

City of Wilsonville
Clackamas and Washington County, Oregon
EMERGENCY OPERATIONS PLAN



January 2012

Prepared for:

City of Wilsonville
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Prepared by:



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Preface

This Emergency Operations Plan is an all-hazard plan that describes how the City of Wilsonville will organize and respond to emergencies and disasters in the community. It is based on, and is compatible with, Federal, State of Oregon, and other applicable laws, regulations, plans, and policies, including the National Response Framework, State of Oregon Emergency Management Plan and Clackamas County Emergency Operations Plan.

It is recognized that response to emergency or disaster conditions in order to maximize the safety of the public and to minimize property damage is a primary responsibility of government. It is the goal of the City of Wilsonville that responses to such conditions are conducted in the most organized, efficient, and effective manner possible. To aid in accomplishing this goal, the City of Wilsonville has formally adopted the principles of the National Incident Management System, including the Incident Command System, and the National Response Framework.

Consisting of a Basic Plan, Functional Annexes aligned with the Clackamas County Emergency Support Functions, and Incident Annexes, this Emergency Operations Plan provides a framework for coordinated response and recovery activities during a large-scale emergency. The plan describes how various agencies and organizations in the City of Wilsonville will coordinate resources and activities with other Federal, State, local, tribal, and private-sector partners.

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Letter of Promulgation

To all Recipients:

Promulgated herewith is the Emergency Operations Plan for the City of Wilsonville. This plan supersedes any previous plans. It provides a framework within which the City of Wilsonville can plan and perform its respective emergency functions during a disaster or national emergency.

This Emergency Operations Plan attempts to be all-inclusive in combining the four phases of Emergency Management, which are (1) mitigation: activities that eliminate or reduce the probability of disaster; (2) preparedness: activities that governments, organizations, and individuals develop to save lives and minimize damage; (3) response: activities that prevent loss of lives and property and provide emergency assistance; and (4) recovery: short- and long-term activities that return all systems to normal or improved standards.

This plan has been approved by the City Council. It will be revised and updated as required. All recipients are requested to advise the Emergency Management Coordinator of any changes that might result in its improvement or increase its usefulness. Plan changes will be transmitted to all addressees on the distribution list.

Tim Knapp, Mayor

Scott Starr, Councilor

Celia Núñez, Councilor

Steven Hurst, Councilor

Richard Goddard, Councilor

DATE

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Plan Distribution List

Copies of this plan will be provided to the following jurisdictions, agencies, and persons electronically, unless otherwise noted. Updates will be provided electronically, when available. Recipients will be responsible for updating their own copies when they receive changes. The City of Wilsonville Emergency Management Coordinator is ultimately responsible for dissemination of all plan updates.

| Date | Copies | Jurisdiction/Agency/Person |
|------|------------|--|
| | Hard | Assistant City Manager |
| | Electronic | City Attorney |
| | Electronic | City Building Official |
| | Electronic | City Chief of Police |
| | Electronic | City Communications Manager |
| | Hard | City Community Development Director |
| | Electronic | City Community Services Director |
| | Hard | City Emergency Management Coordinator |
| | Electronic | City Engineer |
| | Electronic | City Finance Director |
| | Electronic | City Human Resource Manager |
| | Electronic | City Library Director |
| | Hard | City Manager |
| | Electronic | City Planning Director |
| | Hard | City Public Works Director |
| | Electronic | Clackamas County Emergency Management |
| | Electronic | Oregon Emergency Management |
| | Electronic | SMART Transit Director |
| | Electronic | TVF&R Emergency Manager |
| | Electronic | TVF&R South Operating Office |
| | Electronic | Washington County Emergency Management |
| | Electronic | Wastewater Treatment Plant Manager |
| | Electronic | Willamette River Water Treatment Plant Manager |

Emergency Operations Plan Review Assignments

Unless otherwise stated, the following table identifies agencies responsible for regular review of specific plan sections and annexes to ensure accuracy. Changes will be forwarded to the Emergency Management Coordinator for revision and dissemination of the plan. This does not preclude other departments and agencies with a vital interest in the annex from providing input to the document; such input is, in fact, encouraged.

| Section/Annex | Responsible Party |
|--|---------------------------------------|
| Basic Plan | City Emergency Management Coordinator |
| Functional Annexes (FAs) | |
| FA 1 Emergency Services | City Police Chief |
| FA 2 Human Services | City Community Services Director |
| FA 3 Infrastructure Services | City Public Works Director |
| FA 4 Recovery Strategy | City Administration |
| Incident Annexes (IAs) | |
| IA 1 Earthquakes/Seismic Activity | City Public Works Director |
| IA 2 Severe Weather (including Landslides) | City Public Works Director |
| IA 3 Hazardous Materials (Accidental Release) | TVF&R Emergency Manager |
| IA 4 Flood (including Dam Failure) | City Public Works Director |
| IA 5 Major Fire | TVF&R Emergency Manager |
| IA 6 Transportation Accidents | City Police Chief |
| IA 7 Volcano/Volcanic Activity | City Public Works Director |
| IA 8 Terrorism | City Police Chief |

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- 3 FA 3 – Infrastructure Services
- 4 FA 4 – Recovery Strategy

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- 2 IA 2 – Severe Weather (including Landslides)
- 3 IA 3 – Hazardous Materials (Accidental Release)
- 4 IA 4 – Flood (including Dam Failure)
- 5 IA 5 – Major Fire
- 6 IA 6 – Transportation Accident
- 7 IA 7 – Volcano/Volcanic Activity
- 8 IA 8 – Terrorism

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Basic Plan

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Introduction

1.1 General

This Emergency Operations Plan (EOP) establishes guidance for the City of Wilsonville's (City's) actions during response to, and short-term recovery from, major emergencies or disasters. It promulgates a framework within which the City will combine technical capabilities and resources, plus the sense, judgment, and expertise of its emergency response personnel, department directors, and other decision makers. Specifically, this EOP describes the roles and responsibilities of the City departments and personnel before, during, and after an incident, and it establishes a strategy and operating guidelines that support implementation of the National Incident Management System (NIMS), including adherence to the concepts and principles of the Incident Command System (ICS).

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

1.2 Purpose and Scope

1.2.1 Purpose

The City EOP provides a framework for coordinated response and recovery activities during an emergency. This plan is primarily applicable to extraordinary situations and is not intended for use in response to typical, day-to-day, emergency situations. This EOP complements the Clackamas and Washington County (Counties) EOPs, the State of Oregon (State) Emergency Management Plan (EMP), and the National Response Framework (NRF). It also identifies critical tasks needed to support a wide range of response activities.

This plan is not intended for day-to-day emergency responses in the City, but rather expands on the day-to-day emergency management concepts. The efforts that would be required for normal functions will be redirected to disaster incident tasks. The incident management process is intended to create a unified incident command that provides input into the decision-making process but assigns actual decision making to an agreed-upon individual. Decisions will be delegated as far

1. Introduction

down the chain of command possible to allow personnel to exercise discretionary authority in problem solving.

1.2.2 Scope

The City EOP is intended to be invoked whenever the City must respond to an unforeseen incident or planned event, the size or complexity of which is beyond that normally handled by routine operations. Such occurrences may include natural or human-caused disasters and may impact the City itself, neighboring cities, unincorporated areas of the Counties, or a combination thereof.

Notwithstanding its reach, this plan is intended to guide only the City's emergency operations, complementing and supporting implementation of the emergency response plans of the various local governments, special districts, and other public- and private-sector entities within and around the City but not supplanting or taking precedence over them.

The primary users of this plan are department heads and their senior staff members, emergency management staff, leaders of local volunteer organizations that support emergency operations, and others who may participate in emergency response efforts. The general public is also welcome to review non-sensitive parts of this plan to better understand the processes by which the City manages the wide range of risks to which it is subject.

1.3 Plan Activation

Once promulgated by the City of Wilsonville, the EOP is in effect and may be implemented in whole or in part to respond to:

- Incidents in or affecting the City.
- Health emergencies.
- Life-safety issues City-wide.

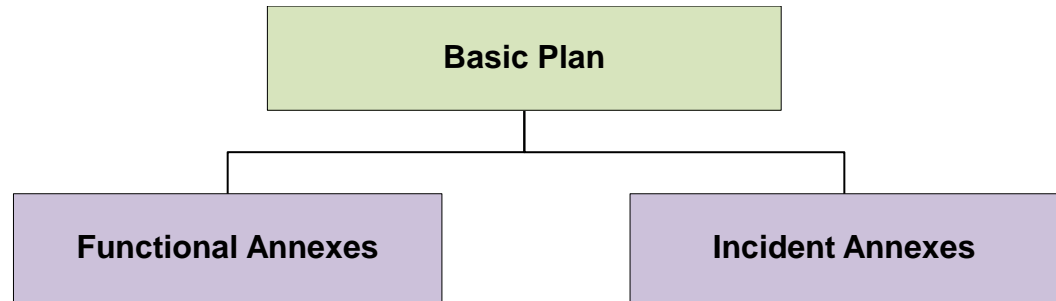
An Emergency Declaration is not required in order to implement the EOP or activate the EOC. The Emergency Management Coordinator may implement the EOP as deemed appropriate for the situation or at the request of an Incident Commander (IC).

1.4 Plan Organization

The City EOP is composed of three main elements:

- Basic Plan (with appendices).
- Functional Annexes (FAs).
- Incident Annexes (IAs).

Figure 1-1 City of Wilsonville Emergency Operations Plan Organization



1.4.1 Basic Plan

The purpose of the Basic Plan is to:

- Provide a description of the legal authorities upon which the City has structured its emergency management organization, including the emergency declaration process, activation of mutual aid agreements, and request for resources and emergency spending powers.
- Describe the context under which the City will respond to an incident, including a community profile and discussion of hazards and threats facing the community.
- Assign and describe roles and responsibilities for the City's employees tasked with emergency preparedness and response functions.
- Describe a concept of operations for the City that provides a framework upon which the City will conduct its emergency operations and coordinate with other agencies and jurisdictions.
- Describe the City's emergency response structure, including activation and operation of the City Emergency Operations Center (EOC) and implementation of ICS.
- Discuss the City's protocols for maintaining and reviewing this EOP, including training, exercises, and public education components.

1.4.2 Functional Annexes

The Basic Plan is supplemented by FAs and IAs. The FAs focus on critical tasks, capabilities, and resources provided by emergency response agencies for the City throughout all phases of an emergency. In the event of an incident for which the City's capabilities and/or resources are limited or exhausted, each annex clearly defines escalation pathways and resource request procedures for seeking additional support from County agencies. For the purposes of this EOP, information regarding common management functions performed by the City and supporting agencies and organizations are streamlined into four FAs:

1. Introduction

- FA 1 – Emergency Services.
- FA 2 – Human Services.
- FA 3 – Infrastructure Services.
- FA 4 – Recovery Strategy.

The fourth functional annex, Recovery Strategy, identifies the City’s roles and responsibilities for ensuring the short-term protection of the community’s life, health, and safety and for supporting response missions such as fire suppression. Additionally, it helps to guide the community’s long-term efforts to regain normal functions, such as commerce and employment, public transportation, and the use of structures such as buildings, bridges, and roadways.

Tables 1-1 through 1-4 show the relationship between the City’s FAs and the Emergency Support Functions (ESFs) in County, State, and Federal plans, as defined by the NRF. City emergency personnel should be familiar with each County’s EOP and ESF structure and understand how the City’s response would coordinate with each County during an emergency event.

| Table 1-1 City Functional Annex 1 – Emergency Services | |
|---|---|
| Clackamas County ESFs | City Function |
| ESF 2 – Communications | Emergency Communications Systems Alert and Warning |
| ESF 4 – Firefighting | Fire Services |
| ESF 5 – Emergency Management | Emergency Management (EOC Operations) |
| ESF 7 – Logistics Management and Resource Support | Resource Management |
| ESF 8 – Public Health and Medical Services | Emergency Medical Services |
| ESF 9 – Search and Rescue | Search and Rescue |
| ESF 10 – Oil and Hazardous Materials | Hazardous Materials Response |
| ESF 13 – Public Safety and Security | Law Enforcement |
| ESF 15 – External Affairs | Emergency Public Information |
| NOTE: Additional functions included in the Emergency Services Annex may include: <ul style="list-style-type: none"> ■ Evacuation and Population Protection | |

1. Introduction

| Table 1-2 City Functional Annex 2 – Human Services | |
|---|--|
| Clackamas County ESFs | City Function |
| ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services | Mass Care Emergency Assistance Housing Human Services |
| ESF 8 – Public Health and Medical Services | Public Health Environmental Health |
| ESF 11 – Agriculture and Natural Resources | Animals in Disaster |
| NOTE: Additional functions included in the Human Services Annex may include: <ul style="list-style-type: none"> ▪ Volunteer and Donations Management ▪ Worker Health and Safety | |

| Table 1-3 City Functional Annex 3 – Infrastructure Services | |
|---|---------------------------------------|
| Clackamas County ESFs | City Function |
| ESF 1 – Transportation | Transportation |
| ESF 3 – Public Works and Engineering | Infrastructure Repair and Restoration |
| ESF 12 – Energy | Energy and Utilities |
| NOTE: Additional functions included in the Infrastructure Services Annex may include: <ul style="list-style-type: none"> ▪ Debris Management | |

| Table 1-4 City Functional Annex 4 – Recovery Strategy | |
|--|---|
| Clackamas County ESFs | City Function |
| ESF 14 – Long-Term Community Recovery | Damage Assessment Public Assistance Individual Assistance |

1.4.3 Coordination with County Emergency Support Functions

During a major emergency or disaster affecting Clackamas or Washington County or a portion thereof, City departments and special districts may be asked to support the larger response. Requests for such assistance are made by County Emergency Management. Table 1-5 outlines the ESFs each agency/organization may be requested to support.

If the County EOP is implemented during an incident or Countywide emergency declaration, the City will adopt command and control structures and procedures representative of the County’s response operations in accordance with the requirements of NIMS and ICS, as necessary.

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| Table 1-5 City Coordination with Clackamas County ESFs | | | | | | | | | | | | | | | |
|---|--------------------|--------------------|----------------------------------|------------------|--------------------------|--|---|--|-----------------------|----------------------------------|--|-------------|---------------------------------|-----------------------------------|-----------------------|
| | 1 – Transportation | 2 – Communications | 3 – Public Works and Engineering | 4 – Firefighting | 5 – Emergency Management | 6 – Mass Care, Emergency Assistance, Housing, and Human Services | 7 – Logistics Management and Resource Support | 8 – Public Health and Medical Services | 9 – Search and Rescue | 10 – Oil and Hazardous Materials | 11 – Agriculture and Natural Resources | 12 – Energy | 13 – Public Safety and Security | 14 – Long-Term Community Recovery | 15 – External Affairs |
| Key: P – Primary S – Support | | | | | | | | | | | | | | | |
| City of Wilsonville | | | | | | | | | | | | | | | |
| Administration | | | | | S | S | S | S | | | S | | | P | P |
| Community Services Department | | | | | S | S | S | | | | | | | S | S |
| Community Development | | | S | | S | | S | | | | | | | S | S |
| Finance Department | | | | | S | | P | | | | | | | S | |
| Human Resources Department | | | | | S | | S | | | | | | | S | |
| Police Department | | P | | | S | | S | | P | S | | | P | S | S |
| Public Works Department | P | S | P | S | S | | S | | | S | | P | S | S | S |
| Clackamas County | | | | | | | | | | | | | | | |
| Clackamas County Communications (PSAP) | | S | | | | | | | | | | | | | |
| Sheriff’s Office | | S | | | S | | S | | S | S | | | S | S | S |
| Public Works Department | P | S | S | | S | | S | | | S | | P | S | S | S |
| Health, Housing and Human Services | | | | | | S | S | P | | | | | | | |
| Emergency Management | | | | | S | S | S | | | | P | | | S | |
| Washington County | | | | | | | | | | | | | | | |
| Washington County Consolidated Communications Agency (PSAP) | | S | | | | | | | | | | | | | |
| Local Special Districts | | | | | | | | | | | | | | | |
| Wilsonville School District | S | | | | | S | | S | | | | | | | |
| Tualatin Valley Fire and Rescue | | S | | P | S | | S | S | S | S | | | | S | S |
| SMART Transit | S | | S | | | | S | | | | | | | | |

1. Introduction

| Table 1-5 City Coordination with Clackamas County ESFs | | | | | | | | | | | | | | | |
|---|---|--------------------|----------------------------------|------------------|--------------------------|--|---|--|-----------------------|----------------------------------|--|-------------|---------------------------------|-----------------------------------|-----------------------|
| Key: P – Primary S – Support | 1 – Transportation | 2 – Communications | 3 – Public Works and Engineering | 4 – Firefighting | 5 – Emergency Management | 6 – Mass Care, Emergency Assistance, Housing, and Human Services | 7 – Logistics Management and Resource Support | 8 – Public Health and Medical Services | 9 – Search and Rescue | 10 – Oil and Hazardous Materials | 11 – Agriculture and Natural Resources | 12 – Energy | 13 – Public Safety and Security | 14 – Long-Term Community Recovery | 15 – External Affairs |
| | Private/Non-Profit Organizations | | | | | | | | | | | | | | |
| Local Hospitals | | | | | | S | | S | | | | | | | |
| Ambulance Services (AMR [Clackamas County] and Metro West [Washington County]) | S | | | | | | | P | | | | | | | |
| American Red Cross | | | | | | S | S | | | | | | | | |
| NW Natural Gas | | | | | | | | | | | | S | | | |
| AmeriGas (propane) | | | | | | | | | | | | S | | | |
| Portland General Electric | | | | | | | | | | | | S | | | |
| Cable/Internet/Phone companies (CenturyTel, Frontier Communications, Comcast and Qwest) | | S | | | | | | | | | | | | | |
| Garbage/Recycling Companies (Allied Waste Service of Wilsonville and Metro) | | | S | | | | | | | | | | | | |

1.4.4 Incident Annexes

Additionally, IAs are included with the Basic Plan to provide tactical information and critical tasks unique to specific natural and human-caused/technological hazards that could pose a threat to the City. Incident types are based on the hazards identified in the most recent Hazard Identification and Vulnerability Assessment conducted for Clackamas County.

