2 Notification

- The MCEM Duty Officer will notify the Sheriff's Office of EOC activations and request that representatives report to the EOC to coordinate law enforcement activities and staff ESF 13, if activated.
- As additional EOC staffing needs become apparent, other support and partnering agency personnel may be asked to report to the EOC to assist with law enforcement activities.

## 2.13.4.3 Actions by Emergency Management Phase

### 2.13.4.3.1 Mitigation

- Participate in the hazard identification process, and identify and correct vulnerabilities in the law enforcement function.
- Develop public safety programs that include disaster situations and present them to the public.

### 2.13.4.3.2 Preparedness

- Develop and maintain plans, procedures and checklists to support emergency law enforcement operations.
- Ensure that emergency personnel call-up and resource lists are current and available to emergency management.
- Strive to ensure that all law enforcement personnel within the jurisdiction, including regulars and auxiliaries, are trained to the appropriate National Incident Management System (NIMS)/Incident Command System (ICS) level in traffic control and evacuation procedures, and in search and rescue operations.
- Coordinate and maintain liaison with supporting agencies and state and federal law enforcement agencies.
- Review plans and procedures, and ensure that all law enforcement personnel are informed of existing or revised procedures.
- Ensure that mutual aid agreements with surrounding jurisdictions are current.

- Develop and maintain mutual aid agreements with local private-sector resources that could be used to augment local law enforcement capabilities.
- Ensure the availability of necessary equipment to support law enforcement activities.
- Participate in emergency management training and exercises.

#### 2.13.4.3.3 Response

- Assist with the dissemination of warnings and notifications, as time and resources allow.
- Establish communication between the EOC and Incident Management Team to determine the resources needed to support incident response and operations.
- Respond as required on a priority basis.
- Secure adults in custody in County-owned correctional facilities during a disaster situation.
- Secure incident sites.
- Activate mutual aid agreements, if needed.
- Support damage assessment activities.
- Coordinate activities with other responding agencies.
- Coordinate law enforcement agencies responding from outside the jurisdiction.
- Alert or activate off-duty and auxiliary personnel as required by the emergency.
- Conduct other specific response actions as dictated by the situation.
- Document expenditures for disaster/emergency-related activities and report to the EOC.

#### 2.13.4.3.4 Recovery

- Continue to render support when and where required as long as emergency conditions exist.

- Demobilize resources.
- Return equipment and vehicles to response-ready condition.
- Document costs and provide copies to the EOC.
- Review plans and procedures with key personnel and make revisions and changes as needed.
- Participate in after-action briefings and develop after-action reports.

### **2.13.5 Annex Maintenance**

As primary agency, the Sheriff's Office will be responsible for coordinating regular review and maintenance of this ESF Annex in coordination with Multnomah County Emergency Management. The primary and supporting Departments and Offices will be responsible for developing any plans or procedures needed to fully address their assigned tasks.

## **2.13.6 Supporting Plans and Procedures**

The following plans and procedures are currently in place:

### **Multnomah County**

- MCSO Emergency Response Plan
- Law Enforcement Standard Operating Procedures

### **State of Oregon**

- State of Oregon Emergency Operations Plan
  - ESF 13 – Law Enforcement

### **Federal**

- National Response Framework
  - ESF 13 – Public Safety and Security

## **2.13.7 Appendices**

None at this time.

# ESF 14



## BUSINESS & INDUSTRY

ESF 14 Cooperating Agencies	
Primary Agency	<b>Multnomah County Department of County Management (DCM)</b>
Supporting Agencies	<ul style="list-style-type: none"><li>• Multnomah County Office of Emergency Management (MCEM)</li></ul>
Coordinating Partners	<ul style="list-style-type: none"><li>• Private Sector Partners</li></ul>

## **2.14.1 Introduction**

Emergency Support Function (ESF) 14 describes the policies, responsibilities and concept of operations for Multnomah County incident management activities involving coordination with the private sector during incidents requiring a coordinated response. This ESF Annex describes the activities necessary to ensure effective coordination and integration with private-sector entities, both for-profit and nonprofit. This includes the County's critical infrastructure, key resources, other business and industry components, and nonprofit organizations (including nongovernmental organizations (NGOs)), including those serving populations with access and functional needs.

### **2.14.1.1 Relationship to Other ESF Annexes**

ESF 14 often works closely with other County ESFs as a part of coordinated response and recovery activities. The following ESFs support public information activities:

- ESF 2 – Communications. Coordinates with private communications utilities and providers.
- ESF 8 – Health and Medical. Coordinates with private healthcare providers.
- ESF 10 – Hazardous Materials. Coordinates with private-sector partners that transport, handle, store or produce hazardous materials.
- ESF 11 – Agriculture, Animals and Natural Resources. Coordinates with agriculture industry partners.
- ESF 12 – Energy. Coordinates with private fuel and electric power utilities.

### **2.14.1.2 Policies and Agreements**

The following policies and agreements are currently in place to guide and support public information activities:

- None at this time.

## **2.14.2 Situation and Assumptions**

### **2.14.2.1 Situation**

The physical safety and economic security of the citizens, business and industry of the County are issues of common concern to the public and private sectors. There are actions these entities can take together to prepare for, respond to and quickly recover from an incident that impacts the County's business and industry. These actions will minimize business interruption and ensure the County's economic engine remains strong.

A significant portion of the County's economic and physical infrastructure is situated in and managed by the private sector. This segment of the economy must be represented during the County's disaster response to assist with risk communication, hazard/vulnerability assessments, loss prevention activities, lifeline protection, prioritization of lifeline and critical sector restoration, and business recovery.

It is also imperative that non-infrastructure-based business and industrial enterprises be represented as full partners, and respond to the natural and technological threats and impacts to their and the County's economic welfare. Such a well-rounded government/private-sector partnership helps to assure the survivability and continuity of a vibrant economy.

Potential business and industry partners include:

- Food processing, distribution and sale
- Electrical power generation and distribution
- Communications
- Banking
- Shared Government (State) Payment Portals
- Insurance
- Enterprise Resource Planning Systems (Payment Processing)
- Fuel
- Building trades
- Large building supply retailers

- Hospitality and related service businesses
- Light and heavy manufacturing and distribution.

### 2.14.2.2 Assumptions

- Private sector entities are responsible for the repair, restoration and security of their property, and first seek reimbursement for disaster losses from insurance or other sources.
- Federal disaster assistance may be available, primarily in the form of low-interest disaster loans from the U.S. Small Business Administration.
- Depending on the type and scope of the incident, federal resources and/or funds may be available for public and/or private (individual and businesses) assistance.

## 2.14.3 Roles and Responsibilities

The roles and responsibilities for each department in support of emergency services will vary depending on the type of resource, the length of the warning period and the duration of the incident.

### 2.14.3.1 Primary Agency - Department of County Management (DCM)

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 community partners to ensure a coordinated response. The primary agency for ESF 14 is the **Multnomah County Department of County Management**. The CFO and County Assessor will coordinate with the business community, including but not limited to identifying and coordinating with partners.

- Maintains liaison with business and industry partners.
- Maintains, preserves, and manages Multnomah County cash assets.
- Provides support for economic development activities following a disaster.
- Maintains business unit operational Continuity of Operations (COOP) Plans.
- Staffs the ESF 14 coordinator role in the County Emergency Operations Center (EOC), if activated.

### 2.14.3.2 Supporting Agencies

Supporting agencies for each ESF are those County entities that have substantial support roles during major incidents.

#### 2.14.3.2.1 Office of Emergency Management (MCEM)

- Maintains liaison with business and industry partners.
- Engages business and industry partners in planning, training and exercise activities.
- Maintains situational awareness of the status of key business and industry partners through the County EOC during an emergency.

### 2.14.3.3 Coordinating Partners

The County is supported by a variety of 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.

#### 2.14.3.3.1 Private Sector Partners

Private sector organizations support County emergency operations either through voluntary actions to help ensure business continuity or by complying with applicable laws and regulations.

To assist in response and recovery from an incident, private sector organizations take on the below internal preparedness objectives while in coordination with Multnomah County Emergency Management:

- Identify risks and perform vulnerability assessments.
- Develop contingency and response plans.
- Enhance overall readiness.
- Implement appropriate prevention and protection programs.
- Coordinate with suppliers and Critical Infrastructure and Key Resources (CIKR) customers to identify and manage potential cascading effects of incident-related disruption through contingency planning.

To support County response planning:

- Share information, as appropriate within the law, with ESF 14.
- Provide goods and services through contractual arrangements, government purchases or, where appropriate, mutual aid and assistance agreements with host communities.
- Act as corporate citizens to donate and facilitate donations of goods and services by others.
- Certain organizations are required to bear the cost of planning and response to incidents, regardless of cause. When requested by the County, these private-sector organizations are expected to mobilize and employ the resources necessary and available in accordance with their plans to address

the consequences of incidents at their own facilities or incidents for which they are otherwise responsible.

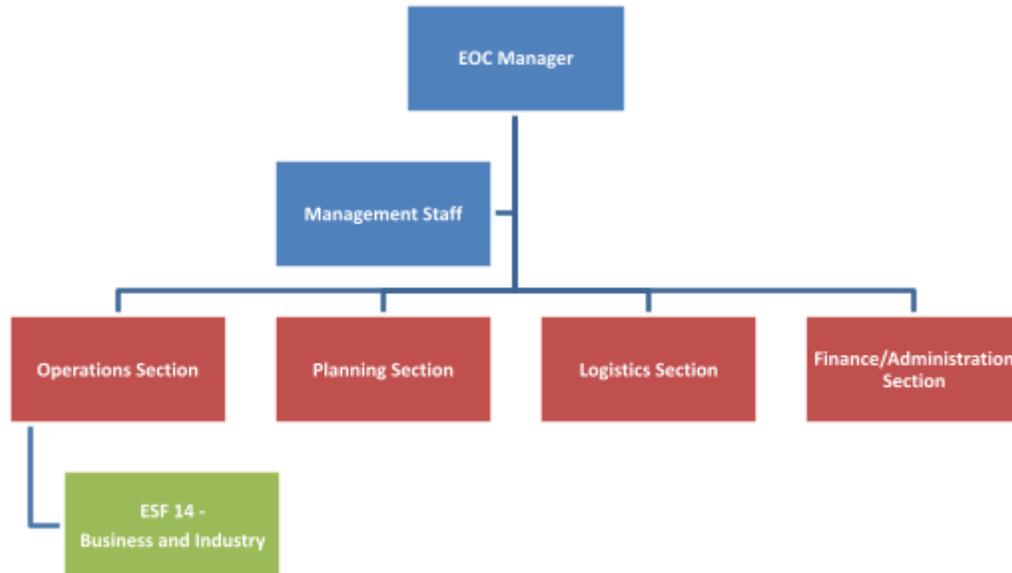
## **2.14.4 Concept of Operations**

### **2.14.4.1 General**

In accordance with the County EOP and this ESF Annex, the Department of County Management (DCM) is the primary agency responsible for coordinating emergency public information activities. Plans and Standard Operating Procedures developed by the primary, support, and coordinating agencies/partners provide the framework for carrying out these activities.

- Requests for assistance with private sector coordination will be forwarded to the County EOC or will be issued in accordance with established mutual aid agreements.
- The County EOC Operations Section Chief, with input from identified primary and supporting agencies, will provide guidance for the coordination of private-sector resources.
- If the incident requires additional support for private-sector coordination activities, the Operations Section Chief may activate ESF 14.
- Private sector coordination support requirements that cannot be met at the local level should be forwarded to the State for assistance. If needed, federal assistance may be requested by the Governor.

**Figure 2.14.1 - Multnomah County ESF 14 Organization**



#### 2.14.4.2 Notification

- The MCEM Duty Officer will notify key business and industry partners of EOC activations and request that representatives report to the EOC to coordinate private sector activities and staff ESF 14, if activated.
- As additional EOC staffing needs become apparent, other support and partnering agency personnel may be asked to report to the EOC to assist with private sector coordination activities.

#### 2.14.4.3 Actions by Emergency Management Phase

##### 2.14.4.3.1 Mitigation

- As requested, provide assistance and referrals to businesses interested in developing business loss or disaster mitigation plans.
- Investigate possible mitigation grant projects for reducing future disaster damage and losses to key private sector industries.
- Develop and enforce adequate building codes.

- Develop and enforce adequate land use regulations.
- Develop hazard analyses and risk assessments that include the private sector.
- Develop potential mitigation measures to address the hazards identified in the analyses.

#### 2.14.4.3.2 Preparedness

- Develop decision-making coordination between MCEM and DCM for facilitating educational programs by MCEM for the private sector. These programs should increase awareness and understanding of terroristic threats, promote prevention, mitigation, and resilience activities. Encourage the sharing of appropriate information with the DCM Director.
- Facilitate and encourage the organization of industry sectors to cooperate on information sharing and other prevention and mitigation activities.
- Maintain relationships with business and industry partners to identify requirements for capabilities and support.
- Develop and implement programs and capabilities that continuously improve the two-way exchange of information with the private sector.
- Encourage, facilitate and coordinate business and industry partners to develop and implement industry best practices for preparedness, perform sector-wide preparedness planning and implementation, plan coordination with regional and local government plans, and perform cross-sector integration of plans.
- Support sector-specific and cross-sector exercises and provide representation in exercises led by business and industry partners.