- IA 1 – Earthquakes/Seismic Activity
- IA 2 – Severe Weather (including Landslides)
- IA 3 – Hazardous Materials (Accidental Release)

1. Introduction

- IA 4 – Flood (including Dam Failure)
- IA 5 – Major Fire
- IA 6 – Transportation Accidents
- IA 7 – Volcano/Volcanic Activity
- IA 8 – Terrorism

Note: Resource shortages and civil disobedience are considered secondary risks during any emergency situation.

If the Clackamas County EOP is implemented during an incident or Countywide emergency declaration, the City will adopt command and control structures and procedures representative of the County's response operations in accordance with the requirements of NIMS and ICS.

1.5 Relationship to Other Plans

1.5.1 Federal Plans

1.5.1.1 National Incident Management System

Homeland Security Presidential Directive 5 directed the Secretary of Homeland Security to develop, submit for review by the Homeland Security Council, and administer a National Incident Management System. NIMS, including ICS, enhances the management of emergency incidents by establishing a single comprehensive system and coordinated command structure to help facilitate a more efficient response among departments and agencies at all levels of government and, if necessary, spanning jurisdictions.

1.5.1.2 National Response Framework

The NRF is a guide to how the State and Federal government should conduct all-hazards response. It is built upon scalable, flexible, adaptable coordination structure to align key roles and responsibilities across the country. It describes specific authorities and best practices for managing incidents that range from the serious, but purely local, to large-scale terrorist attacks or catastrophic natural disasters.

The NRF organizes the types of response assistance a state is most likely to need into 15 ESFs. Each ESF has a primary agency assigned for maintaining and coordinating response activities.

1.5.2 State Plans

1.5.2.1 State of Oregon Emergency Management Plan

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

The Oregon EMP consists of three volumes:

- *Volume I: Preparedness and Mitigation* consists of plans and guidance necessary for State preparation to resist a disaster's effects. Sections include disaster hazard assessment, the Emergency Management Training and Exercise Program, and plans to mitigate (or lessen) a disaster's physical effects on citizens, the environment, and property.
- *Volume II: Emergency Operations Plan* broadly describes how the State uses organization to respond to emergencies and disasters. It delineates the emergency management organization; contains FAs that describe the management of functional areas common to most major emergencies or disasters, such as communications, public information, and others; and contains hazard-specific annexes.
- *Volume III: Relief and Recovery* provides State guidance, processes, and rules for assisting Oregonians with recovery from a disaster's effects. It includes procedures for use by government, business, and citizens.

The Oregon EMP (or specific elements of the plan) may be activated and implemented in various situations. The following criteria would result in activation of the EMP, including the EOP:

- The Oregon Emergency Response System (OERS) receives an alert from an official warning point or agency, indicating an impending or probable incident or emergency.
- The Governor issues a "State of Emergency."
- A statewide disaster is imminent or occurring.
- Terrorist activities or weapons of mass destruction incidents are occurring or imminent.

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- An alert, site emergency, or general emergency is declared at the Washington Hanford Nuclear Reservation in Washington State or at the research reactors at Oregon State University or Reed College.
- A localized emergency escalates, adversely affecting a larger area or jurisdiction and exceeding local response capabilities.
- A geographically limited disaster requires closely coordinated response by more than one State agency.
- An affected city or county fails to act.

1.5.3 County and City Plans

1.5.3.1 County Emergency Operations Plans

Both Clackamas County and Washington County's EOPs are all-hazard plans describing how the County will organize and respond to events that occur in individual cities, across the Counties, and in the surrounding region. The plans describe how various agencies and organizations in the Counties will coordinate resources and activities with other Federal, State, local, tribal, and private-sector partners. Use of NIMS/ICS is a key element in the overall County response structure and operations.

The County EOP Basic Plan describes roles, responsibilities, and concepts of operations, command, and control, while clearly defining escalation pathways and legal authorities involved with critical decision making and resource allocation by local and County governments. Clackamas County's 15 ESF annexes supplement the information in its Basic Plan and are consistent with the support functions identified in State and Federal plans. Washington County utilizes 21 FAs to supplement the information in its Basic Plan. Each ESF and FA serves as an operational-level mechanism for identifying primary and support entities to maintain the capabilities for providing resources and services most likely needed throughout all phases of an emergency. In addition, each County EOP contains IAs that provide tactical information and critical tasks unique to specific natural and human-caused/technological hazards that could pose a threat to the County.

If capabilities or resources prove limited or unavailable to the City during an emergency or disaster, escalation pathways and resource request procedures for seeking additional resources through County, State, or Federal agencies are clearly defined in each of the County annexes.

1.5.3.2 Continuity of Operations and Continuity of Government Plans

The City has formalized a Continuity of Operations (COOP) plan. This plan may be used in conjunction with the EOP during various emergency situations. COOP and Continuity of Government (COG) plans detail the processes for accomplishing administrative and operational functions during emergencies that

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may disrupt normal business activities. Parts of these plans identify essential functions of local government, private sector businesses, and community services and delineate procedures to support their continuation. COOP/COG plan elements may include, but are not limited to:

- Identification and prioritization of essential functions.
- Establishment of orders of succession for key positions.
- Establishment of delegations of authority for making policy determination and other decisions.
- Identification of alternate facilities, alternate uses for existing facilities, and, as appropriate, virtual office options, including telework.
- Development of interoperable communications systems.
- Protection of vital records needed to support essential functions.
- Management of human capital.
- Development of a Test, Training, and Exercise Program for continuity situations.
- Devolution of Control planning.
- Reconstitution and resumption of normal operations.

1.5.3.3 Natural Hazards Mitigation Plan

A Natural Hazards Mitigation Plan (NHMP) was adopted by the City on February 17, 2010. The NHMP was developed as an addendum to the Clackamas County NHMP in an effort to increase the community's resilience to natural hazards. The addendum focuses on the natural hazards that could affect the City, including floods, landslides, wildfires, severe storms, earthquakes, and volcanoes.

See Chapter 2 and the NHMP for a more hazard analysis details.

1.5.3.4 TriMet Emergency Plan

The Tri-County Metropolitan Transportation District of Oregon (TriMet) adopted a Passenger Train Emergency Preparedness Plan on May 1, 2008, which applies to the Westside Express Service currently serving the City.

1.6 Authorities

1.6.1 Legal Authorities

In the context of this EOP, a disaster or major emergency is characterized as an incident requiring the coordinated response of all government levels to save the

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lives and protect the property of a large portion of the population. This plan is issued in accordance with, and under the provisions of, ORS Chapter 401, which establishes the authority for the highest elected official of the City Council to declare a state of emergency.

The City conducts all emergency management functions in a manner consistent with NIMS. As approved by the City Manager, the Public Works Department has been identified as the lead agency in the Emergency Management Organization (EMO). The Public Works Director, given the collateral title of Emergency Management Coordinator, has the authority and responsibility for the organization, administration, and operations of the EMO.

Table 1-6 sets forth the Federal, State, and local legal authorities upon which the organizational and operational concepts of this EOP are based.

| Table 1-6 Legal Authorities | |
|------------------------------------|---|
| Federal | |
| – | <u>Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended.</u> |
| – | <u>National Incident Management System (NIMS)</u> |
| – | <u>National Response Framework (NRF)</u> |
| – | <u>Homeland Security Presidential Directive 5: Management of Domestic Incidents</u> |
| – | <u>Homeland Security Presidential Directive 8: National Preparedness</u> |
| – | <u>Executive Order 13347, July 2004, Individuals with Disabilities in Emergency Preparedness</u> |
| – | <u>Pet Evacuation and Transportation Standards Act of 2006, Public Law 109-308, 2006</u> |
| State of Oregon | |
| – | <u>ORS 401. Emergency Management and Services</u> |
| – | <u>ORS 402. Emergency Mutual Assistance Agreements</u> |
| – | <u>ORS 403. 9-1-1 Emergency Communications System; 2-1-1 Communications System; Public Safety Communications System</u> |
| – | <u>ORS 404. Search and Rescue</u> |
| – | <u>ORS 431. State and Local Administration and Enforcement of Health Laws</u> |
| – | <u>ORS 433. Disease and Condition Control; Mass Gatherings; Indoor Air</u> |
| – | <u>ORS 476. State Fire Marshal; Protection From Fire Generally</u> |
| – | <u>ORS 477. Fire Protection of Forests and Vegetation</u> |
| – | <u>State of Oregon Emergency Operations Plan</u> |
| Clackamas County | |
| – | Clackamas County Code Section 6.03 |
| – | Clackamas County Resolution 2005-26, February 2005 |
| – | Clackamas County Board Order #2008-154, September 2008 |

| Table 1-6 Legal Authorities |
|---|
| Washington County |
| <ul style="list-style-type: none"> – Washington County Ordinance 235, Ordinance Providing Procedures for Declaration of Emergency – Washington County Code, Chapter 8.36 – Washington County Resolution and Order 84-219 Emergency Management Functions – Washington County Resolution and Order 95-56 Emergency Management Functions – Washington County Resolution and Order 05-150 Adopting NIMS – Office of Consolidated Emergency Management Intergovernmental Agreement |
| City of Wilsonville |
| <ul style="list-style-type: none"> – Adoption of Emergency Management Plan; Resolution No. 1961 – Adoption of NIMS and ICS; Resolution No. 1960 – Declaration of State of Emergency; Resolution No. 1959 |

1.6.2 Mutual Aid and Intergovernmental Agreements

State law (ORS 401.480 and 401.490) authorizes local governments to enter into Cooperative Assistance Agreements with public and private agencies in accordance with their needs (e.g., the Omnibus Mutual Aid Agreement). Personnel, supplies, and services may be used by a requesting agency if the granting agency cooperates and extends such services. However, without a mutual aid pact, both parties must be aware that State statutes do not provide umbrella protection except in the case of fire suppression pursuant to ORS 476 (the Oregon State Emergency Conflagration Act).

See individual FAs for existing agreements.

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

1.7 Emergency Powers

1.7.1 City of Wilsonville Disaster Declaration Process

Under emergency conditions, it may be necessary to depart from standard practices when securing needed resources, conducting response activities, maintaining civil authority, and minimizing injury to persons, property, and environment. Resolution No. 1959, State of Emergency, identifies the procedures and authorities associated with the declaration of an emergency.

It is the responsibility of the City Council to determine and declare whether a state of emergency exists. If circumstances make it impractical for the City Council to take timely action, the Mayor may declare a state of emergency. If the Mayor is unavailable for any reason, then the authority to declare an emergency shall pass

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to the Council President; if the Council President is unavailable for any reason, then such authority passes to the City Manager (or person duly designated as the Acting City Manager). If the City Manager is unavailable then authority passes to, in order: Assistant City Manager; Community Development Director; Emergency Management Coordinator; Building Official; City Engineer; and such other Manager in the City who by time and existent circumstances is the only person available or is designated at such time by the other available city managers. Ratification by the City Council shall be obtained at the first available opportunity to confirm or amend the provisions of a declared state of emergency.

An emergency declaration shall state in writing:

- The nature of the emergency.
- The geographic boundaries of the area which is subject to emergency controls.
- Any special regulations or emergency powers imposed as a result of the declared emergency.

A declaration of emergency shall be terminated by the City Council when emergency conditions cease to exist.

Whenever an emergency is declared, the City may implement the following measures as reasonably required to protect public health, safety and welfare.

- Redirect funds for emergency use.
- Suspend standard procurement procedures (Note: price gouging is prohibited. No person or business may sell or attempt to sell any goods or services for a price in excess of the “normal market price,” which shall mean that person’s or business’s average of the regular price of the goods or services for the 30 days preceding the state of emergency.)
- Implement mutual aid agreements.
- Turn off water, gas, or electricity.
- Restrict, regulate, or prohibit vehicular or pedestrian traffic.
- Enter or pass through private property for the purpose of responding to the emergency and/or assessing damage.
- Evacuate persons from designated emergency areas.
- Establish a curfew during specified hours in specific locations.

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- Prohibit or limit the number of persons who may gather or congregate upon any public street, public place, or outdoor place within designated emergency areas.
- Prohibit possession of weapons or explosives of any kind on public streets, public places, or any outdoor place.
- Prohibit or restrict the sale of gasoline or other flammable liquids.
- Curtail or suspend commercial activity.
- Prohibit the sale of alcoholic beverages.
- Order such other measures as are found to be necessary for the protection of life, property, infrastructure, the environment, or for recovery from the emergency.

1.7.2 Clackamas County Declaration Process

Clackamas County Code 6.03 restricts the Board of Commissioners (BCC) authority to declare an emergency for the unincorporated areas of the County unless one or more cities have asked to be included in the declaration. County and city officials must coordinate emergency declarations closely when incidents cross city/county boundaries to ensure inclusion for anticipated needs.

The Clackamas County BCC may declare an emergency when:

- It is beneficial to centralize control of county assets under the Chair; authorizing implementation of extraordinary emergency protective measures.
- Providing specific legal protection for actions initiated under emergency conditions.
- Setting the stage for requesting state and/or federal assistance to augment local resources and capabilities.

At the earliest practical opportunity, the BCC shall adopt a written declaration of emergency, which shall become part of the County's official records. If circumstances prohibit the timely action of the BCC, the Chair of the BCC may declare a state of emergency and seek approval of a majority of the BCC at the first available opportunity.

1.7.3 Washington County Declaration Process

Washington County Code Chapter 8.36 authorizes the BCC to declare an emergency and establish certain emergency authorities. If State assistance is required, County Code Chapter 8.36 authorizes the BCC to request that the governor declare a State of Emergency and to request assistance from the State.

1. Introduction**1.7.4 Federal Declaration Process**

The Federal Government may declare an incident either an "emergency" or a "major disaster." When the President of the United States declares either condition to exist, various resources of the federal government are available to respond to the emergency, and disaster funding is made available for recovery. Certain federal agencies have disaster responsibilities that can be activated without a federal disaster declaration.

The Governor of the State of Oregon, with the assistance of OEM, will prepare and forward a request for a Presidential declaration of an emergency or a major disaster to FEMA Region 10, who will, in turn, present it to the President.

1.8 Continuity of Government**1.8.1 Lines of Succession**

During an emergency, the line of succession for the operation and coordination of the emergency is as follows:

1. Emergency Management Coordinator
2. Community Development Director
3. Assistant City Manager.

Any one of the above individuals could act as the City's EOC Incident Commander.

For emergency policy and governance during an emergency, the line of succession is as follows:

1. Mayor
2. City Council President
3. City Manager

Each City department is responsible for pre-identifying staff patterns showing a line of succession in management's absence. Lines of succession for each department can be found in the City's COOP. All employees shall be trained on the protocols and contingency plans required to maintain leadership within the departments. The Emergency Management Coordinator will provide guidance and direction to department heads to maintain continuity of government and operations during an emergency. Individual department heads within the City are responsible for developing and implementing COOP and COG plans to ensure continued delivery of vital services during an emergency.