#### 2.14.4.3.3 Response

- Maintain situational and operational awareness of critical infrastructure and key resources through the EOC, working in conjunction with information-sharing mechanisms. Assess data received to identify anomalies in sector operations, working closely with CIKR owners and operators. After assessing information on incidents and threats, disseminate alerts, warnings and advisories for both government and private sector entities.

- Monitor the operational status of critical infrastructure and key resources, and facilitate coordination and sharing of situational awareness with and among business and industry partners as needed.
- Coordinate between owners and operators of critical infrastructure and key resources and other private assets and the appropriate County agencies, to ensure that all are informed regarding activities pertaining to their areas of responsibility.
- Maintain situational awareness of the local businesses' ability to continue to operate and meet the needs of the public.

#### 2.14.4.3.4 Recovery

- Assist and facilitate private sector relationships with the County as they implement recovery plans and return to normal operations.
- Maintain situational awareness through the recovery of critical infrastructure and key resources.
- Assist infrastructure owners and operators with or facilitate the restoration of facilities, working under existing authorities, in coordination with private sector organizations and consortia that are organized for these purposes.

#### 2.14.4.4 Access and Functional Needs Populations

- Coordination with business and industry partners during emergency operations in the County will take into account populations with access and functional needs.

### **2.14.5 Annex Maintenance**

As primary agency, the Department of County Management will be responsible for coordinating regular review and maintenance of this ESF Annex in coordination with Multnomah County Emergency Management. The primary and supporting Departments and Offices will be responsible for developing any plans or procedures needed to fully address their assigned tasks.

## **2.14.6 Supporting Plans and Procedures**

The following documents are currently in place:

### **Multnomah County**

- None at this time.

### **State of Oregon**

- State of Oregon Emergency Operations Plan
  - ESF 14 – Business and Industry
- State of Oregon Recovery Plan
  - State Recovery Function – Economic Recovery

### **Federal**

- National Disaster Recovery Framework
  - Recovery Support Function – Economic

## **2.14.7 Appendices**

None at this time.

# ESF 15

## PUBLIC INFORMATION

ESF 15 Cooperating Agencies	
Primary Agency	<b>Multnomah County Communications Office</b>
Supporting Agencies	<ul style="list-style-type: none"> <li>• Multnomah County Office of Emergency Management (MCEM)</li> <li>• Multnomah County Department of County Human Services (DCHS)</li> <li>• Multnomah County Health Department (MCHD)</li> <li>• Multnomah County Sheriff’s Office (MCSO)</li> <li>• Multnomah County Department of County Assets (DCA)</li> <li>• Multnomah County Department of Community Services (DCS)</li> <li>• Multnomah County Department of Community Justice (DCJ)</li> <li>• Multnomah County Library</li> <li>• Multnomah County Sheriff’s Office (MCSO)</li> <li>• All County Departments and Offices with Communications Staff</li> </ul>
Coordinating Partners	<ul style="list-style-type: none"> <li>• Joint Information System Partners (Neighboring Jurisdictions, Districts, and Agencies)</li> <li>• 211-Info</li> <li>• PDX 311</li> <li>• Local News Media</li> <li>• Local Public Information Officer (PIO) Workgroups, Associations, Community Organizations, Other Service Providers</li> </ul>

## **2.15.1 Introduction**

Emergency Support Function (ESF) 15 provides guidance and procedures for gathering, analyzing, verifying, and disseminating accessible emergency information to the public, media partners, community leaders, and other stakeholders. ESF 15 establishes policies for internal review and approval for release of public information, while defining clearance procedures within the incident command structure. This support function pertains to all response agencies and is applicable to all types of incidents.

### **2.15.1.1 Relationship to Other ESF Annexes**

ESF 15 often works closely with other County ESFs as a part of coordinated response and recovery activities. The following ESFs support public information activities:

- ESF 2 – Communications. Ensure operational and redundant communications systems to support incident messaging.
- ESF 5 – Information and Planning. Provides situation status information to inform development of incident messaging.
- ESF 6 – Mass Care. Provides information, such as shelter locations, mass care services provided, and resource needs.
- ESF 7 – Resource Support. Provides facilities and support for the Joint Information Center.
- ESF 16 – Volunteer and Donations. Coordinate public messaging for volunteer and donation management.

### **2.15.1.2 Policies and Agreements**

The following policies and agreements are currently in place to guide and support public information activities:

- Regional Joint Information System and Concept of Operations
- Virtual Operations Support Group (VOST)
- Multnomah County Accessible Communications DEI-2

## 2.15.2 Situation and Assumptions

### 2.15.2.1 Situation

- Multnomah County is vulnerable to a variety of natural and human-made hazards that can threaten public health and safety.
- During emergencies, the public needs accessible, timely, accurate information in accessible formats about the situation and appropriate instructions about protective actions to minimize injuries, loss of life, and property damage.
- Emergencies may develop slowly, allowing sufficient time to disseminate accessible information to the public. Or they may occur suddenly, hindering the county's ability to quickly inform the public.
- Media outlets exist that, if effectively employed, can be used to inform the public of the emergency and what protective actions to take. There is a single broadcast media market for the Portland Metropolitan Area.
- In addition, the county has the ability to communicate with the public through County websites, social media accounts, the Emergency Alert System (EAS), Public Alerts (PA) (sent by vendor Everbridge), Wireless Emergency Alerts (WEA), and Amber Alerts.
- Language, disability, cultural, and other factors affecting the ability of residents to receive and understand emergency messages. To address this, information should be provided in multiple formats and through a variety of means.

### 2.15.2.2 Assumptions

- Emergencies and disasters:
  - May occur without warning at any time of day or night and on weekends and holidays,
  - May cause mass casualties,
  - Can have a significant impact on the emotional well being of responders and the general public.
- The public will demand and expect information about: the hazard (location, duration, impacted area/people), resources (location of shelters,

reunification centers, community distribution sites, etc.), specifics regarding recommended protective actions.

- Normal means of communications in the affected areas may be either destroyed or largely incapacitated. Only limited and incomplete information may be available from the disaster area until communications are restored.
- Alternate means of disseminating accessible information may be required.
- In a large-scale emergency lasting an extended period, getting County staff resources may be difficult.
- Demands for information from media outside the jurisdiction will be significantly increased in a large disaster.
- In a disaster, the Oregon Office of Emergency Management (OEM) or the Federal Emergency Management Agency (FEMA) may assist in establishing, supporting, or managing a Joint Information Center (JIC) to coordinate federal, state, and local information.
- Initially, only rumors and unconfirmed information may be available. It may take hours or days before information can be verified. The lack of information or the presence of contradictory information may cause confusion. The public may accept rumors, hearsay, and inaccurate information as valid. This information may cause fear and confusion.
- Approval of public information before release should come from: the Incident Commander, EOC Manager, Lead PIO, or JIC Manager, depending on the importance of the information (in descending order from most to least critical).

## 2.15.3 Roles and Responsibilities

The roles and responsibilities for each department in support of emergency services will vary depending on the type of resource, the length of the warning period and the duration of the incident.

### 2.15.3.1 Primary Agency - Communications Office

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 community partners to ensure a coordinated response. The primary agency for ESF 15 is the **Multnomah County Communications Office**.

- Coordinates and integrates public information functions across jurisdictions, disciplines, and county departments.
- Collects, organizes/analyzes, verifies, and develops information messages regarding the incident, for both internal and external consumption.
- Coordinates the overall emergency public information efforts of the County.
- Serves as the official County representative in the JIC.
- Builds capacity for a multi-week incident to maintain JIC
- Identifies gaps in capacity to staff the JIC
- Coordinates with liaisons and community representatives and all call centers
- Maintains a PACE communication plan (Primary, Alternate, Contingency, Emergency) for critical staff
- Conducts or supports public education programs as an ongoing activity.
- Develops pre-scripted warning messages for known hazards.
- Develops methods for information dissemination to the public, including materials for non-English-speaking groups, if appropriate.
- In cooperation with the Multnomah County Office of Emergency Management, coordinates with broadcasters to develop procedures for local government to disseminate Wireless Emergency Alert and Emergency Alert

System warning messages and emergency information through the broadcast media.

- Anticipates and prepares to handle unscheduled inquiries from the media and the public.
- Authenticates sources of information, verifies them for accuracy, and obtains authorization before issuing news releases.
- Provides authorized news releases to the media and share with the public via county website and social media outlets.
- Monitors traditional and social media coverage of emergency operations for accuracy of reports and issue corrections where necessary.
- Takes action to control rumors.
- Coordinates with EOC staff (including Command, Planning/GIS, Operations), activated elements, department heads, and key staff regarding: basic public information needs, working with the media, and media access during emergency operations.
- Maintains a media briefing area.
- Maintains a media contact record that includes media type, reach, date, and description of content.
- Compiles written, video, and photographic documentation of the emergency
- Creates and maintains an incident chronology that will serve as the After Action incident summary.
- Develops ESF 15 job aids and checklists for known hazards.
- Trains other county employees to staff PIO positions at the Incident Command Post, the ECC, and in the JIC.

### 2.15.3.2 Supporting Agencies

Supporting agencies for each ESF are those County entities that have substantial support roles during major incidents. In addition to the following agencies, ESF 15 staff may be assigned from a wide variety of County departments and offices with public communications capacities.

#### 2.15.3.2.1 Office of Emergency Management (MCEM)

- Ensures that the County has implemented and institutionalized processes and procedures to coordinate and integrate accessible public warning and public information functions including the development of an accessible public education program for emergency situations.
- Communicates and coordinates with city emergency management agencies within Multnomah County, neighboring county emergency management agencies, and other governmental and non-governmental agencies as needed.
- Works with the Public Information Officer (PIO) to ensure that a Joint Information Center (JIC) or Joint Information System (JIS) is activated, when warranted by the incident, and leads the development of accessible public warning messages.
- Coordinates with the PIO in the development of accessible pre-scripted emergency alerts and messages.
- Works with the PIO to provide accessible public education activities relating to emergency management.
- Notifies the PIO regarding concerns raised by the public, rumors, and other issues involving community members so these issues may be addressed in public information activities.
- Coordinates dissemination of accessible incident response and recovery information with participating agencies and jurisdictions.
- Supports the emergency public information training needs of County PIO's.

#### 2.15.3.2.2 Department of County Human Services (DCHS)

- Provides call center support for public inquiries through the Aging Disability Resource Center (ADRC).
- Coordinates public information through 211.

#### 2.15.3.2.3 Health Department (MCHD)

- Provides behavioral and mental health support through the Crisis Line.
- Provides PIO or JIC liaison for incidents.

- Provides JIC staff for emergencies.
- Provides public health lens on communications and represents the Health Department in coordinated communications spaces (such as a JIC).
- Supports translation of population health related information, talking points, and messages.
- Develops culturally specific and equity-focused communications to supplement response.
- Coordinates with communities and liaisons to understand cultural nuance needed for effective messaging.
- Creates, supports, and advocates for communications that are trauma-informed, follows CERC principles, adheres to disability, literacy, and cultural best practices, and incorporates a population health approach.
- Supports social media dissemination and public alert notifications.
- Assists with graphic design, communication strategy, and creation of deliverables as needed.
- May serve as spokespeople on as-needed, as-appropriate basis.

#### 2.15.3.2.4 Homeless Services Department (HSD)

- Works with community providers to disseminate information to people who were homeless and living outside prior to the emergency and who may need specific outreach and information sharing.

#### 2.15.3.2.5 Sheriff's Office (MCSO)

- Provides PIO liaison to the EOC or JIC.
- Provides PIO staff for emergencies related to public safety or law enforcement.

#### 2.15.3.2.6 Department of County Assets (DCA)

- Provide facilities and IT/GIS support if a JIC is activated.

#### 2.15.3.2.7 Department of Community Services (DCS)

- Provide PIO or JIC liaison for incidents from Elections, Animal Services, or Transportation Divisions, depending on need and event type.

#### 2.15.3.2.8 Department of Community Justice (DCJ)

- Provide PIO or JIC liaison for incidents.

#### 2.15.3.2.9 County Library

- Provide PIO or JIC liaison for incidents.
- Provide call center support through the library call center.

### 2.15.3.3 Coordinating Partners

The County is supported by a variety of 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. Cooperating agencies that support ESF 15 include:

#### 2.15.3.3.1 Joint Information System (JIS) Partners

- Participates in the regional Joint Information System
- Staffs regional Joint Information Center
- Partners include (as needed, based on incident, not exhaustive):
  - Clackamas County
  - Clark County
  - Columbia County
  - Washington County
  - City of Portland
  - Metro
  - TriMet
  - 211info

- ODOT
- Port of Portland

#### 2.15.3.3.2 211-Info

- Provides social service and emergency information across the region.
- Provides call information service in up to ten languages, from 8am-6pm on weekdays (as of 2025), and with extended hours during declared emergencies.

#### 2.15.3.3.3 PDX 311

- Provides local government information, including emergency information across Multnomah County.
- Extends service hours as possible (not 24/7).