1. Introduction**1.8.2 Preservation of Vital Records**

Each City department must provide for the protection, accessibility, and recovery of its vital records, systems, and equipment. These are records, systems, and equipment that, if irretrievably lost or damaged, will materially impair the agency's ability to conduct business or carry out essential functions. Therefore, each agency should have a maintenance program for the preservation and quality assurance of data and systems. The program should take into account the cost of protecting or reconstructing records weighed against the necessity of the information to achieving the department's mission.

1.9 Administration and Logistics**1.9.1 Request, Allocation, and Distribution of Resources**

During an emergency, the IC (or designee) is responsible for the direction and control of the City's resources and for requesting additional resources required for emergency operations. Emergency/disaster declarations and assistance requests are to be submitted to Clackamas County Emergency Management via the Clackamas County EOC according to provisions outlined in ORS Chapter 401. County Emergency Management processes subsequent assistance requests to the State.

In the case of emergencies involving fires threatening life and structures, the Conflagration Act (ORS 476.510) can be invoked by the Governor through the Office of State Fire Marshal. This act allows the State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations. The Tualatin Valley Fire and Rescue (TVF&R) IC assesses the status of the incident(s) and, after determining that all criteria have been met for invoking the Conflagration Act, notify the State Fire Marshal via OERS. The State Fire Marshal reviews the information and notifies the Governor, who authorizes the act. For more information on the State Fire Mobilization Plan, visit http://www.oregon.gov/OSP/SFM/Oregon_Mob_Plan.shtml.

1.9.2 Financial Management

During an emergency, the City is likely to find it necessary to redirect City funds to effectively respond to the incident. The authority to adjust department budgets and funding priorities would follow the same line of succession as outlined in the disaster declaration process. If an incident in the City requires major redirection of City fiscal resources, the City Council will meet in emergency session to decide how to respond to the emergency funding needs, will ratify the declaration of State of Emergency, and will request assistance through Clackamas County as necessary. See ORS 294.455 and 279B.080 for more information on emergency expenditures and procurements.

Expenditure reports are submitted to the Finance Department and managed through the Finance Director to identify budgetary shortfalls. The Human

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Resource Manager will support procurement issues related to personnel, both volunteer and paid. In addition, copies of expense records and all supporting documentation should be submitted for filing Federal Emergency Management Agency (FEMA) Public Assistance reimbursement requests. During activation of the City EOC, financial management will be handled by the Finance Section, which will be staffed by the Finance Department.

1.9.3 Legal Support and Liability Issues

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

1.9.4 Reporting and Documentation

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

- Incident and damage assessment reports.
- Incident command logs.
- Cost recovery forms.
- Incident critiques and after action reports.

1.9.5 Policies

The following policies enable the City to make effective use of available resources in its efforts to minimize the effects of emergencies.

- **Essential Services** – Essential City services will be maintained as long as conditions permit.
- **Principle of Self-Help** – The City will use all available local and mutual aid resources prior to requesting County or State support of emergency operations.
- **NIMS** – The City will use NIMS as the basis for coordination among emergency response providers.
- **ICS** – The City will use ICS as the basis for establishing its organizational structure in response to the demands of any given emergency.

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- **Access to Emergency Services** – Emergency services shall not be denied on the grounds of race, color, national origin, sex, age, handicap, marital status, or religious or political affiliation. To the greatest extent possible, the needs of special populations shall be taken into account when conducting emergency response operations. Such special populations may include, but are not limited to, physically or mentally disabled, non-English-speakers, the aged or infirm, and the incarcerated.
- **Cancellation of Leave** – As deemed necessary by the City Manager, the declaration of an emergency nullifies leaves and vacations.
- **EOC Guide** – The City will prepare and regularly update an EOC Guide based on the concepts, authorities, and policies presented in this EOP. This guide will also contain “hands on” reference materials such as vendor lists, checklists, and maps for use by staff in emergencies.
- **EOC** – The City will maintain a properly equipped site from which the City’s Incident Management Team can direct emergency response activities.
- **Preparedness and Training** – The City will exercise its emergency response system (or pertinent portions thereof) at least once per year. Based on these exercises, appropriate training will be identified and implemented.
- **Mitigation and Recovery** – While this plan focuses primarily on the response phase of an emergency, the City will seek to prevent or minimize disaster impact throughout the preparation and recovery phases as well.

1.10 Safety of Employees and Family

All department heads (or designees) are responsible for the safety of their employees. Employees should attempt to contact their supervisors and managers within the first 24 hours following an incident. A confidential employees-only emergency phone number has been established to provide employees with updates on staffing needs, expectations, meeting locations, and procedures to follow. Emergency 911 should only be utilized if emergency assistance is needed. Agencies and departments with developed COOP plans will establish alternate facilities and staff locations, as applicable. Notification procedures for employee duty assignments will follow required procedures established by each agency and department.

During biological incidents or public health emergencies such as influenza pandemics, maintaining a resilient workforce is essential to performing the response activities required to protect the City and surrounding community from significant impacts to human lives and the economy. Thus, personnel should be

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provided with tools to protect themselves and their families while they provide health and medical services during a pandemic or other type of public health emergency.

Currently, plans formally addressing the safety and protection of medical personnel and response staff during a biological incident and/or contagious outbreak have not been developed. Safety precautions and personal protective equipment decisions will be specific to the type of incident and will require just-in-time training among the first responder community and other support staff to implement appropriate procedures.

If necessary, the Oregon Occupational Safety and Health Administration may provide assistance and guidance on worker safety and health issues. Information about emergency procedures and critical tasks involved in a biological emergency incident or disease outbreak is presented in ESF 8 of the Clackamas County EOP.

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

Processes that support employees and their families during emergency situations or disasters will be further developed through ongoing COOP and COG planning.

2

Situation and Planning Assumptions

2.1 Situation

The City of Wilsonville is exposed to many hazards, all of which have the potential to disrupt the community, cause damage, and create casualties. Possible natural hazards include earthquakes, droughts, floods, wildfires, and winter storms. The threat of a war-related incident such as a nuclear, biochemical, or conventional attack is present as well. Other disaster situations could develop from hazardous material (HazMat) accidents, health-related incidents, conflagrations, major transportation accidents, or acts of terrorism.

2.1.1 Community Profile

Wilsonville is situated just south of Portland along the Willamette River and lies in both Clackamas and Washington Counties. It straddles Interstate-5 (I-5) and is close to Interstate-205 (I-205) junction. The City serves as the dual gateway between the urbanized Portland metro area to the north and the rich agricultural lands of the Willamette Valley to the south. It has a diverse economy, strengthened by leading firms in the high-tech industry and numerous warehousing and distribution facilities, including Xerox, Mentor Graphics, Flir Systems, Sysco, Orepac and many others.

The City incorporated with an estimated 1,000 residents in 1969, grew to 2,920 people at the 1980 census, and to 7,106 by 1990. In 2000, the census placed the population at 13,991, and in 2010 the census placed the population at 19,509. The population density for the City in 2010 was 2,636 people per square mile.

In 2010, there were 8,487 housing units: 7,589 occupied, 3,632 owner-occupied, and 4,227 renter-occupied. Median gross rent was \$855 per month.

The median income for a household in the City in 2010 was \$75,027, a 42.87% increase from the median income of \$52,525 in 2000. The per capita income in 2010 was \$30,468. An estimated 10.4% of the population fell below the poverty line for 2010 and 4.5% fell 50% below the poverty line.

The City owns and maintains nearly 200 acres of park land. Memorial Park, the largest park, includes a skate park, tennis courts, and baseball/soccer fields. Two other notable parks are Town Center which includes a water feature and the

2. Situation and Assumptions

distinguished Korean War Memorial, plus Murase Plaza that has another water feature and creative children's play equipment.

Public transportation service is provided by the City's South Metro Area Regional Transit (SMART). Currently, SMART provides over 300,000 rides per year, primarily for commuting employees, with active connections to Portland's TriMet, Canby Area Transit, and Salem Area Transit (Cherriots). TriMet's Westside Express Service provides commuter rail service between Beaverton, Tigard, Tualatin, and Wilsonville. Freight rail service is provided by Portland and Western Railroad over the same tracks as WES, with connections to BNSF Railway.

2.1.2 Hazards and Threats

The hazards and threats to which the City is exposed are discussed in the following sections.

See the Natural Hazard Mitigation Plan for more information regarding natural hazards in the area.

2.1.2.1 Earthquake

The Portland metro area has experienced moderate damage from earthquakes in 1877, 1880, 1953, and 1962. The most recent severe earthquake was the Scotts Mills quake, which occurred on March 25, 1993. This was a 5.6 magnitude quake, with aftershocks continuing at least through April 8.

The largest high earthquake hazard area is located in the center of the City of Wilsonville. Community assets in this area include Oregon Institute of Technology, Coca Cola Bottling Company, Pacific Pride, the WES commuter rail station, the Mentor Graphics Child Development Center, and a pump/lift station. Another high earthquake hazard area is located within the Charbonneau District and includes the Charbonneau Village Town Center. Wood Middle School and Boones Ferry Primary School are also located within a high earthquake hazard zone.

2.1.2.2 Severe Storms: Wind and Water

The biggest impact of severe storms is congestion on roadways. I-5 bisects the City into east and west sections. When I-5 backs up, many of the City's transportation networks become congested. This is especially true if snow on I-5 is not plowed. The City has minimal construction on steep slopes; one exception is the Canyon Creek Apartment Complex, located south of SW Elligsen Road on SW Canyon Creek Road and Rogue Lane located in Day Dream Ranch subdivision, which has steep driveways that may be difficult to traverse in freezing weather.

Most utilities in the area are underground, and all new utilities are required to be underground. In case of power outages, the City's critical facilities have back-up power generation.

2. Situation and Assumptions

The City also has a designated snow plow and sanding route to help expedite snow removal when needed.

2.1.2.3 Hazardous Materials

Incidents involving the release of hazardous materials may occur during handling at industrial facilities using such materials or during the transportation of such materials by rail or highway. Portland and Western mainline carries rail cars of hazardous materials through the City each year, but I-5 is the primary route for shipments of hazardous materials.

2.1.2.4 Flood

The City has one river, the Willamette, and a number of smaller tributaries that are susceptible to flooding events. Tributaries to the Willamette River include Coffee Creek, Basalt Creek, Boeckman Creek, Meridian Creek, Arrowhead Creek, Corral Creek, and South Tributary. The extent of flooding hazards in the City primarily depends on climate and precipitation levels. Additionally, withdrawals for irrigation and drinking water, as well as stream and wetland modifications or vegetation removal, can influence water flow. In the past, flooding has occurred along the Willamette River, in the Coffee Creek Wetlands, and at choke points that can back up during heavy precipitation events. These problem areas include the backside of SW Commerce Circle, Sun Place (where a La Quinta hotel is located) and Rose Lane, where the river can back up and come onto the road, causing traffic problems.

The largest flooding event to affect the City occurred in February 1996. High water during this flood prevented tributaries from draining into the Willamette River, which led to localized flooding on a number of backed-up creeks. Overall, however, the worst flooding damages in 1996 occurred along the Willamette River. Portions of Memorial Park flooded, but the sewer lift station continued in service because Public Works sandbagged the facility and pumped out water for days. Two homes on Rose Lane were flooded, one home had flooding in their living space, and one home had storage space flooding.

In 2008, flooding also occurred at culverts and drainage choke points near Sun Place, Commerce Circle, and a pathway near Inza R. Wood Middle School. The La Quinta Inn on Sun Place incurred a few inches of flooding on the first floor.

2.1.2.5 Wildfire

Most instances of wildfire in the City have been started along the railroads and I-5, but these fires have been small enough to be quickly and easily contained. Some areas within the City have dense vegetation coverage, including the Boeckman Creek Corridor, Xerox Woods, Burnerts Orchard, the Living Enrichment Center, Metro Graham Oaks Nature Park, the area north of Elligsen Road near fire station 56, and the area east of Wilsonville High School, where access would be a problem. The wildfire hazard covers much of the City, but the

2. Situation and Assumptions

areas west of I-5 have greater concentrations of moderate fire risk. No areas of high wildfire risk are located within the City.

2.1.2.6 Transportation Accidents

Transportation accidents may include major incidents involving motor vehicles, trains, aircraft, or vessels. In the Wilsonville area, railroad tracks carrying both freight and passenger trains travel through the Counties, and flight paths for Aurora Airport pass over parts of the City. Motor vehicle risks may include multi-passenger vehicles and trucks carrying freight. The Willamette River is navigable but poses minimal risk due to limited commercial traffic. An additional hazard is created by the major high petroleum pipeline that crosses north and south through the City.

2.1.2.7 Volcano

Immediate danger areas for volcanic eruptions lie within a 20-mile radius of the blast site, and ashfall is likely to affect communities downwind of the eruption. In the Wilsonville area, Mount Adams is located north of Mount Hood, Mount Rainier is located north of Mount Saint Helens, and the Three Sisters lie to the south of Mount Jefferson.

Due to the City's relative distance from volcanoes, it is unlikely to experience the immediate effects that eruptions have on surrounding areas (e.g., mud and debris flows, or lahars). Depending on wind patterns and which volcano erupts, however, the City could experience ashfall. The eruption of Mount St. Helens in 1980, for example, coated the Willamette Valley with a fine layer of ash.

See the Mount Hood Coordination Plan, adopted in 2005, for more information on Mount Hood volcanic event response information for the areas that would be most affected by a volcanic event (<http://www.oregongeology.org/sub/earthquakes/MtHood.htm>).

2.1.2.8 Terrorism

This hazard may include bomb threats, arson, kidnapping, or other violent acts intended to intimidate a population or government into granting the demands of the perpetrators. This hazard is most often associated with insurrection, revolution, or making a political statement and may include threats to cause mass death or damage to critical infrastructure. Separatist groups such as cults, survivalists, and militias have used terrorism in the past to gain attention to their cause. A terrorist incident may involve the use of weapons of mass destruction, including biological, nuclear, incendiary, chemical, or explosive materials.

2.1.2.9 Landslide

The City does not have a history of landslides. This is due to a primary and secondary open space ordinance that went into effect in the late 1970s. In the primary zone, development was diverted from slopes greater than 20%, and in the secondary zone, development was limited on slopes between 12% and 20%. This

2. Situation and Assumptions

decades-old ordinance has since been replaced by the Significant Resource Overlay Zone. Because of the City’s progressive actions, very little development has occurred on steep slopes, thus saving potentially millions of private and public dollars.

Although landslides have not occurred in the City, steep slopes do exist along the banks of the Willamette River. Several neighborhoods have been built near these slopes, including Day Dream River Estates, Rivergreen, Morey’s Landing, River Village Mobile Home Park, Kalyca Terrace, Buck’s Landing, River Estates, Edgewater, and Charbonneau. Bridgecreek and Courtside Estates apartments are built near Boeckman Creek.

2.1.3 Clackamas County Hazard Analysis

In the Hazard Analysis, each of the hazards and threats described above is scored using a formula that incorporates four independently weighted rating criteria (history, vulnerability, maximum threat, probability) and three levels of severity (low, moderate, and high). For each hazard, the score for a given rating criterion is determined by multiplying the criterion’s severity rating by its weight factor. The four rating criteria scores for the hazard are then summed to provide a total risk score for that hazard. Note that while many hazards may occur together or as a consequence of others (e.g., dam failures cause flooding, and earthquakes may cause landslides), this analysis considers each hazard as a singular event.

| Table 2-1 Clackamas County Hazard Analysis Matrix | | | | | |
|---|-------------------------------------|--------------------------------------|------------------------------------|------------------------------------|-------------|
| Hazard | Rating Criteria with Weight Factors | | | | Total Score |
| | History ¹ (WF=2) | Vulnerability ² (WF=5) | Max Threat ³ (WF=10) | Probability ⁴ (WF=7) | |
| <i>Score for each rating criteria = Rating Factor (High = 10 points; Moderate = 5 points; Low = 1 point) X Weight Factor (WF)</i> | | | | | |
| Earthquake | 4 | 45 | 90 | 49 | 188 |
| Public Health Emergency | 8 | 45 | 80 | 35 | 168 |
| Winter Storm | 10 | 30 | 70 | 49 | 159 |
| HazMat Incident | 10 | 30 | 60 | 42 | 142 |
| Flood | 16 | 20 | 30 | 56 | 122 |
| Wind Storm | 14 | 15 | 50 | 42 | 121 |
| Wildfire | 12 | 25 | 40 | 42 | 119 |
| Landslide & Debris Flow | 14 | 15 | 20 | 63 | 112 |
| Transportation Accident | 4 | 30 | 40 | 28 | 102 |
| Volcano | 2 | 35 | 50 | 14 | 101 |
| Terrorism | 2 | 30 | 40 | 21 | 93 |
| Extreme Heat | 2 | 20 | 40 | 14 | 76 |
| Dam Failure | 2 | 15 | 40 | 7 | 64 |
| Drought | 2 | 10 | 20 | 28 | 60 |

2. Situation and Assumptions

| Table 2-1 Clackamas County Hazard Analysis Matrix | | | | | |
|--|-------------------------------------|--------------------------------------|------------------------------------|------------------------------------|-------------|
| Hazard | Rating Criteria with Weight Factors | | | | Total Score |
| | History ¹ (WF=2) | Vulnerability ² (WF=5) | Max Threat ³ (WF=10) | Probability ⁴ (WF=7) | |
| <i>Score for each rating criteria = Rating Factor (High = 10 points; Moderate = 5 points; Low = 1 point) X Weight Factor (WF)</i> | | | | | |
| Civil Disorder | 6 | 15 | 20 | 14 | 55 |
| Notes: 1. History addresses the record of previous major emergencies or disasters. Weight Factor is 2. Rating factors: high = 4 or more events in last 100 years; moderate = 3 events in last 100 years; low = 1 or 0 events in last 100 years. 2. Vulnerability addresses the percentage of population or property likely to be affected by a major emergency or disaster. Weight Factor is 5. Rating factors: high = more than 10% affected; moderate = 1%-10% affected; low = less than 1% affected. 3. Maximum Threat addresses the percentage of population or property that could be affected in a worst case incident. Weight Factor is 10. Rating factors: high = more than 25% could be affected; moderate = 5%-25% could be affected; low = less than 5% could be affected. 4. Probability addresses the likelihood of a future major emergency or disaster within a specified period of time. Weight Factor is 7. Rating factors: high = one incident within a 10-year period; moderate = one incident within a 50-year period; low = one incident within a 100-year period. | | | | | |

2.2 Assumptions

This EOP is predicated upon the following assumptions.

- The City will continue to be exposed to the hazards noted above, as well as others that may develop in the future.
- Outside assistance will be available in most emergencies affecting the City. Although this plan defines procedures for coordinating such assistance, it is essential for the City to be prepared to carry out disaster response and short-term actions on an independent basis.
- It is possible for a major disaster to occur at any time and at any place in the Counties. In some cases, dissemination of warning and increased readiness measures may be possible. However, many disasters and events can occur with little or no warning.
- Local government officials recognize their responsibilities for the safety and well-being of the public and will assume their responsibilities in the implementation of this emergency plan.
- Proper implementation of this plan will reduce or prevent disaster-related losses.

3

Roles and Responsibilities

3.1 General

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

The Emergency Management Directors for each County are responsible for emergency management planning and operations for the areas lying outside the corporate limits of the incorporated municipalities of the Counties. The Mayor or other designated official (pursuant to city charter or ordinance) of each incorporated municipality is responsible for emergency management planning and operations for that jurisdiction. (These responsibilities may be shared with County Emergency Management under agreement.)

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

During a City-declared disaster, control is not relinquished to County or State authority but remains at the local level for the duration of the event. Some responsibilities may be shared under mutual consent.

Most City departments have emergency functions in addition to their normal duties. Each department is responsible for developing and maintaining its own emergency management procedures. Specific responsibilities are outlined below as well as in individual annexes.

3.2 Emergency Management Organization

The City does not have an office or division of emergency management services separate from its existing departments. The Public Works Director serves as the Emergency Management Coordinator and may, depending on the size or type of

3. Roles and Responsibilities

incident, delegate the authority to lead response and recovery actions to other City staff. Additionally, some authority to act in the event of an emergency may already be delegated by ordinance or by practice. As a result, the organizational structure for the City's emergency management program can vary depending upon the location, size, and impact of the incident.

For the purposes of this plan, the City's emergency management structure will be referred to generally as the City of Wilsonville EMO. Under this structure, the Public Works Director would be considered the Emergency Management Coordinator, unless this role has been otherwise delegated. Roles and responsibilities of individual staff and agencies are described throughout the plan to further clarify the City's emergency management structure.

The EMO for the City is divided into two general groups—the Executive Group and Emergency Response Agencies—organized by function.

3.2.1 Executive Group

The Executive Group is referred to in this plan as a single body, but it may include representation from each City department during an event. The Executive Group is responsible for the activities conducted within its jurisdiction. The members of the group include both elected and appointed executives with certain legal responsibilities. Key general responsibilities for local elected and appointed officials include:

- Establishing strong working relationships with local jurisdictional leaders and core private-sector organizations, voluntary agencies, and community partners.
- Leading and encouraging local leaders to focus on preparedness by participating in planning, training, and exercises.
- Supporting staff participation in local mitigation efforts within the jurisdiction and, as appropriate, including the private sector.
- Understanding and implementing laws and regulations that support emergency management and response.
- Ensuring that local emergency plans take into account the needs of:
 - The jurisdiction, including persons, property, and structures
 - Vulnerable populations, including those with service animals
 - Individuals with household pets.
- Encouraging residents to be prepared and participate in volunteer organizations and training courses.

3. Roles and Responsibilities

3.2.1.1 Mayor and City Council

Ultimate responsibility for policy, budget, and political direction for the City government is borne by the City Council. During emergencies, this responsibility includes encouraging positive support with citizen involvement and citizen assistance, issuing policy statements as needed to support actions and activities of recovery and response efforts, and providing the political contact needed for visiting State and Federal officials. Additionally, the council will provide elected liaison with the community and other jurisdictions. In the event of a need for a State of Emergency, the Mayor (or designee) will initiate and terminate the State of Emergency through a Declaration ratified by the Council.

General responsibilities of the Mayor and City Council include:

- Establishing emergency management authority by city ordinance.
- Adopting an EOP and other emergency management–related resolutions.
- Declaring a State of Emergency and provide support to the IC in requesting assistance through Clackamas County and/or Washington County, as appropriate.
- Acting as liaison to the community during activation of the EOC.
- Acting on emergency funding needs.
- Attending Public Information Officer (PIO) briefings.

3.2.1.2 City Manager

The City Manager is responsible for continuity of government, overall direction of City emergency operations, and dissemination of public information.

The City Manager is responsible for:

- Ensuring that all City departments develop, maintain, and exercise their respective service annexes to this plan.
- Supporting the overall preparedness program in terms of its budgetary and organizational requirements.
- Implementing the policies and decisions of the governing body.
- Ensuring, through the City Recorder, that plans are in place for the protection and preservation of City records.

3.2.1.3 Emergency Management Coordinator

The Public Works Director serves as the Emergency Management Coordinator for the City. The Emergency Management Coordinator has the day-to-day authority

3. Roles and Responsibilities

and responsibility for overseeing emergency management programs and activities. The Emergency Management Coordinator works with the Executive Group to ensure that there are unified objectives with regard to the City's emergency plans and activities, including coordinating all aspects of the City's capabilities. The Emergency Management Coordinator coordinates all components of the local emergency management program, including assessing the availability and readiness of local resources most likely required during an incident and identifying and correcting any shortfalls. In particular, the Emergency Management Coordinator is responsible for:

- Serving as staff advisor to the City Council and City Manager on emergency matters.
- Coordinating the planning and general preparedness activities of the government and maintenance of this plan.
- Analyzing the emergency skills required and arranging the training necessary to provide those skills.
- Preparing and maintaining a resource inventory.
- Ensuring the operational capability of the City EOC.
- Activating the City EOC.
- Keeping the governing body apprised of the City's preparedness status and anticipated needs.
- Serving as day-to-day liaison between the City and County Emergency Management.
- Maintaining liaison with organized emergency volunteer groups and private agencies.

3.2.1.4 City Department Heads

Department and agency heads collaborate with the Executive Group during development of local emergency plans and provide key response resources. City department and agency heads and their staffs develop, plan, and train to learn internal policies and procedures for meeting response and recovery needs safely. They should also make staff available to participate in interagency training and exercise to develop and maintain the necessary capabilities and clearly reinforce preparedness expectations. Department and agency heads not assigned a specific function in this plan will be prepared to make their resources available for emergency duty at the direction of the City Manager.

3.2.2 Responsibilities of All Departments

Individual departments are an integral part of the emergency organization. While

3. Roles and Responsibilities

some departments' staff are first responders, the majority focus on supporting these first responders and/or on the continuity of services they provide to the public. Organizationally, they are a component that provides support and communication for responders.

All City departments are responsible for:

- Supporting EOC operations to ensure that the City is providing for the public safety and protection of the citizens it serves.
- Establishing, in writing, an ongoing line of succession of authority for each department; this document must be made known to department employees, and a copy must be filed with the City Council and Emergency Management Coordinator.
- Developing alert and notification procedures for department personnel.
- Developing operating guidelines to implement assigned duties specified by this plan.
- Tracking incident-related costs incurred by the department.
- Ensuring that vehicles and other equipment are equipped and ready, in accordance with existing standard operating procedures (SOPs.)
- Identifying critical functions and developing procedures for maintaining and/or reestablishing services provided to the public and other City departments.
- Assigning personnel to the EOC, as charged by this plan.
- Developing and implementing procedures for protecting vital records, materials, and facilities.
- Promoting family preparedness among employees.
- Ensuring that staff complete any NIMS-required training.
- Ensuring that department plans and SOPs incorporate NIMS components, principles, and policies.
- Providing staff time for preparedness training and participation in exercises.

3.2.3 Responsibilities by Function

This group includes services required for an effective emergency management program, of which response is a key element. These agencies include fire districts, law enforcement, emergency medical service (EMS) providers, and the public health, environmental health, and public works departments. This section

3. Roles and Responsibilities

is organized by function, with the primary responsibility assigned to the appropriate City or County agency.

3.2.3.1 Transportation

City Public Works Department and SMART

Transportation responsibilities include:

- Planning for and identifying high-hazard areas and numbers of potential evacuees, including the number of people requiring transportation to reception areas (including vulnerable populations).
- Coordinating transportation needs for vulnerable populations.
- Identifying emergency traffic routes.
- Determining optimal traffic flow and movement priority from residences to highways.
- Confirming and managing locations of staging areas and pick-up points for evacuees requiring public transportation.
- Coordinating transportation services, equipment, and personnel using emergency routes.
- Providing guidance on commuting arrangements for essential workers during the evacuation period.
- Proposing locations of roadblocks and patrols for evacuation movement.
- Providing patrols and safety measures in the evacuated area and reassigning personnel during the evacuation period.
- Preparing and maintaining supporting SOPs and annexes.

See FA 3 – Infrastructure Services and the Clackamas County EOP, ESF 1 – Transportation for more detail.

3.2.3.2 Communications

Alert and Warning

Clackamas County Communications (C-COM) and Washington County Consolidated Communications Agency (WCCCA)

Alert and warning responsibilities include:

- Disseminating emergency public information, as requested.

3. Roles and Responsibilities

- Receiving and disseminating warning information to the public and key County and City officials.
- Preparing and maintaining supporting SOPs and annexes.

Communication Systems

Emergency Management Coordinator, C-COM, and WCCCA

Communication responsibilities include:

- Establishing and maintaining emergency communications systems.
- Coordinating use of all public and private communication systems necessary during emergencies.
- Managing and coordinating all emergency communication operated within the EOC, once activated.
- Preparing and maintaining supporting SOPs and annexes.

See FA 1 – Emergency Services, Clackamas County’s ESF 2 – Communications, and Washington County’s FA D – Communications and FA A – Alert and Warning for more detail.

3.2.3.3 Public Works and Engineering

City Public Works and City Community Development

Public works and engineering responsibilities include:

- Ensuring continued operation and repair of the water system.
- Barricading hazardous areas.
- Performing priority restoration of streets and bridges.
- Protecting and restoring waste treatment and disposal systems.
- Augmenting sanitation services.
- Assessing damage to streets, bridges, traffic control devices, waste-water treatment system, and other public works facilities.
- Removing debris.
- Directing temporary repair of essential facilities.
- Preparing and maintaining supporting SOPs and annexes.

See FA 3 – Infrastructure Services and the Clackamas County EOP, ESF 3 – Public Works and Engineering for more detail.

3. Roles and Responsibilities

3.2.3.4 Firefighting

TVF&R

Fire service responsibilities include:

- Providing fire prevention before, suppression during, and emergency medical aid after a fire event in order to prevent loss of life, loss of property, and damage to the environment.
- Inspecting damaged areas for fire hazards.
- Providing HazMat spills containment, planning, and coordination.
- Inspecting shelters for fire hazards.
- Preparing and maintaining supporting SOPs and annexes.

See FA 1 – Emergency Services, Clackamas County’s ESF 4 – Firefighting, Washington County’s FA K – Fire Resource Management, and TVF&R’s EOP for more detail.

3.2.3.5 Emergency Management

Emergency Operations Center

Emergency Management Coordinator

Emergency operations center responsibilities include:

- Directing and controlling local operating forces.
- Maintaining contact with neighboring jurisdictions and the County EOC.
- Maintaining the EOC in an operating mode at all times or ensuring the ability to convert EOC space into an operating condition.
- Assigning representatives (by title) to report to the EOC and developing procedures for crisis training.
- Developing and identifying duties of staff, use of displays and message forms, and procedures for EOC activation.

See Chapter 5 – Command and Control, FA 1 – Emergency Services, and the Clackamas County EOP Basic Plan and ESF 5 – Emergency Management for more detail.

3. Roles and Responsibilities

3.2.3.6 Mass Care, Emergency Assistance, Housing, and Human Services

Clackamas County Health, Housing and Human Services and American Red Cross

The City relies on the support of Clackamas County to provide shelter and mass care services and has adopted the procedures outlined in the Clackamas County EOP. Clackamas County Health, Housing and Human Services (also referred to as H3S Department), with support from the Oregon Trail Chapter of the American Red Cross, is responsible for ensuring that the mass care needs of the affected population are met, including sheltering, feeding, providing first aid, and reuniting families. Relevant operations are detailed in the Clackamas County EOP, ESF 6 – Housing and Human Services and ESF 11 – Agriculture and Natural Resources. Mass care, emergency assistance, housing, and human service responsibilities include:

- Maintaining the Community Shelter Plan and Animal Disaster Response Plan.
- Supervising the Shelter Management program (stocking, marking, and equipping, etc.) for natural disasters.
- Coordinating support with other City and County departments, relief agencies, and volunteer groups.
- Designating a coordinator/liaison to participate in all phases of the County emergency management program, when necessary or as requested.
- Providing emergency counseling for disaster victims and emergency response personnel suffering from behavioral and emotional disturbances.
- Identifying emergency feeding sites (coordinating with the American Red Cross and Salvation Army).
- Identifying sources of clothing for disaster victims (may coordinate with the Salvation Army or other disaster relief organization).
- Securing sources of emergency food supplies (with the American Red Cross and Salvation Army).
- Coordinating operation of shelter facilities operated by the City or County, local volunteers, or organized disaster relief agencies such as the American Red Cross.
- Coordinating special care requirements for sheltered groups such as unaccompanied children and the elderly.

3. Roles and Responsibilities

See FA 2 – Human Services and the Clackamas County EOP, ESF 6 – Mass Care, Emergency Assistance, Housing and Human Services and ESF 11 – Agriculture and Natural Resources for more detail.

3.2.3.7 Logistics Management and Resource Support

City Human Resources and Finance Department

Logistics management and resource support responsibilities include:

- Establishing procedures for employing temporary personnel for disaster operations.
- In cooperation with the City Police Department, establishing and maintaining a staffing reserve.
- Coordinating deployment of reserve personnel to City departments requiring augmentation.
- Establishing emergency purchasing procedures and/or a disaster contingency fund.
- Maintaining records of emergency-related expenditures for purchases and personnel.
- Preparing and maintaining supporting SOPs and annexes.

See FA 1 – Emergency Services and the Clackamas County EOP, ESF 7 – Logistics Management and Resource Support for more detail.