#### 2.15.3.3.4 Local News Media

- Disseminates warning messages and news advisories provided by the local government to the public as rapidly as possible.
- Participates in periodic tests of the EAS and other alert warning systems.
- Provides news coverage of emergency management and incident activities.
- Works with PIOs on public education programs relating to emergencies.
- Establishes and maintains contact with the JIC.
- Checks accuracy of information with the PIO or JIC.
- Assists with rumor control.

#### 2.15.3.3.5 Local Public Information Officer (PIO) Workgroups, Associations, Community Organizations, Other Service Providers

- Shares information with the public, including vulnerable populations and culturally-specific groups
- Some of these groups include:
  - Multnomah County PIO Group

- Regional PIO Working Group
- Regional Public Health Communicators Group
- Other Regional Preparedness Program partners
- Neighborhood associations
- Community and business associations
- Non-profits
- Multnomah County contracted health, homelessness and human service providers
- Other independent human service providers

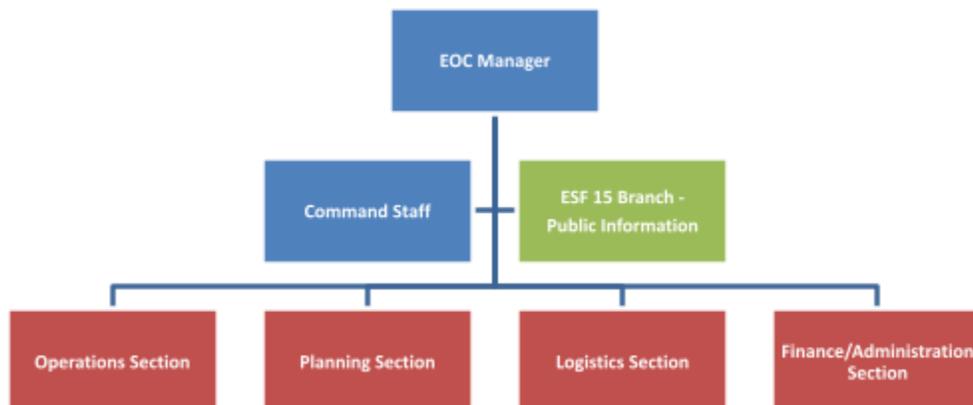
## 2.15.4 Concept of Operations

### 2.15.4.1 General

In accordance with the County EOP and this ESF Annex, the Communications Office is the primary agency responsible for coordinating emergency public information activities. Plans and Standard Operating Procedures developed by the primary, support, and cooperating agencies provide the framework for carrying out these activities.

- The County EOC Public Information Officer – with input from identified primary, support and cooperating agencies, and other agencies as applicable – will provide guidance for the coordination of public information resources.
- Emergency public information support requirements that cannot be met at the local level should be forwarded to the State for assistance. If needed, Federal assistance may be requested by the Governor.

**Figure 2.15.1 - Multnomah County ESF 15 Organization**



## 2.15.4.2 Notification

- The MCEM Duty Officer will notify the Communications Office Director or designee(s) and supporting agencies of EOC activations and request representatives report to the EOC to coordinate emergency public information activities and staff ESF 15.
- As additional EOC staffing needs become apparent, further support from Communications Office personnel and partnering agency personnel may be asked to report to the EOC to assist with emergency public information activities.

## 2.15.4.3 Actions by Emergency Management Phase

### 2.15.4.3.1 Mitigation

- Conduct inclusive and accessible hazard awareness programs.
- Conduct inclusive and accessible public information education programs.

### 2.15.4.3.2 Preparedness

- Develop plans, procedures, and policies for coordinating, managing, and disseminating accessible public information, alerts, and warning effectively under all hazards and conditions including situations when internet and other communications services are hampered or not available.
- Develop programs and systems to process the inflow of public-related information from all sources in a timely fashion.
- Develop plans, procedures, programs, and systems to rapidly control rumors by correcting misinformation.
- Develop community-based mechanisms to support the provision of prompt, accurate information to the public in the dominant languages of the community and in languages and formats appropriate for those with limited language competence, disabilities, access and functional needs, experiencing cultural or geographic isolation, vulnerabilities due to age, and other barriers to services.
- Develop emergency plans that are community-based and include outreach and education to the public -- through community leaders, faith-based

organizations, and other institutions -- to promote individual preparedness based on the risks in their communities.

- Establish PIO functions in a Disaster Resource Center when appropriate.
- Develop and implement public information, alert/warning, and notification training and exercise programs.
- Conduct planning with support agencies.
- Develop pre-scripted messages in multiple accessible formats.
- Identify list of facility characteristics needed for a JIC.
- Develop and continually update job aids for all positions in a JIC and include in the ESF 15 Standard Operating Procedures.
- Develop and maintain a list of equipment needed to activate the JIC.
- Ensure that County departments have trained staff to support the JIC.
- Ensure that all local media outlets are pre-identified and contacts established. Brief them regularly on emergency public information procedures.
- Ensure that emergency responders are familiar with public information procedures and know how and when to refer the media to the appropriate field or JIC personnel for information.
- Encourage media involvement in exercise design and planning.

#### 2.15.4.3.3 Response

- Activate emergency plans and mobilize emergency personnel.
- Conduct rapid assessments and contribute to the creation and support of incident objectives.
- Assist in the development of briefing and informational materials for County leaders, VIPs, Media, and specific intended audiences impacted by the incident.
- Assist in collecting, analyzing, verifying, and synthesizing information from the general public, including information pulled from social media.

- Coordinate with the EOC and primary, support, and cooperating agencies to develop a flow of information, including situation reports, health advisories, and other public information releases concerning response efforts.
- Follow research and best practices when informing the public of health and/or safety concerns and ways to reduce or eliminate risks.
  - Assure the information being disseminated is accessible to the community, i.e., American Sign Language, most prevalent languages other than English, graphics.
  - Identify organizations sending message(s).
  - Provide specific information regarding hazards.
  - Provide specific easy to understand protective action recommendations.
  - Keep messages concise, yet include all necessary information.
  - Include anticipated duration of event if known.
  - Provide information regarding the location and/or contact information for support services, including: shelters, disaster resource centers, reunification locations, animal services, and behavioral health support.
- Implement a proactive public information strategy to ensure that the media's needs are being met.
- Conduct media briefings on a regular basis.
- If the situation dictates, activate and staff the JIC.
- After approval from the EOC Manager, release information regarding the emergency or disaster to other County departments and agencies, the media, and the public.
- Resolve any conflicting information and dispel rumors.

#### 2.15.4.3.4 Recovery

- Support recovery organizations and efforts by providing public information throughout recovery efforts.