3.2.3.8 Public Health and Emergency Medical Services

Clackamas County Health, Housing and Human Services

The City relies on the Clackamas County to provide public health and human services and has adopted the relevant parts of the Clackamas County EOP. The Clackamas County Health Department Director is responsible for coordinating public health and welfare services required to control communicable and non-communicable diseases associated with major emergencies or disasters, as well as widespread outbreaks caused by bioterrorism, epidemic or pandemic diseases, novel and highly fatal infectious agents, or biological or chemical toxin incidents in urban or rural areas of the County. The Health Department Director also serves as the Health Department representative for the Clackamas County EMO. Relevant operations are detailed in the County EOP, ESF 6 – Housing and Human Services and ESF 8 – Public Health and Medical Services of the Clackamas County EOP. Public health responsibilities include:

- Coordinating with hospitals, clinics, nursing homes/care centers, and behavioral health organizations, including making provisions for vulnerable populations.

3. Roles and Responsibilities

- Coordinating with the Medical Examiner and Funeral Directors to provide identification and disposition of the dead.
- Coordinating mass vaccination chemoprophylaxis.
- Coordinating isolation and/or quarantine of infected persons.
- Coordinating delivery and distribution set-up of the Strategic National Stockpile, if needed. Designating a coordinator/liason to participate in all phases of the County emergency management program, when necessary or as requested.

See FA 2 – Human Services and the Clackamas County EOP, ESF 8 – Public Health and Medical Services for more detail.

Emergency Medical Services

TVF&R, Metro West Ambulance, and American Medical Response (AMR)

Emergency medical service responsibilities include:

- Coordinating provision of EMS
 - TVF&R provides advanced life support first response but has limited transport capability.
 - AMR has the EMS transport franchise for Clackamas County.
 - Metro West Ambulance has the EMS transport franchise for Washington County.
- Requesting additional EMS assets as necessary.

See FA 1 – Emergency Services, Clackamas County EOP, ESF 8 – Public Health and Medical Services, and TVF&R’s EOP for more detail.

3.2.3.9 Search and Rescue

Clackamas County Sheriff’s Office

Search and rescue responsibilities include:

- Coordinating available resources to search for and rescue persons lost outdoors.
- Cooperating with and extending assistance to surrounding jurisdictions, on request and as resources allow.
- Establishing and monitoring training standards for certification of search and rescue personnel.
- Preparing and maintaining supporting SOPs and annexes.

3. Roles and Responsibilities

See FA 1 – Emergency Services and the Clackamas County EOP, ESF 9 – Search and Rescue for more detail.

3.2.3.10 Hazardous Materials Response

TVF&R's HazMat Team

Hazardous materials responsibilities include:

- Conducting hazardous materials response.
- Assessing the health effects of a hazardous materials release.
- Identifying the needs for HazMat incident support from regional and state agencies.
- Disseminating protective action information through the PIO.
- Providing localized radiological monitoring and reporting network, when necessary.
- Providing input to the statewide monitoring and reporting system from incident scenes, as necessary.
- Securing initial and refresher training for radiological instructors and monitors.
- Under fallout conditions, providing City and County officials and department heads with information regarding fallout rates, fallout projections, and allowable doses provided by the State Radiation Protection Services or Federal government.
- Preparing and maintaining supporting SOPs and annexes.
- Providing monitoring services and advice at the scene of accidents involving radioactive materials.
- Preparing and maintaining supporting SOPs and annexes.

See FA 1 – Emergency Services, Clackamas County EOP, ESF 10 – Oil and Hazardous Materials and TVF&R's EOP for more detail.

3.2.3.11 Agriculture and Natural Resources

County Emergency Management

Agriculture and natural resources–related responsibilities include:

- Provision of nutrition assistance.
- Conducting animal and plant disease and pest response.
- Monitoring food safety and security.

3. Roles and Responsibilities

- Providing natural and cultural resources and historic properties protection and restoration.
- Protecting the safety and well-being of household pets.

See FA 2 – Human Services and the Clackamas County EOP, ESF 11 – Agriculture and Natural Resources for more detail.

3.2.3.12 Energy and Utilities

Private Utilities, City Public Works and City Community Development

Energy and utilities–related responsibilities include:

- Working with local energy facilities to restore damaged energy utility infrastructure and accompanying systems.
- Coordinating temporary emergency power generation capabilities to support critical facilities until permanent restoration is accomplished. Critical facilities may include primary and alternate EOCs, hospitals/critical care facilities, designated shelters, government offices/facilities, water/sewage systems, and other essential community services.

See FA 3 – Infrastructure Services and the Clackamas County EOP, ESF 12 – Energy for more detail.

3.2.3.13 Law Enforcement Services

City Police Department and Clackamas County Sheriff's Office

Law enforcement responsibilities include:

- Protecting life and property and preserving order.
- Providing law enforcement and criminal investigation.
- Providing traffic, crowd control, and site security.
- Isolating damaged areas.
- Providing damage reconnaissance and reporting.
- Evacuating disaster areas.
- Preparing and maintaining supporting SOPs and annexes.

See FA 1 – Emergency Services and the Clackamas County EOP, ESF 13 – Public Safety and Security for more information.

3. Roles and Responsibilities

3.2.3.14 Recovery

City Administration and City Council

Recovery-related responsibilities include:

- Directing emergency recovery in times of disaster by providing leadership in coordinating private and governmental sector emergency recovery efforts.
- Participating with County and State partners to conduct damage assessments; identifying and facilitating availability and use of recovery funding.
- Accessing recovery and mitigation grant and insurance programs; providing outreach, public education, and community involvement in recovery planning.
- Coordinating logistics management and resource support providing assistance as needed.
- Locating, purchasing, and coordinating delivery of resources necessary during or after an incident in the City.

See FA 4 – Recovery Strategy and the Clackamas County EOP, ESF 14 – Long-Term Community Recovery for more detail.

3.2.3.15 External Affairs

Emergency Management Coordinator and City Administration

External affairs responsibilities include:

- Conducting ongoing hazard awareness and public education programs.
- Compiling and preparing emergency information for the public in case of emergency.
- Arranging for media representatives to receive regular briefings on the City's status during extended emergency situations.
- Securing printed and photographic documentation of the disaster situation.
- Handling unscheduled inquiries from the media and the public.
- Being aware of Spanish-only-speaking and/or bilingual population centers within the City and Counties and preparing training and news releases accordingly.
- Preparing and maintaining supporting SOPs and annexes.

3. Roles and Responsibilities

See FA 1 – Emergency Services and the Clackamas County EOP, ESF 15 – External Affairs for more detail.

3.2.3.16 Evacuation and Population Protection

City Police Department

Evacuation and population protection responsibilities include:

- Defining responsibilities of City departments and private-sector groups.
- Identifying high hazard areas and corresponding number of potential evacuees in coordination with Public Works.
- Coordinating evacuation planning, including:
 - Movement control
 - Health and medical requirements
 - Transportation needs
 - Emergency public information materials
 - Shelter and reception location.
- Developing procedures for sheltering in place.
- Preparing and maintaining supporting SOPs and annexes.

See FA 1 – Emergency Services for more detail.

3.2.3.17 Damage Assessment

City Community Development Department

Damage assessment responsibilities include:

- Establishing a damage assessment team from among City departments with assessment capabilities and responsibilities.
- Training and providing damage plotting team members to the EOC.
- Assessing damage to City-owned facilities.
- Condemning unsafe structures.
- Assisting in reporting and compiling information regarding deaths, injuries, and dollar damage to tax-supported facilities and to private property.
- Assisting in determining the geographic extent of the damaged area.

3. Roles and Responsibilities

- Compiling estimates of damage for use by City officials in requesting disaster assistance.
- Evaluating the effect of damage on the City's economic index, tax base, bond ratings, insurance ratings, etc. for use in long-range recovery planning.
- Preparing and maintaining supporting SOPs and annexes.

See FA 4 – Recovery Strategy for more detail.

3.2.3.18 Legal Services

City Attorney

Legal service responsibilities include:

- Advising City officials regarding the emergency powers of local government and necessary procedures for invocation of measures to:
 - Implement wage, price, and rent controls
 - Establish rationing of critical resources
 - Establish curfews
 - Restrict or deny access
 - Specify routes of egress
 - Limit or restrict use of water or other utilities
 - Remove debris from publicly or privately owned property.
- Reviewing and advising City officials regarding possible liabilities arising from disaster operations, including the exercising of any or all of the above powers.
- Preparing and recommending local legislation to implement the emergency powers required during an emergency.
- Advising City officials and department heads regarding record keeping requirements and other documentation necessary for exercising emergency powers.
- Thoroughly reviewing and maintaining familiarity with current ORS 401 provisions as they apply to County or City government in disaster events.
- Preparing and maintaining supporting SOPs and annexes.

3. Roles and Responsibilities

3.2.3.19 Volunteer and Donation Management

Community Services Department

Responding to incidents frequently exceeds the City's resources. Volunteers and donors can support response efforts in many ways, and it is essential that the City plan ahead to effectively incorporate volunteers and donated goods into its response activities.

3.2.2.20 Coordination with Special Facilities

Coordination with special facilities (e.g., schools, care facilities, and correctional institutions) includes:

- Establishing strong working relationships with local jurisdictional leaders and core private-sector organizations, voluntary agencies, and community partners.
- Encouraging staff preparedness by participating in planning, training, and exercises.
- Educating staff, students, clients, etc. on facility emergency plans and procedures and the need for individual and/or family emergency planning.
- Preparing and maintaining emergency plans and SOPs.

3.2.3.21 Other Agency Responsibilities

Other City department and agency heads not assigned a specific function in this plan will be prepared to make their resources (including personnel) available for emergency duty at the direction of the City Manager.

3.3 Local and Regional Response Partners

The City's emergency organization is supported by a number of outside organizations, including both Clackamas and Washington Counties, service organizations, and the private sector.

3.3.1 Private Sector

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

- Planning for the protection of employees, infrastructure, and facilities.

3. Roles and Responsibilities

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

3.3.2 Nongovernmental Organizations

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

The roles of NGOs in an emergency may include:

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

3.3.3 Individuals and Households

Although not formally a part of the City's emergency operations, individuals and households play an important role in the overall emergency management strategy. Community members can contribute by:

- Reducing hazards in their homes.

3. Roles and Responsibilities

- Preparing emergency supply kits and household emergency plans that consider all members of the household, including children and pets.
- Monitoring emergency communications carefully.
- Volunteering with established organizations.
- Enrolling in emergency response training courses.
- Encouraging children to participate in preparedness activities

3.4 County Response Partners

The County Emergency Management Director has been appointed under the authority of the BCC. The County Emergency Management Director is responsible for developing a Countywide emergency management program that, through cooperative planning efforts with the incorporated communities of the County, will provide a coordinated response to a major emergency or disaster.

See the County Emergency Operations Plan for details on the County's emergency management organization and detailed roles and responsibilities for County departments.

3.5 State Response Partners

Under the provisions of ORS 401.055 through 401.155, the Governor has broad responsibilities for the direction and control of all emergency activities in a State-Declared Emergency. The administrator of OEM is delegated authority by ORS 401.260 to 401.280 to coordinate all activities and organizations for emergency management within the State and to coordinate in emergency matters with other states and the Federal government.

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

See the State of Oregon Emergency Operations Plan for details on the State's emergency management organization and detailed roles and responsibilities for State departments.

3.6 Federal Response Partners

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

3. Roles and Responsibilities

by the Governor. Thus, procedures and policies for allocating and coordinating resources at the Federal level follow the Oregon EMP and, if necessary, the NRF.

See the NRF for details on the Federal government’s emergency management organization and detailed roles and responsibilities for Federal departments.

3.7 Response Matrix

Table 3-1 provides a matrix, by ESF, of the local, State, and Federal primary organizations that the City may rely on in the event of an emergency.

3. Roles and Responsibilities

Table 3-1 Response Partners by Emergency Support Function

| Emergency Support Function | Scope (Federal) | Primary Local Agencies | Primary County Agency | Primary State of Oregon Agency | Primary Federal Agency |
|---|---|---|---|--|--|
| ESF 1 Transportation | <ul style="list-style-type: none"> ■ Aviation/airspace management and control ■ Transportation safety ■ Restoration and recovery of transportation infrastructure ■ Movement restrictions ■ Damage and impact assessment | City Public Works SMART | Dept. of Transportation and Development | Department of Transportation | Department of Transportation |
| ESF 2 Communications | <ul style="list-style-type: none"> ■ Coordination with telecommunications and information technology industries ■ Restoration and repair of telecommunications infrastructure ■ Protection, restoration, and sustainment of national cyber and information technology resources ■ Oversight of communications within the Federal incident management and response structure | City Emergency Management Coordinator | Emergency Management C-COM Sheriff's Office CARES WCCCA | Oregon Emergency Management Public Utility Commission | Department of Homeland Security (National Protection and Programs/Cybersecurity and Communications/National Communications System), Department of Homeland Security (Federal Emergency Management Agency) |
| ESF 3 Public Works & Engineering | <ul style="list-style-type: none"> ■ Infrastructure protection and emergency repair ■ Infrastructure restoration ■ Engineering services and construction management ■ Emergency contracting support for life-saving and life-sustaining services | City Public Works City Community Development | Dept. of Transportation and Development | Department of Transportation | Department of Defense (U.S. Army Corps of Engineers) Department of Homeland Security (FEMA) |
| ESF 4 Firefighting | <ul style="list-style-type: none"> ■ Coordination of State and Federal firefighting activities ■ Support to wildland, rural, and urban firefighting operations | TVF&R | Emergency Management Fire Defense Boards | Department of Forestry Office of the State Fire Marshal | Department of Agriculture (U.S. Forest Service) |

3. Roles and Responsibilities

Table 3-1 Response Partners by Emergency Support Function

| Emergency Support Function | Scope (Federal) | Primary Local Agencies | Primary County Agency | Primary State of Oregon Agency | Primary Federal Agency |
|--|---|---|--|---|---|
| ESF 5 Emergency Management | <ul style="list-style-type: none"> ■ Coordination of incident management and response efforts ■ Issuance of mission assignments ■ Resource and human capital ■ Incident action planning ■ Financial management | City Emergency Management Coordinator | Emergency Management | Oregon Emergency Management | Department of Homeland Security (FEMA) |
| ESF 6 Mass Care, Emergency Assistance, Housing & Human Services | <ul style="list-style-type: none"> ■ Mass care ■ Emergency assistance ■ Disaster housing ■ Human services | Community Services Director American Red Cross | Health, Housing and Human Services | Department of Human Services Oregon Health Authority | Department of Homeland Security (FEMA) |
| ESF 7 Logistics Management & Resource Support | <ul style="list-style-type: none"> ■ Comprehensive, national incident logistics planning, management, and sustainment capability ■ Resource support (facility space, office equipment and supplies, contracting services, etc.) | City Finance Department City Human Resources | Emergency Management | Oregon Military Department Department of Administrative Services | General Services Administration Department of Homeland Security (FEMA) |
| ESF 8 Public Health & Medical Services | <ul style="list-style-type: none"> ■ Public health ■ Medical services ■ Behavioral health services ■ Mass fatality management | City Emergency Management Coordinator (coordinate with Health Dept.) | Health, Housing and Human Services Local Hospitals Local EMS | Department of Human Services (Public Health Division) | Department of Health and Human Services |
| ESF 9 Search & Rescue | <ul style="list-style-type: none"> ■ Life-saving assistance ■ Search and rescue operations | City Police Department | Sheriff’s Office Fire Defense Board | Oregon Emergency Management Office of the State Fire Marshal | Department of Homeland Security (FEMA, U.S. Coast Guard) Department of the Interior (National Park Service) Department of Defense |

3. Roles and Responsibilities

Table 3-1 Response Partners by Emergency Support Function

| Emergency Support Function | Scope (Federal) | Primary Local Agencies | Primary County Agency | Primary State of Oregon Agency | Primary Federal Agency |
|---|--|--|---|---|---|
| ESF 10 Oil & Hazardous Materials | <ul style="list-style-type: none"> ▪ Oil and hazardous materials (chemical, biological, radiological, etc.) response ▪ Environment short- and long-term cleanup | TVF&R | Emergency Management Fire Department | Department of Environmental Quality Office of the State Fire Marshal | Environmental Protection Agency Department of Homeland Security (U.S. Coast Guard) |
| ESF 11 Agriculture & Natural Resources | <ul style="list-style-type: none"> ▪ Nutrition assistance ▪ Animal and plant disease and pest response ▪ Food safety and security ▪ Natural and cultural resources and historic properties protection ▪ Safety and well-being of household pets | City Emergency Management Coordinator (coordinate with County resources) | Emergency Management Health, Housing and Human Services Dog Services (DTD) Oregon State University Extension | Department of Agriculture | Department of Agriculture Department of Interior |
| ESF 12 Energy | <ul style="list-style-type: none"> ▪ Energy infrastructure assessment, repair, and restoration ▪ Energy industry utilities coordination ▪ Energy forecast | City Public Works City Community Development Private Utilities | Emergency Management | Department of Energy Public Utility Commission | Department of Energy |
| ESF 13 Public Safety & Security | <ul style="list-style-type: none"> ▪ Facility and resource security ▪ Security planning and technical resource assistance ▪ Public safety and security support ▪ Support to access, traffic, and crowd control | City Police Department | Sheriff's Office | Department of Justice Oregon State Police Department of Administrative Services | Department of Justice |

3. Roles and Responsibilities

Table 3-1 Response Partners by Emergency Support Function

| Emergency Support Function | Scope (Federal) | Primary Local Agencies | Primary County Agency | Primary State of Oregon Agency | Primary Federal Agency |
|---|---|--|--|--|--|
| <p>ESF 14 Long-Term Community Recovery</p> | <ul style="list-style-type: none"> ■ Social and economic community impact assessment ■ Long-term community recovery assistance to States, tribes, local governments, and the private sector ■ Analysis and review of mitigation program implementation | <p>City Administration City Council</p> | <p>Emergency Management Health, Housing and Human Services</p> | <p>Oregon Business Development Department Oregon Emergency Management Governor’s Recovery Planning Cell (Governors Recovery Cabinet)</p> | <p>Department of Agriculture Department of Homeland Security Department of Housing and Urban Development Small Business Administration</p> |
| <p>ESF 15 External Affairs</p> | <ul style="list-style-type: none"> ■ Emergency public information and protective action guidance ■ Media and community relations ■ Congressional and international affairs ■ Tribal and insular affairs | <p>City Emergency Management Coordinator City Administration</p> | <p>Public and Government Affairs</p> | <p>Governor’s Office Oregon Emergency Management</p> | <p>Department of Homeland Security</p> |

4

Concept of Operations

4.1 General

Primary roles involved during the initial emergency response will focus on first responders, such as fire districts, police departments, and public works departments, sometimes also involving hospitals, local health departments, and regional fire and HazMat teams. Typically, as the emergency situation evolves and the immediate response subsides, a transition period will occur during which emergency responders will hand responsibility for active coordination of the response to agencies or organizations involved with recovery operations. In all emergency situations and circumstances, saving and protecting human lives receive priority.