- Continue to utilize multiple means of communicating public information and education.
- Provide news releases with major emphasis on:
  - Types and locations of emergency assistance available, including: contacts, phone numbers, location (e.g., food and water points), information concerning disaster resources centers, and trash/debris disposal instructions.
  - Public health notices.
  - Restricted areas.
  - Movement or travel restrictions.
  - Contacts and phone numbers for missing persons information.
  - Contacts and phone numbers for local non-emergency assistance.
  - Public safety notices.
- Coordinate with the appropriate agencies to deactivate the JIC.
- Inform the public of any follow-up recovery programs that may be available.
- Return staff and equipment to regularly assigned locations. Provide critical payroll and other financial information for cost recovery through appropriate channels.
- Participate in the development of after-action critiques and reports.
- Update plans and procedures based on critiques and lessons learned during an actual event or exercise.
- Initiate financial reimbursement process for support services.

#### **2.15.4.4 Access and Functional Needs Populations**

Provision of emergency public information services in the County will take into account populations with disabilities, those with access and functional needs, and/or people who have experienced barriers to services. Extra efforts will be made to communicate with populations who may not access information through conventional means. Some of these actions are to:

- Pre-identify county staff and partners with language interpreting and translation skills.
- Capitalize on County staff and partners who have day-to-day contact with clients with access and functional needs or who have been traditionally underserved or under represented.
- Leverage County staff who have working knowledge of organizations within the county that provide assistance to at-risk groups and individuals.
- Collaborate with leaders of underrepresented or underserved ethnic, cultural, disability, and religious organizations.
- Engage media serving people who communicate through languages other than English.
- Utilize language banks, translation, and interpretation services to serve the dissemination needs of the whole community.

### **2.15.5 Annex Maintenance**

As primary agency, the Communications Office will be responsible for coordinating regular review and maintenance of this ESF Annex in coordination with Multnomah County Emergency Management. The primary and supporting Departments and Offices will be responsible for developing any plans or procedures needed to fully address their assigned tasks.

## **2.15.6 Supporting Plans and Procedures**

The following documents are currently in place:

### **Multnomah County**

- Multnomah County Emergency Operations Plan
  - ESF 2 – Communications
  - ESF 5 – Information and Planning
  - Support Annex (SA) 7 – EOC Manual

### **Region**

- Portland Metropolitan Region Emergency Public Information Concept of Operations Plan

### **State of Oregon**

- State of Oregon Emergency Operations Plan
  - ESF 2 - Communications
  - ESF 15 – Public Information

### **Federal**

- National Response Framework
  - ESF 2 – Communications
  - ESF 15 – External Affairs

## **2.15.7 Appendices**

### Portland Metropolitan Region Emergency Public Information Concept of Operations Plan

- Standard Operating Procedures:
  - JIC Roles and Responsibilities
  - PIO Incident Organizer
  - Collection of pre-scripted messages (TBD)
  - Quick reference kit for PIOs (TBD)

# ESF 16

# VOLUNTEERS & DONATIONS

ESF 16 Cooperating Agencies	
Primary Agency	<b>Multnomah County Office of Emergency Management (MCEM)</b>
Supporting Agencies	<ul style="list-style-type: none"> <li>• Multnomah County Department of County Management (DCM)</li> <li>• Multnomah County Office of Community Involvement (OCI)</li> <li>• Multnomah County Communications Office</li> <li>• Multnomah County Department of County Assets (DCA)</li> <li>• Multnomah County Library</li> <li>• Multnomah County Health Department (MCHD)</li> <li>• Multnomah County Department of Human Services (DCHS)</li> <li>• Multnomah County Department of Community Justice (DCJ)</li> <li>• Multnomah County Department of Community Services (DCS)</li> </ul>
Coordinating Partners	<ul style="list-style-type: none"> <li>• Community Emergency Response Teams (CERTs)</li> <li>• Community Organizations Active in Disaster (COADs)</li> <li>• Volunteers in Police Service (VIPS) and Citizen Patrol</li> <li>• Medical Reserve Corps (MRC)</li> </ul>

## **2.16.1 Introduction**

ESF 16 coordinates the efficient and effective use of unaffiliated volunteers and unsolicited donated goods to meet the needs of affected areas of Multnomah County following a disaster or other emergency.

ESF 16 does not address organized volunteer and donation resources that have been pre-vetted to support a specific function. Those resources will be addressed by the appropriate ESF. For example, coordination of Medical Reserve Corps volunteers will be the responsibility of ESF 8 – Health and Medical. Private sector business and industry support of response and recovery operations is addressed in ESF 14 – Business and Industry. Identification of unmet needs and bulk distribution of emergency supplies is addressed in ESF 6 – Mass Care. ESF 16 does not compete with already established voluntary organizations’ volunteer and donation structures.

ESF 16 can provide personnel and resources to support mitigation, preparation, response and recovery in support of emergency management goals and objectives. Responsibilities include management, coordination and prioritization of volunteer support, and distribution of resources to meet the needs of the affected population.

### **2.16.1.1 Relationship to Other ESF Annexes**

ESF 16 often works closely with other County ESFs as a part of coordinated response and recovery activities. The following ESFs support public information activities:

- ESF 6 – Mass Care. Coordinates volunteer activities at shelter operations.
- ESF 7 – Resource Support. Identifies needed goods and services and coordinates with ESF 16 to meet them.
- ESF 8 – Health and Medical. Coordinates the deployment of healthcare volunteers, e.g., Medical Reserve Corps.
- ESF 9 – Search and Rescue.
- ESF 11 – Agriculture, Animals, and Natural Resources. Coordinates Animal Services volunteers for pet-related response activities.
- ESF 13 – Law Enforcement. Volunteers in Police Service (VIPS) and Citizen Patrol may patrol mass shelters, food distribution sites or other areas, as determined appropriate by the Multnomah County Sheriff’s Office.
- ESF 14 – Business and Industry.
- ESF 15 – Public Information. Develops messaging and informs the public how to support response and recovery through volunteering or donations.

### 2.16.1.2 Policies and Agreements

The following policies and agreements are currently in place to guide and support volunteers and donation management activities during an emergency.

- Volunteers affiliated with recognized agencies and organizations, as well as donations requested as part of incident response and recovery, are governed by the plans, policies and procedures of the respective agencies and organizations.
- This ESF Annex does not supersede the plans, policies and procedures of voluntary organizations, nor does it affect donations or volunteer assistance offered directly to voluntary agency partners.
- All requests for goods or services that can be provided through volunteers or donations will be coordinated by ESF 16 within the County Emergency Operations Center (EOC).

## **2.16.2 Situation and Assumptions**

### **2.16.2.1 Situation**

- During emergencies, unsolicited goods and services may jam distribution channels, overwhelm government and volunteer agencies, and hamper operations.
- Offers of assistance from unaffiliated volunteers are often underutilized and may be problematic for established response agencies, despite the good intentions of citizens who emerge to help their neighbors.

### **2.16.2.2 Assumptions**

- Events that require regional, state, or mutual aid assistance may require ESF 16 implementation.
- ESF 16 staff will have limited or no advance knowledge of the arrival of donations and unaffiliated volunteers.
- The timely release of information to the public regarding needs and collection points is essential to the management of donated goods and services.
- An accurate inventory management system is essential to the effective and timely distribution of donated goods.
- Volunteer organizations such as the American Red Cross, Salvation Army, Adventist Community Services, and other locally established volunteer groups are the most appropriate organizations to support the management of volunteers and donations.
- Government and volunteer agencies have access to personnel who have received training through their organizations and can support response and recovery operations.
- Personnel from coordinating and cooperating agencies will be adequately trained and prepared to conduct operations.
- Public offers of assistance may be in the form of money, food, clothing, products, equipment, in-kind services or volunteer time. Monetary donations, staple goods and items specifically requested best serve the needs of victims.

## 2.16.3 Roles and Responsibilities

The roles and responsibilities for each department in support of emergency services will vary depending on the type of resource, the length of the warning period and the duration of the incident.

### 2.16.3.1 Primary Agency - Office of Emergency Management (MCEM)

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 community partners to ensure a coordinated response. The primary agency for ESF 16 is the **Multnomah County Office of Emergency Management**.

- Provides continual coverage of EOC staff roles to coordinate volunteer and partner agency activities, and assigns them to areas of need based upon priorities established by EOC leadership.
- Coordinates with other ESFs to determine requirements and informs them of available resources.
- Facilitates partnerships with community and faith-based partners.
- Determines locations of facilities needed to support ESF 16 activities and assigns a partner agency or County staff member as facility manager.
- Identifies and facilitates resolution of areas of responsibility for partner agencies involved in response and recovery.
- Coordinates donation management activities.

### 2.16.3.2 Supporting Agencies

Supporting agencies for each ESF are those County entities that have substantial support roles during major incidents. In addition to the following agencies, ESF 16 staff may be assigned from a wide variety of County departments and offices with volunteer or donation management expertise.

#### 2.16.3.2.1 Department of County Management (DCM)

- Coordinates temporary reassignment of County personnel to assist in emergency operations.
- Advises County officials on personnel policies and work rules relating to emergency work.

#### 2.16.3.2.2 Office of Community Involvement (OCI)

- Provides volunteer management expertise to meet EOC needs, when available.

#### 2.16.3.2.3 County Library

- Provides library volunteers who can opt in to serve in support of shelter operations, with appropriate provided just-in-time training.

#### 2.16.3.2.4 Health Department (MCHD)

- Coordinates with ESF 16 to integrate Medical Reserve Corps staff into response and recovery operations.

#### 2.16.3.2.5 Department of County Human Services (DCHS)

- Assists with coordination of information, referral and advocacy and collaborates with other human service programs for the delivery of food, shelter, fuel, clothing, transportation, financial assistance, victim registration and inquiry, and other essential services.
- Coordinates emergent volunteer registration and referral for shelter operations.

#### 2.16.3.2.6 Department of Community Services (DCS)

##### *Animal Services*

- Coordinates volunteer support for animal care and shelter operations.

#### 2.16.3.2.7 Homeless Services Department (HSD)

- Assist with the management of volunteer offers to support unhoused community needs from homeless services community providers and adjacent human services organizations.

### 2.16.3.3 Coordinating Partners

The County is supported by a variety of 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.

#### 2.16.3.3.1 Community Emergency Response Teams (CERTS) - (Including Portland Neighborhood Emergency Teams (NETs))

- Educate people about disaster preparedness for hazards that may impact their area and trains them in basic disaster response skills, such as fire safety, light search and rescue, team organization and disaster medical operations.
- Assist others in their neighborhood or workplace following an event when professional responders are not immediately available to help.
- Support emergency response agencies by taking a more active role in emergency preparedness projects in their community.

#### 2.16.3.3.2 Community Organizations Active in Disaster (COADs)

- COADs are community organizations that partner to meet the unmet needs of the community during a disaster. These organizations include the American Red Cross, Salvation Army, faith-based organizations, community-based organizations (CBOs), and nongovernmental organizations (NGOs).

#### 2.16.3.3.3 Volunteers in Police Service (VIPS) and Citizen Patrol

- Patrols area parking lots and trailheads in the Columbia River Gorge National Scenic Area to identify potential problems and deter crime. This area is visited by over one million tourists each year, with many of these tourists victims of car break-ins and theft.

#### 2.16.3.3.4 Medical Reserve Corps (MRC)

- Assists the Multnomah County Health Department in health and medical response during large-scale public health emergencies.

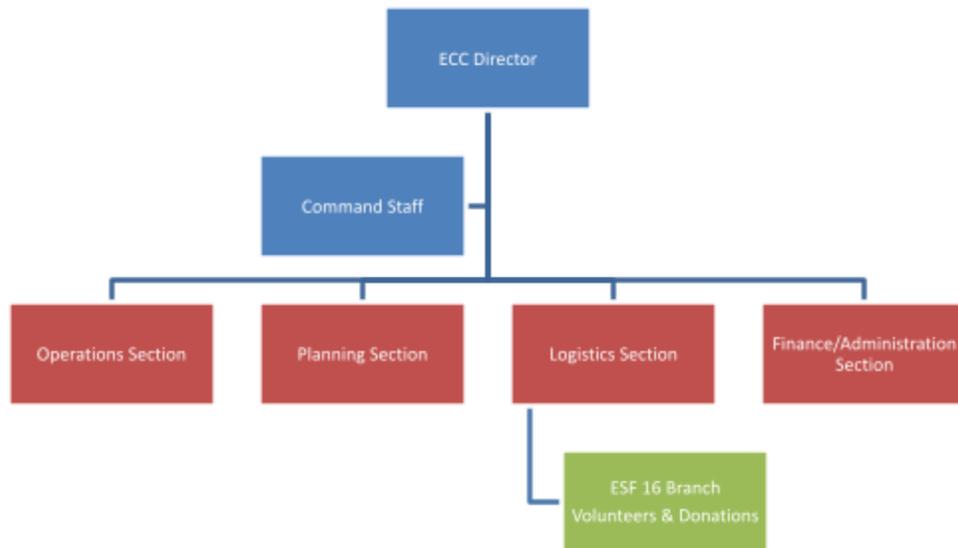
## **2.16.4 Concept of Operations**

### **2.16.4.1 General**

In accordance with the County EOP and this ESF Annex, the Office of Emergency Management is the primary agency responsible for coordinating volunteer and donation management activities. Plans and Standard Operating Procedures developed by the primary, supporting, and coordinating agencies provide the framework for carrying out these activities.