The basic concept of emergency operations focuses on managing and using all available resources at the local level for effectively responding to all types of emergencies. Local government has the primary responsibility for emergency management functions and for protecting life and property from the effects of emergency and disaster events. This EOP should be used when the City of Wilsonville or local emergency response agencies are reaching or have exceeded their abilities to respond to an emergency incident and not in response to day-to-day operations.

Responsibilities include management and coordination of large-scale events, as well as identifying and obtaining additional assistance and resources for emergency response agencies from the County, State, and/or Federal government through the City EMO.

4.2 Phases of Emergency Management

This plan adheres to the emergency management principle of all-hazards planning, which is predicated on the fact that most responsibilities and functions performed during an emergency are not hazard-specific. It should be noted that this is an emergency operations plan rather than a comprehensive emergency management plan, as its emphasis is on incident management rather than on program management. That said, this EOP impacts and is informed by activities conducted before and after any emergency operations take place. A brief description of the four phases of emergency management is provided below.

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Figure 4-1 Phases of Emergency Management

Mitigation and Prevention activities seek to eliminate or reduce a disaster's likelihood and/or consequences. They involve actions to protect lives and property from threats as well as long-term activities that lessen the undesirable effects of unavoidable hazards.

Preparedness activities serve to develop and/or enhance the response capabilities that will be needed should an emergency arise. Planning, training, and exercises are the major activities that support preparedness.

Recovery is both a short-term and long-term process. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public. Long-term recovery focuses on restoring the community to its normal, or improved, state of affairs.

Response is the provision of emergency services during a crisis. These activities help to reduce casualties and damage and speed recovery. Activities include warning, protective actions, rescue, and other such operations. Response is the focus of this EOP.

4.3 Incident Levels

Incident levels assist response agencies in recognizing the degree of intensity and potential impact of a particular situation. Emergency situations will not always fit neatly into these levels, and any incident has the potential to intensify and expand. Special circumstances or external pressures may warrant outside assistance for relatively minor incidents. The incident levels used by the City are consistent with those of Clackamas County and the State of Oregon.

4.3.1 Level 1

Level 1 situations are often referred to as “routine” crisis management or emergency situations that can be handled using resources available at the incident location. For these situations, it may not be necessary to implement an emergency plan. Outside assistance is usually not required.

4.3.2 Level 2

Level 2 situations are characterized by a need for response assistance from outside agencies (specialized equipment or personnel, insufficient or inadequate on-site resources, etc.). Requests for assistance related to Level 2 situations often take the form of a 911 call for police, fire, or medical assistance. Examples include

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hazardous materials spills and traffic incidents with multiple injuries. The IC may implement selected portions of the City EOP.

4.3.3 Level 3

Level 3 situations are major incidents that require application of a broad range of community resources to save lives and protect property. Examples of such situations include an airliner crash in populated area, a major earthquake, etc. Emergency plans should be implemented, and the EOC will be activated to coordinate response and recovery activities.

4.3.4 NIMS Incident Levels

While the City uses incident levels that are consistent with the County and State EOPs, incident types at the Federal level are based on the following five levels of complexity (source: U.S. Fire Administration).

| Type | Description |
|---------------|--|
| Type 5 | <ul style="list-style-type: none"> ■ The incident can be handled with one or two single resources with up to six personnel. ■ Command and General Staff positions (other than the IC) are not activated. ■ No written Incident Action Plan (IAP) is required. ■ The incident is contained within the first operational period and often within an hour to a few hours after resources arrive on scene. ■ Examples include a vehicle fire, an injured person, or a police traffic stop. |
| Type 4 | <ul style="list-style-type: none"> ■ Command staff and general staff functions are activated only if needed. ■ Several resources are required to mitigate the incident. ■ The incident is usually limited to one operational period in the control phase. ■ The agency administrator may hold briefings and ensure that the complexity analysis and delegation of authority are updated. ■ No written IAP is required, but a documented operational briefing will be completed for all incoming resources. ■ The agency administrator develops operational plans, including objectives and priorities. |

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| Table 4-1 NIMS Incident Levels | |
|---------------------------------------|---|
| Type | Description |
| Type 3 | <ul style="list-style-type: none"> ■ When capabilities exceed initial attack, the appropriate ICS positions should be added to match the complexity of the incident. ■ Some or all of the Command and General Staff positions may be activated, as well as Division/Group Supervisor and/or Unit Leader level positions. ■ A Type 3 Incident Management Team or incident command organization manages initial action incidents with a significant number of resources, an extended attack incident until containment/control is achieved, or an expanding incident until transition to a Type 1 or 2 team. ■ The incident may extend into multiple operational periods. ■ A written IAP may be required for each operational period. |
| Type 2 | <ul style="list-style-type: none"> ■ This type of incident extends beyond the capabilities for local control and is expected to go into multiple operational periods. A Type 2 incident may require the response of resources out of area, including regional and/or national resources, to effectively manage the operations, command, and general staffing. ■ Most or all of the Command and General Staff positions are filled. ■ A written IAP is required for each operational period. ■ Many of the functional units are needed and staffed. ■ Operations personnel normally do not exceed 200 per operational period, and total incident personnel do not exceed 500 (guidelines only). ■ The agency administrator is responsible for the incident complexity analysis, agency administrator briefings, and the written delegation of authority. |
| Type 1 | <ul style="list-style-type: none"> ■ This type of incident is the most complex, requiring national resources to safely and effectively manage and operate. ■ All Command and General Staff positions are activated. ■ Operations personnel often exceed 500 per operational period, and total personnel will usually exceed 1,000. ■ Branches need to be established. ■ The agency administrator will have briefings, and ensure that the complexity analysis and delegation of authority are updated. ■ Use of resource advisors at the incident base is recommended. ■ There is a high impact on the local jurisdiction, requiring additional staff for office administrative and support functions. |

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4.4 Response Priorities

1. **Lifesaving/Protection of Property:** This is a focus on efforts to save lives of persons other than City employees and their dependents. It may include prevention or mitigation of major property damage if results of such damage would likely present an immediate danger to human life.
2. **Incident Stabilization:** This is a focus on protection of mobile response resources, isolation of the impacted area, and containment of the incident (if possible).
3. **Property Conservation:** This is a focus on the protection of public facilities essential to life safety/emergency response, protection of the environment whenever public safety is threatened, and protection of private property.

4.5 Incident Management

4.5.1 Activation

When an emergency situation arises, and it is determined that the normal organization and functions of City government are insufficient to effectively meet response requirements, the IC will implement all or part of this EOP. In addition, the IC may partially or fully activate and staff the City EOC based on an emergency's type, size, severity, and anticipated duration. An Emergency Declaration is not required in order to implement the EOP or activate the EOC. Identified personnel may implement the EOP as deemed appropriate for the situation or at the request of an IC. Concurrently, all involved City emergency services will implement their respective plans, procedures, and processes and will provide the IC with the following information:

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

4.5.1.1 Field versus Emergency Operations Center Activities

Typically, the initial response to an emergency is handled by field personnel at the scene of the incident. The gathering area for such field coordination is called the Field Command Post. If/when the incident response expands, the EOC may be activated. At that point, personnel at the Field Command Post continue to conduct tactical field response activities while maintaining communication with

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the EOC. It is the role of the EOC staff to provide support to field functions while managing City-wide resources.

4.5.2 Initial Actions

Upon implementation of all or part of this EOP, the IC (or designee) will immediately take the following actions.

- Alert threatened populations and initiate evacuation as necessary. *See FA 1 – Emergency Services Annex for more detail.*
- Initiate emergency sheltering procedures with the American Red Cross and other community partners if evacuation procedures are activated. *See FA 2 – Human Services Annex for more detail.*
- Instruct appropriate City emergency service providers to activate necessary resources.
- Assign radio frequencies and communications equipment, implement a communications plan, and confirm interoperability among EOC staff and response agencies.
- Request the City Council to prepare and submit a formal Declaration of Emergency through Clackamas County Emergency Management when it is determined that local resources will not meet the needs of local emergency operations.
- Prepare to staff the City EOC as appropriate for the incident.
- City personnel and support staff will be deployed to restore normal activity and provide essential community services as soon as possible following the emergency. *See FA 4 – Recovery Strategy Annex for additional information regarding community recovery procedures.*

4.5.3 Communications, Notification and Warning

Traditional communication lines, such as landline telephones, cellular telephones, faxes, pagers, internet/e-mail, and radio, will be used by City response personnel throughout the duration of response activities. *See FA 1 – Emergency Services for more detail.*

A public warning and broadcast system has not been established for the City to provide emergency information and instructions during a pending or actual emergency incident or disaster; however, reverse 911 is accessible through Clackamas County and may be used in this instance. The Emergency Management Coordinator shall provide the public with educational/instructional materials and presentations on subjects regarding safety practices and survival tactics for the first 72 hours of a disaster. FA 1 – Emergency Services provides detailed information regarding how these systems are accessed, managed, and

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operated throughout an emergency's duration. Emergency notification procedures are established among the response community, and call-down lists are updated and maintained by each individual agency. External partners can be activated and coordinated through the City EOC.

Plain language will be used during any multi-jurisdictional emergency response occurring in the City and is essential to public safety, especially the safety of first responders and those affected by the incident. The use of common terminology enables area commanders, State and local EOC personnel, Federal operational coordinators, and responders to communicate clearly with each other and effectively coordinate response activities, regardless of an incident's size, scope, or complexity. The ability of responders from different jurisdictions and different disciplines to work together depends greatly on their ability to communicate with each other.

4.5.3.1 Interoperability

The City will maintain the ability of emergency management/response personnel to interact and work well together. In the context of technology, interoperability also refers to having an emergency communications system that is the same or is linked to the same system that a jurisdiction uses for nonemergency procedures and that effectively interfaces with national standards as they are developed. The system should allow the sharing of data with other jurisdictions and levels of government during planning and deployment.

4.5.4 Situational Awareness and Intelligence Gathering

This plan should be implemented within the context of the event or incident the City is facing. Constant situational awareness is essential to maintaining a forward-leaning posture that facilitates rapid response. Situational awareness refers to the ongoing process of collecting, analyzing, and disseminating intelligence, information, and knowledge to allow organizations and individuals to anticipate requirements and to react quickly and effectively. Situational awareness comprises an interactive process of sharing and evaluating information from multiple sources, integrating communications and reporting activities, and forecasting or predicting incidents to detect and monitor threats and hazards. These activities provide the basis for advice, alert and warning, intelligence and information sharing, technical assistance, consultations, notifications, and informed decision making at all interagency and intergovernmental levels, as well as on the part of the private and public sectors.

Considerations that may increase the complexity of an event and heighten the need for strong situational awareness include:

- Impacts to life, property and the economy.
- Community and responder safety.
- Potential hazardous materials.

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- Weather and other environmental influences.
- Likelihood of cascading events or incidents.
- Potential crime scene (including terrorism).
- Political sensitivity, external influences, and media relations.
- Area involved and jurisdictional boundaries.

4.5.4.1 Intelligence Gathering

Unlike operational and situational intelligence gathered and reported by the Planning Section, intelligence/investigations gathered within the Intelligence/Investigations function either leads to the detection, prevention, apprehension, and prosecution of criminal activities (or the individual(s) involved), including terrorist incidents, or leads to determination of the cause of a given incident (regardless of the source) such as public health events or fires with unknown origins.

Beyond maintaining situational awareness of an incident, effective incident response requires gathering timely and accurate outside intelligence and having procedures for analyzing that data and distributing it to the proper channels. The County may choose to identify an intelligence position in its command structure. This position may be included as part of an expanded Command Staff or may fall to the Planning Section Chief or designee.

4.5.4.2 Coordination with State Fusion Center

The State of Oregon maintains a fusion center to provide intelligence support as it relates to terrorism and terrorist activity. The Oregon Terrorism Information and Threat Assessment Network (TITAN) Fusion Center and Portland Urban Area TITAN Fusion Center's mission is to protect the citizens of Oregon from terrorism and terrorist activity by providing an "all crimes, all threat and all hazard" information clearinghouse for federal, state, local, and tribal law enforcement agencies. The center's goals are to identify, prevent, detect, disrupt, and assist in investigating terrorism-related crimes by providing an efficient, timely, and secure mechanism to exchange critical information between law enforcement agencies at all levels, state executive leadership, government agencies, and its public- and private-sector partners. The Oregon Titan Fusion Center supports the broader national security enterprise by:

- Pre- and post- terrorism event investigatory support with analysis and dissemination of the conclusions.
- Maintain the State of Oregon Terrorism Suspicious Activity Report intake log.

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- Provide real time intelligence/information support, previously coordinated, to OEM and other appropriate emergency management agencies during an emergency event or operation.
- Provide updated information regarding all crimes or terrorism-related intelligence information to local, state, and federal law enforcement agencies as requested or required.
- Provide liaison support and information sharing in support of emergency operations by disseminating emergency information through TITAN.
- Provide an Oregon TITAN Fusion Center staff member to be collocated within the Oregon ECC in the event of an emergency.
- Provide terrorism-related alerts, bulletins, and assessments to public and private-sector companies and organizations as requested or required.

4.5.5 Resource Management

During an emergency, resources are normally managed at the incident command post under ICS. In a major emergency or disaster, it is necessary to manage resources deployed to any single incident at the incident command post as well as at the EOC. At the EOC and under the direction of the Incident Command, a Resource Management Team may be assembled consisting of at least one representative from the Police, Fire, and Public Works Departments, with support from the Finance and Human Resources Departments.

This team will keep a continuous record of all resources (personnel, materials, supplies, and equipment) available for response efforts and of the incident or staging area to which each is assigned, or any other storage location; the length of time resources have been in or out of use; when they must be rotated off duty; when they will require food, fuel, or maintenance; and other information pertinent to its availability for use in the response effort.

4.5.5.1 Volunteer and Donations Management

The City should maintain a program that ensures the most efficient and effective use of unaffiliated volunteers, unaffiliated organizations, and unsolicited donated goods to support events and incidents. This program should include:

- Activation of a Volunteer and Donations Management coordinator within the City's EMO to address volunteer and donations management.
- Implementation of a system for tracking and utilizing volunteers and donations.

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- Coordination with the County, State, and local volunteer agencies and Volunteer Organizations Active in Disaster groups.
- Establishment of facilities such as a warehouse and volunteer reception center.
- Communications support such as coordination of a call center.

The City may coordinate with the County to provide volunteer and donations management support.

4.5.5.2 Resource Typing

The City may choose to implement NIMS resource typing to better address resource and supply needs during an emergency. Resource typing is a method for standardizing nomenclature, used when requesting equipment and managing resources during an incident; NIMS approves this method for ordering supplies and providing mutual aid to partners during an emergency.

Within many of the resource types are divisions for size, power, or quantity. These are commonly listed as Type I, Type II, Type III, and so on. If interpreted properly, a resource typing list can increase the usefulness of the tools requested in an emergency and may reduce costs by eliminating orders for equipment that are inaccurate or inappropriate for the situation. Response personnel and support staff should practice using resource typing lists and become familiar with the standard terminology for commonly requested resources.

4.5.5.3 Credentialing of Personnel

The City should maintain a program for credentialing response personnel that provides documentation identifying personnel and authenticates and verifies the qualifications of such personnel by ensuring that they possess a minimum common level of training, experience, physical and medical fitness, and capability appropriate for a particular position.

The City's credentialing program may include the following elements:

- Conduct identification and enrollment of personnel in accordance with approved standards.
- Identify type and qualifications of personnel in accordance with published NIMS job titles. For those not covered by NIMS, develop typing for positions based on essential functions of a position, levels of training, experience levels, required licensure and certifications, and physical and medical fitness for qualifying for the position.
- Certify personnel based on completion of identification and meeting qualifications for position to be filled.

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- Card personnel after completing certification of identity, qualifications, and typing.
- Provide authorization for deployment of credentialed personnel through order numbers, travel authorizations, etc.
- Ensure that personnel are credentialed only while they maintain employment and qualifications.

4.5.6 Access and Functional Needs Populations

Access to emergency services shall not be denied on the grounds of color, national origin, sex, age, or functional needs. Also referred to as Vulnerable Populations and Special Needs Populations, Access and Functional Needs Populations are characterized as members of the community who experience exceptional physical, mental, or medical needs and may require assistance before, during, and after an emergency incident after exhausting their usual resources and support network.

See FA 2 – Human Services for more detail.

4.5.7 Demobilization

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

The City Manager, with advice from the Emergency Management Coordinator, will determine when a State of Emergency no longer exists and request restoration of normal city functions from the City Mayor, or designee. Operations can then be terminated.

4.5.8 Transition to Recovery

Recovery comprises steps that the City will take during and after an emergency to restore government function and community services to the levels existing prior to the emergency. Recovery is both a short- and long-term process. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public, such as bringing necessary lifeline systems (e.g., power, communication, water and sewage, disposal of solid and hazardous wastes, or removal of debris) to an acceptable standard while providing for basic human needs (e.g., food, clothing, and shelter). Once stability is achieved, the City can concentrate on long-term recovery efforts, which focus on restoring the community to a normal or improved state of affairs. The recovery period is also an opportune time to institute mitigation measures, particularly those related to the recent emergency. This is also the phase of reassessing applications, processes, and functions of all annexes of this disaster plan for deficiencies. Resources to restore or upgrade damaged areas may be available if it can be

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shown that extra repairs will mitigate or lessen the chances of, or damages caused by, another similar disaster in the future.

See FA 4 – Recovery Strategy for more detail.

4.6 Inter-jurisdictional Coordination

4.6.1 Municipalities

The City is responsible for the direction and control of its local resources during emergencies, including requesting additional resources from mutual aid resources. For resources not covered under mutual aid, requests shall be directed to Clackamas County Emergency Management, including any requests for a State Declaration of Emergency or presidential disaster declaration.

4.6.2 Mutual Aid

State law (ORS 402.010 and 402.015) authorizes the City to enter into Cooperative Assistance Agreements with public and private agencies in accordance with their needs. Personnel, supplies, and services may be used by a requesting agency if the granting agency cooperates and extends such services.

State law (ORS 402.210) authorizes the creation of an intrastate mutual assistance compact among local governments within the State. This compact streamlines the process by which a local government requests assistance and temporarily acquires resources.

4.6.3 Special Service Districts

These districts provide services such as fire protection and electricity provider that are not available from City or County government. Each is governed by an elected Board of Directors and has policies separate from City and County government. They often overlap City and County boundary lines and thus may serve as primary responders to emergencies within their service districts.

4.6.4 Private Sector

Disaster response by local government agencies may be augmented by business, industry, and volunteer organizations. The Emergency Management Coordinator (or designee) will coordinate response efforts with business and industry. This includes providing assistance, as appropriate, in action taken by industry to meet State emergency preparedness regulations governing businesses, such as utility companies, that provide essential services. Schools, hospitals, nursing/care homes, and other institutional facilities are required by Federal, State, or local regulations to have disaster plans. The PIO will also work with voluntary organizations to provide certain services in emergency situations, typically through previously established agreements. In the preparedness context, essential training programs will be coordinated by the sponsoring agencies of such

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organizations as the American Red Cross, faith-based groups, amateur radio clubs, Community Emergency Response Teams, etc.

4.6.5 County Government

The County EMO, as defined in the County EOP, can be activated through County Emergency Management. The County provides direct agency support at the local level and serves as a channel for obtaining resources from outside the County structure, including the assistance provided by State, regional, and Federal agencies. Local resources (personnel, equipment, funds, etc.) should be exhausted or projected to be exhausted before the County requests State assistance.

4.6.6 State Government

The State emergency organization, as defined in the State of Oregon EOP, can be activated through OEM. This department provides a duty officer at all times. The State provides direct agency support to the local level and serves as a channel for obtaining resources from outside the State structure, including the assistance provided by the Federal government.

4.6.7 Federal Government

The County shall make requests for Federal disaster assistance to OEM. Federal resources may be requested and provided prior to the formal declaration of a disaster in emergency response situations. A Presidential Disaster Declaration makes available extensive disaster response and recovery assistance, including financial support to governments, businesses, and individual citizens.

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Command and Control

5.1 General

Responsibility for command and control of City departments and resources lies with the City Council. Direction and control of City emergency operations will be conducted via ICS and the Multi-Agency Coordination System. The City EMO is responsible for maintaining the readiness of the ECC and identifying and training support staff. City departments will be requested to designate personnel who can be made available to be trained by the City Emergency Management Coordinator and to work the EOC during a major disaster. Other departments may be requested to provide assistance in a major emergency.

5.2 On-Scene Incident Management

The initial City response structure consists of the IC and single-resource department or agencies (i.e., Public Works Department, Police Department, and the TVF&R). Depending on the incident, the Directors/Chiefs of the responding agency may act as both the IC and the chief of their respective resource agencies.

During the initial response, an IC from the appropriate agency will be located at the on-scene incident command post and will assume the responsibilities of the PIO, liaison officer, and safety officer command staff responsibilities until these responsibilities are delegated.

As the incident progresses, and to maintain an adequate span of control, the initial response structure will expand into an ICS structure supported by full command and general staff positions.

5.3 Emergency Operations Center Support to On-Scene Operations

Depending on the type and size of incident, the City may activate the EOC and assign an IC. The City will require and request additional personnel to support this expanded structure. Depending on the incident type, the City departments will provide staff to the EOC. Following a declaration of emergency, the City may receive assistance from the County and may utilize and support the County ICS structure. At any time, if the incident expands or contracts, changes in jurisdiction or discipline, or becomes more or less complex, the IC may change to meet the needs of the incident.

5. Command and Control

Upon activation of the City EOC, the City Manager is empowered to assume executive control over all departments, divisions, and offices of the City of Wilsonville during a state of emergency. The Assistant City Manager, Public Works Director, or Community Development Director becomes the IC and is responsible for performing such duties as causing emergency measures to be enforced and designating emergency areas. The City Council (or designee) may declare a “state of emergency,” and the IC may place this plan into effect and activate and staff the City EOC on full or partial basis. In the event that one or more of the above actions are implemented, a report of such action will be made to the Mayor and City Council at the first available opportunity. Outside assistance, whether from other political jurisdictions or from organized volunteer groups, will be requested and used only as an adjunct to existing City services, and then only when the situation threatens to expand beyond the City’s response capabilities.

5.4 Emergency Operations Center

Incident response activities will be supported from the EOC and will be activated upon notification of a possible or actual emergency. The EOC will track, manage, and allocate appropriate resources and personnel. During large-scale emergencies, the EOC will, in fact, become the seat of government for the duration of the crisis. The EOC will serve as a multi-agency coordination center, if needed.

5.4.1 Emergency Operations Center Activation

During emergency operations, and upon activation, the EOC staff will assemble and exercise Direction and Control, as outlined below.

- The EOC will be activated by the IC (or designee). The IC will assume responsibility for all operations and for direction and control of response functions.
- The IC will determine the level of staffing required and will alert the appropriate personnel, agencies, and organizations.
- Emergency operations will be conducted by City departments, augmented as required by trained reserves, volunteer groups, and forces supplied through mutual aid agreements. County, State, and Federal support will be requested if the situation dictates.
- Communications equipment in the EOC will be used to receive information, disseminate instructions, and coordinate emergency operations.
- The IC may establish an on-scene command post at the scene to maintain close contact and coordination with the EOC.

5. Command and Control

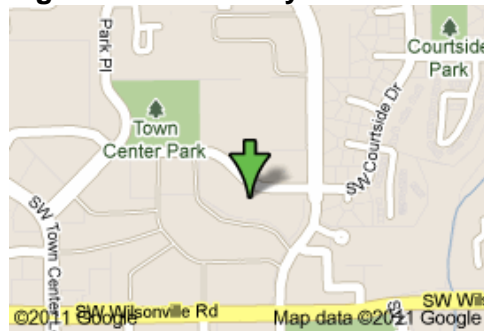
- Department heads and organization leaders are responsible for emergency functions assigned to their activities, as outlined in their respective annexes.
- The EOC will normally operate on a 24-hour basis, rotating on 12-hour shifts, or as needed.
- The IC will immediately notify the Clackamas County Emergency Management office upon activation. Periodic updates will be issued as the situation requires.

5.4.2 Emergency Operations Center Location

The **primary location** for the City EOC is:

City Hall
 29799 SW Town Center Loop E, Wilsonville, OR 97070

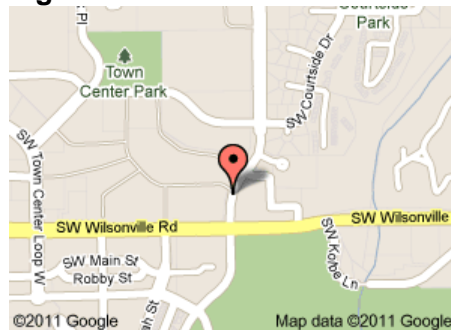
Figure 5-1 Primary EOC Location



If necessary, the **alternate location** for the City EOC is:

Public Works/Police Building
 30000 SW Town Center Loop E, Wilsonville, OR 97070

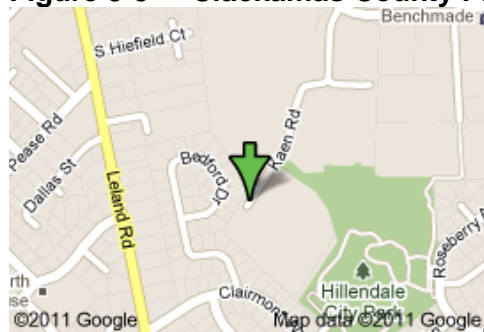
Figure 5-2 Alternate EOC Location



The **Clackamas County EOC** is co-located with Clackamas County Emergency Management and C-COM offices at:

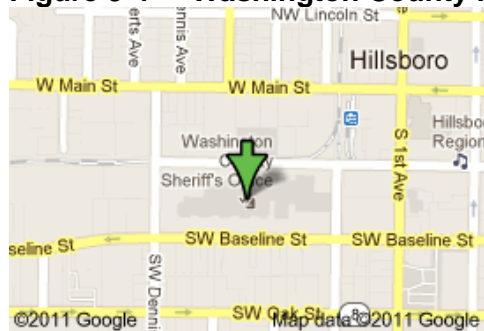
2200 Kaen Road, Oregon City, OR 97045

5. Command and Control

Figure 5-3 Clackamas County Primary EOC Location

The **Washington County EOC** is located at at:

Law Enforcement Center Training Rooms
215 SW Adams Avenue, Hillsboro, OR 97123

Figure 5-4 Washington County Primary EOC Location

5.5 Incident Command System

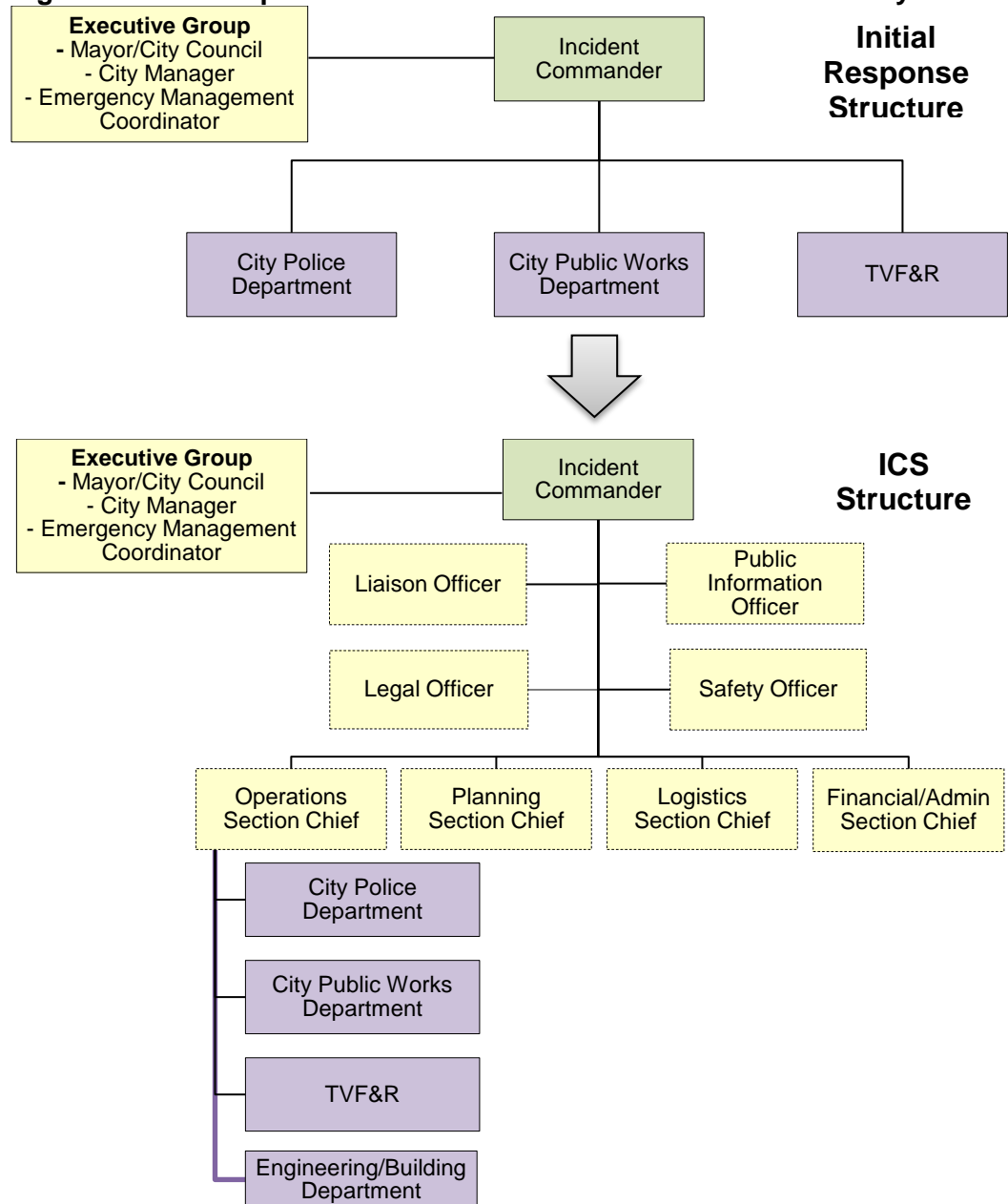
In Oregon, implementation of NIMS and ICS is mandatory during an emergency incident. NIMS is a comprehensive, national approach to incident management, applicable to all jurisdictional levels and across functional disciplines. ICS is a standardized, flexible, scalable, all-hazard incident management system designed to be utilized from the time an incident occurs until the need for management and operations no longer exists. The system consists of practices for managing resources and activities during an emergency response and allows agencies to communicate using common terminology and operating procedures. It also allows for effective coordination and allocation of resources throughout an incident's duration.