- ESF 16 will coordinate with support agency counterparts to locate, schedule, coordinate and direct the use of required volunteers or donations. When available, the Better Impact platform will be used as a virtual volunteer resource center.
- ESF 16 will coordinate messaging on volunteers and donations with the Public Information Officer to ensure accurate official information is available to the public in a timely manner.
- Throughout response and recovery operations, ESF 16 will evaluate and analyze information regarding the availability of volunteers and donated goods and services, develop and update assessments of requirements for volunteers and donated goods and services, and implement plans to meet anticipated requirements.
- Community partners will provide liaisons to the EOC either in person or remotely to help coordinate ESF 16 activities.
- ESF 16 will identify warehouse space, as needed, to receive, sort, inventory and redistribute donated goods to local agencies and disaster relief partners.
- Volunteer and donations management support requirements that cannot be met at the local level should be forwarded to the State for assistance. If needed, federal assistance may be requested by the Governor.

**Figure 2.16.1 - Multnomah County ESF 16 Organization**



#### 2.16.4.2 Notification

- The MCEM Duty Officer will notify supporting agencies of EOC activations and request that representatives report to the EOC to coordinate volunteer and donations management activities and staff ESF 16, if activated.
- As additional EOC staffing needs become apparent, further support from Communications Office personnel and partnering agency personnel may be asked to report to the EOC to assist with emergency public information activities.

#### 2.16.4.3 Actions by Emergency Management Phase

##### 2.16.4.3.1 Mitigation

- Identify agencies and resources that may support volunteer and donations management in the community.
- Promote the establishment and maintenance of Long-Term Recovery Committees.
- Promote Community Organizations Active in Disasters.

- Disseminate public service announcements regarding how to donate and/or volunteer appropriately during an incident.

#### 2.16.4.3.2 Preparedness

- Conduct planning with cooperating agencies and other ESF groups to refine volunteer and donations operations.
- Maintain and distribute, as necessary, a roster of agency contacts and support personnel.
- Conduct training and exercises for EOC and volunteer and donations response teams, including on the administration of Better Impact as the County's virtual volunteer resource center for emergency responses.
- Provide identification for volunteers assigned to the EOC and for field operations, as needed.
- Encourage individuals interested in volunteering to affiliate directly with a voluntary organization or agency of their choice.
- Prepare and maintain plans and procedures, resource inventories, personnel rosters and resource mobilization information necessary for implementation of the responsibilities of the lead agency.
- Ensure that key agency personnel are trained in their responsibilities and duties.
- Coordinate with the Public Information Officer (PIO) to brief the local media so they understand how the donations program will work. This will enable County spokespeople to advise the public of specific donation needs, discourage donations of unneeded items, disseminate information on the availability of donated goods, and provide information for potential volunteers.
- Coordinate with the PIO to brief citizen groups on how they can contribute to disaster relief with their donations and volunteer efforts.
- Establish mutual aid agreements and memoranda of understanding with local agencies and neighboring jurisdictions that can provide additional resources and assistance.

#### 2.16.4.3.3 Response

- Coordinate volunteer and donations activities at the EOC.
- Request partner agency representatives to report to the EOC, when required.
- Appoint members of the volunteer and donations management units to respective positions.
- Activate a donations hotline.
- Identify and prepare specific sites for donations management facilities, and begin assembling needed equipment and supplies.
- Identify and activate staff for donation management facilities.
- Inventory, update and maintain a database of donated goods and services.
- Coordinate donated resources into the affected areas from designated staging locations.
- Coordinate with support agencies to task and deploy volunteers.
- Coordinate with other ESFs on their needs and the availability of resources from volunteers and donated goods.
- Provide the media with information regarding donation needs and procedures, and recommended good practices, updating this information regularly.
- Continually assess donations management operations, and determine when the donations management facilities should close down or be consolidated, and when the donations management program can be terminated.
- Keep records of donations received and thank donors, where appropriate.

#### 2.16.4.3.4 Recovery

- Transition to demobilization based on indicators, including immediate needs being met and when donor fatigue becomes apparent.
- Release volunteers and staff no longer needed to support operations.
- Close facilities no longer needed to support operations.
- Properly distribute or dispose of surplus goods.

- Coordinate with the PIO to update the public on unmet needs.
- Ensure that public messages of thanks are published and broadcast to recognize the generosity of those donating goods and services during the incident.
- Coordinate with the appropriate agencies to deactivate the JIC.
- Inform the public of any follow-up recovery programs that may be available.
- Return staff and equipment to regularly assigned locations. Provide critical payroll and other financial information for cost recovery through appropriate channels.
- Participate in the development of after-action critiques and reports.
- Update plans and procedures based on critiques and lessons learned during an actual event or exercise.
- Initiate financial reimbursement process for support services.

#### **2.16.4.4 Volunteer Coordination**

Volunteer coordination matches volunteers with established voluntary organizations and implements procedures for effectively channeling offers of assistance from unaffiliated citizens to meet disaster-related needs. The County encourages individuals to affiliate with a local or other recognized organization to facilitate their involvement in relief activities. When implemented, this volunteer coordination system should be supplemental to, and not duplicative of, established volunteer coordination systems in local volunteer centers, Community Organizations Active in Disaster, Citizen Corps Councils, or other existing programs.

#### **2.16.4.5 Donations Management**

Donations management involves coordinating a system that receives and distributes unsolicited, undesignated goods, matching them with victims who demonstrate a need. The County looks principally to those private voluntary organizations with established donation systems already in place to receive and deliver appropriate donated goods to disaster victims. The County encourages the donation of cash to these organizations rather than clothing, food or other goods. Donations management activities include providing guidance to citizens, managing a telephone registration and database

system, establishing one or more collection facilities, creating a system to sort and distribute donated items, and storing donated resources until they are needed.

## **2.16.5 Annex Maintenance**

As primary agency, the Office of Emergency Management will be responsible for coordinating regular review and maintenance of this ESF Annex in coordination with key supporting agencies and community partners. The primary and supporting Departments and Offices will be responsible for developing any plans or procedures needed to fully address their assigned tasks.

## 2.16.6 Supporting Plans and Procedures

The following documents are currently in place:

### **Multnomah County**

- None at this time.

### **State of Oregon**

- State of Oregon Emergency Operations Plan
  - [ESF 16 – Volunteers and Donations \(job aid\)](#)

### **Federal**

- National Response Framework
  - [Volunteer and Donations Support Annex](#)

## **2.16.7 Appendices**

None at this time.