The ICS structure can be expanded or contracted, depending on the incident's changing conditions. It can be staffed and operated by qualified personnel from any emergency service agency and may involve personnel from a variety of disciplines. As such, the system can be utilized for any type or size of emergency, ranging from a minor incident involving a single unit to a major emergency involving several agencies and spanning numerous jurisdictions. The City has established an EMO, supporting EOC activation and operational procedures, and position checklists compliant with NIMS/ICS. This information is contained

5. Command and Control

within this EOP; however, this document is not an EOC manual. A transitional ICS organizational chart for the City is presented in Figure 5-1. The City has established an EMO, supporting EOC activation and operational procedures, and position checklists compliant with NIMS/ICS. This information is contained within this EOP; however, this document is not an EOC manual. A transitional ICS organizational chart for the City is presented in Figure 5-4.

Figure 5-5 Example of a Scalable Command Structure for the City



5. Command and Control**5.5.1 Emergency Operations Center Command Staff****5.5.1.1 Incident Commander**

The IC is responsible for the operations of the EOC when it is activated and has overall responsibility for accomplishing the EOC mission. In general, the IC is responsible for:

- Approving and supporting implementation of an IAP.
- Coordinating activities supporting the incident or event.
- Approving release of information through the PIO.
- Performing the duties of the following command staff if no one is assigned to the position:
 - Safety Officer
 - PIO
 - Liaison Officer
 - General Staff.

5.5.1.2 Safety Officer

The Safety Officer position generally applies to incident scenes and is responsible for:

- Identifying initial hazards, determining personal protective equipment requirements, and defining decontamination areas.
- Implementing site control measures.
- Monitoring and assessing the health and safety of response personnel and support staff (may be necessary for EOC as well).
- Preparing and implementing a site Health and Safety Plan and updating the IC regarding safety issues or concerns, as necessary (may be necessary for EOC as well).
- Exercising emergency authority to prevent or stop unsafe acts (may be necessary for EOC as well).

5.5.1.3 Public Information Officer

A lead PIO will most likely coordinate and manage a larger public information network representing local, County, regional, and State agencies; tribal entities; political officials; and other emergency management stakeholders. The PIO's duties include:

5. Command and Control

- Developing and coordinating release of information to incident personnel, media, and the general public.
- Coordinating information sharing among the public information network through the use of a Joint Information System and, if applicable, participating in a Joint Information Center (JIC).
- Implementing information clearance processes with the IC.
- Conducting and/or managing media briefings and implementing media-monitoring activities.

5.5.1.4 Liaison Officer

Specific liaison roles may be incorporated into the command structure established at the City and/or County EOC, depending on the type of emergency incident that has occurred. Liaisons represent entities and organizations such as hospitals, school districts, tribes, public works/utility companies, and volunteer services such as the American Red Cross. Responsibilities typically associated with a liaison role include:

- Serving as the contact point for local government officials, agency or tribal representatives, and stakeholders.
- Coordinating information and incident updates among interagency contacts, including the public information network.
- Providing resource status updates and limitations among personnel, capabilities, equipment, and facilities to the IC, government officials, and stakeholders.

The annexes attached to this plan contain general guidelines for the City governmental entities, organizations, and County officials and departments to carry out responsibilities assigned at the City EOC or other designated facility where response efforts will be coordinated.

5.5.1.5 Legal Officer

The role of the Legal Officer is to provide legal advice and guidance to the IC. The Legal Officer reports directly to the IC. Any legal advice or information should flow from the Legal Officer to the IC and then be disseminated through the Chain of Command at the direction of the IC.

5.5.2 Emergency Operations Center General Staff

5.5.2.1 Operations Section Chief

The Operations Section Chief position is typically filled by the lead agency managing response activities for a specific type of incident. The Operations section is organized into functional units representing agencies involved in

5. Command and Control

tactical operations. The following agencies are typically included in the Operations Section:

- Fire: emergencies dealing with fire, earthquake with rescue, or hazardous materials.
- Law Enforcement: incident(s) involving civil disorder/disturbance, significant security/public safety concerns, transportation-related accidents, and/or criminal investigations).
- Public Health Officials: contamination issues, disease outbreaks, and/or emergency incidents posing threats to human, animal, and environmental health).
- Public Works and/or Community Development: incidents resulting in major utility disruptions, damage to critical infrastructure, and building collapse).

Private entities, companies, and NGOs may also support the Operations section. The Operations Section Chief is responsible for:

- Providing organizational support and directing implementation of unit operational plans and field response activities.
- Developing and coordinating tactical operations to carry out the IAP.
- Managing and coordinating various liaisons representing community response partners and stakeholders.
- Directing IAP tactical implementation.
- Requesting resources needed to support the IAP.

5.5.2.2 Planning Section Chief

The Planning Section is responsible for forecasting future needs and events of the response effort while ensuring implementation of appropriate procedures and processes. This section is typically supported by four primary units: Resources, Situation, Documentation, and Demobilization. The Planning Chief is responsible for:

- Collecting, evaluating, and distributing information regarding the incident and providing a status summary.
- Preparing and disseminating the IAP.
- Conducting planning meetings and developing alternatives for tactical operations.
- Maintaining resource status.

5. Command and Control

5.5.2.3 Logistics Section Chief

The Logistics Section is typically supported by the units responsible for Supply, Food, Communications, Medical, Facilities, and Ground Support. Depending on the incident's type and size, these units can be divided into two branches: Service and Support. The Logistics Chief is responsible for:

- Providing and managing resources to meet the needs of incident personnel.
- Managing various coordinators of particular resources, such as transportation-related equipment, EOC staff support services, supplies, facilities, and personnel.
- Estimating future support and resource requirements.
- Assisting with development and preparation of the IAP.

5.5.2.4 Finance/Administration Section Chief

The Finance/Administration Section is specific to the incident type and severity of resulting impacts. In some instances, agencies may not require assistance, or only a specific function of the section may be needed that can be staffed by a technical specialist in the Planning section. Potential units assigned to this section include: Compensation/Claims, Procurement, Cost, and Time. The Finance and Administration Chief is responsible for:

- Monitoring costs related to the incident.
- Maintaining accounting, procurement, and personnel time records.
- Conducting cost analyses.

5.5.3 Unified Command

In some incidents, several organizations may share response authority. ICS has the advantage of combining different local, County, regional, State, and Federal agencies into the same organizational system, maximizing coordination of response activities, and avoiding duplication of efforts. A structure called Unified Command (UC) allows the IC position to be shared among several agencies and organizations that maintain jurisdiction. UC members retain their original authority but work to resolve issues in a cooperative fashion to enable a more efficient response and recovery.

In a large incident involving multiple jurisdictions and/or regional, state, and Federal response partners, a UC may replace a single organization IC. Each of the four primary ICS sections may be further subdivided, as needed. In smaller situations, where additional persons are not required, the IC will directly manage all aspects of the incident organization. Figure 5-5 is an example of a UC

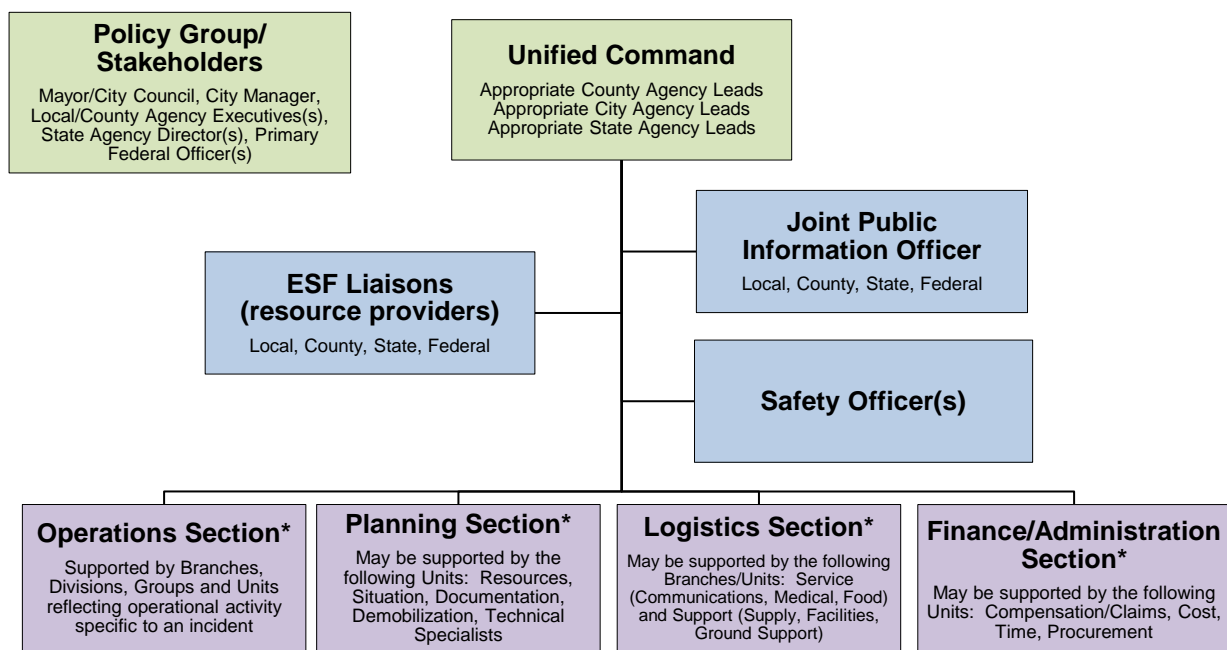
5. Command and Control

organizational chart for the City. It provides operational flexibility to expand or contract staffing, depending on an incident’s nature and size.

5.5.4 Multi-Agency Coordination

In the event that the City is coordinating a response with other jurisdictions or agencies with authority over the incident, it may choose to implement a Multi-Agency Coordination Group. Typically, administrators/executives, or their appointed representatives, who are authorized to commit agency resources and funds, are brought together and form Multi-Agency Coordination Groups. Multi-Agency Coordination Groups may also be known as multiagency committees, emergency management committees, or as otherwise defined by the system. A Multi-Agency Coordination Group can provide coordinated decision making and resource allocation among cooperating agencies and may establish the priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities.

Figure 5-6 Example of Unified Command for the City



*Note: In any type of incident, a Section Chief may be assigned a Deputy. In addition, an Intelligence Section would be incorporated into the command structure in response to incidents of national significance or those presumed or confirmed to be terrorist-related.

6

Plan Development, Maintenance and Implementation

6.1 Plan Review and Maintenance

At a minimum, this EOP will be informally reviewed every two years and formally reviewed and re-promulgated every five years. This review will be coordinated by the City of Wilsonville Emergency Management Coordinator and will include participation by members from each of the departments assigned as lead agencies in this EOP and its supporting annexes. This review will:

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

In addition, lead agencies will review the annexes and appendices assigned to their respective departments. A more frequent schedule for plan review and revision may be necessary.

Recommended changes should be forwarded to:

Delora Kerber, Emergency Management Coordinator
29799 SW Town Center Lp E
Wilsonville, OR 97070

6.2 Training Program

The City Emergency Management Coordinator specifically coordinates training for City personnel and encourages them to participate in trainings hosted by other jurisdictions throughout the region.

Current training and operational requirements set forth under NIMS have been adopted and implemented by the City. The Emergency Management Coordinator maintains records and lists of training received by City personnel. Training requirements apply to all first responders and disaster workers, including first-line supervisors, middle management, and command and general staff. NIMS identifies these positions as follows:

- EMS personnel.

6. Plan Development, Maintenance and Implementation

- Firefighters.
- Law enforcement personnel.
- Public works/utility personnel.
- Skilled support personnel.
- Other emergency management response personnel.
- Support/volunteer personnel at all levels.

6.3 Exercise Program

The City's goal is to participate in at least one exercise per year to test and evaluate this EOP. Whenever feasible, the City will coordinate with neighboring jurisdictions and State and Federal government to participate in joint exercises. These exercises will consist of a variety of tabletop exercises, drills, functional exercises, and full-scale exercises.

As appropriate, the City will use Homeland Security Exercise and Evaluation Program procedures and tools to develop, conduct, and evaluate these exercises. Information about this program can be found at <http://hseep.dhs.gov>.

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

6.4 Event Critique and After Action Reporting

In order to document and track lessons learned from exercises, the Emergency Management Coordinator will conduct a review, or "hot wash," with exercise participants after each exercise. The Emergency Management Coordinator will also coordinate an After Action Report, which will describe the objectives of the exercise and document the results of the evaluation.

Similarly, reviews and After Action Reports will be facilitated after an actual disaster that will document activities of the incident to improve the City's readiness.

6.5 Community Outreach and Preparedness Education

Educational tools are used to teach the public about threats, disasters, and what to do when an emergency occurs. The City maintains an active community preparedness program and recognizes that citizen preparedness and education are vital components of the City's overall readiness.

6. Plan Development, Maintenance and Implementation

Information about public education programs, hazard and mitigation information, and other emergency management and emergency services can be found on the County websites at <http://www.co.clackamas.or.us/emergency/> and <http://www.ocem.org/> or TVF&R's website at http://www.tvfr.com/safetytips/emergency_prep/index.aspx

6.6 Funding and Sustainment

It is a priority of the City to fund and maintain an emergency management organization that ensures the City's ability to respond to and recover from disasters. The Emergency Management Coordinator will work with the City Council and community stakeholders to:

- Identify funding sources for emergency management programs, personnel, and equipment.
- Ensure that the City Council 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.

6. Plan Development, Maintenance and Implementation

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Sample Disaster Declaration Forms

Appendix A. Declaration of State of Emergency

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Appendix A. Declaration of State of Emergency

DECLARATION OF A STATE OF EMERGENCY AND IMPOSITION OF EMERGENCY MEASURES FOR THE CITY OF WILSONVILLE

WHEREAS, on or about (date) _____ a _____ event has caused or imminently threatens to cause injury, damage, and suffering to the persons, property, or resources of the City of Wilsonville (“City”); and

WHEREAS, the event has endangered the health, safety and welfare of a substantial number of persons residing in the City and threatens to create problems greater in scope than the City is able to resolve under normal measures; and

WHEREAS, emergency management measures are required to reduce the severity of this disaster and to protect the health, safety and welfare of affected residents and property in the City;

NOW THEREFORE, we, the undersigned elected City Council (or if otherwise impractical or prohibitive to take timely action, I, the emergency successor as Mayor, Council President, City Manager, or other designee under the City Emergency Management Plan), pursuant to the provisions of City of Wilsonville Resolution No. 1959, do hereby declare the existence of a disaster emergency in the City;

FURTHER, we (I) direct the City Emergency Management Agency to coordinate the activities of the emergency response, to take all appropriate action needed to alleviate the effects of this disaster, to aid in the restoration of essential public service, and to take any other emergency response actions deemed necessary to respond to this disaster emergency.

This declaration shall take effect immediately.

DATE:

WILSONVILLE CITY COUNCIL (at least 3)

OR IN LIEU THEREOF, THE SUCCESSOR
DESIGNEE UNDER RESOLUTION NO. 1959

Title:

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B

Incident Command System Forms

Appendix B. Incident Command System Forms

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Appendix B. Incident Command System Forms

Index of Incident Command System (ICS) Forms

The following ICS forms are included in this appendix. .

| ICS Form No. | Form Title |
|---------------------|---------------------------------------|
| ICS Form 201 | Incident Briefing |
| ICS Form 202 | Incident Objectives |
| ICS Form 203 | Organization Assignment List |
| ICS Form 204 | Assignment List |
| ICS Form 205 | Incident Radio Communications Plan |
| ICS Form 205a | Communications List |
| ICS Form 206 | Medical Plan |
| ICS Form 207 | Incident Organizational Chart |
| ICS Form 208 | Safety Message/Plan |
| ICS Form 209 | Incident Status Summary |
| ICS Form 210 | Resource Status Change |
| ICS Form 211 | Incident Check-in List |
| ICS Form 213 | General Message |
| ICS Form 214 | Activity Log |
| ICS Form 215 | Operational Planning Worksheet |
| ICS Form 215a | Incident Action Plan Safety Analysis |
| ICS Form 218 | Support Vehicle/Equipment Inventory |
| ICS Form 219 | Resource Status Card (T-Card) |
| ICS Form 220 | Air Operations Summary |
| ICS Form 221 | Demobilization Plan |
| ICS Form 225 | Incident Personnel Performance Rating |

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C

Emergency Operations Center Position Checklists

Appendix C. Emergency Operations Center Position Checklists

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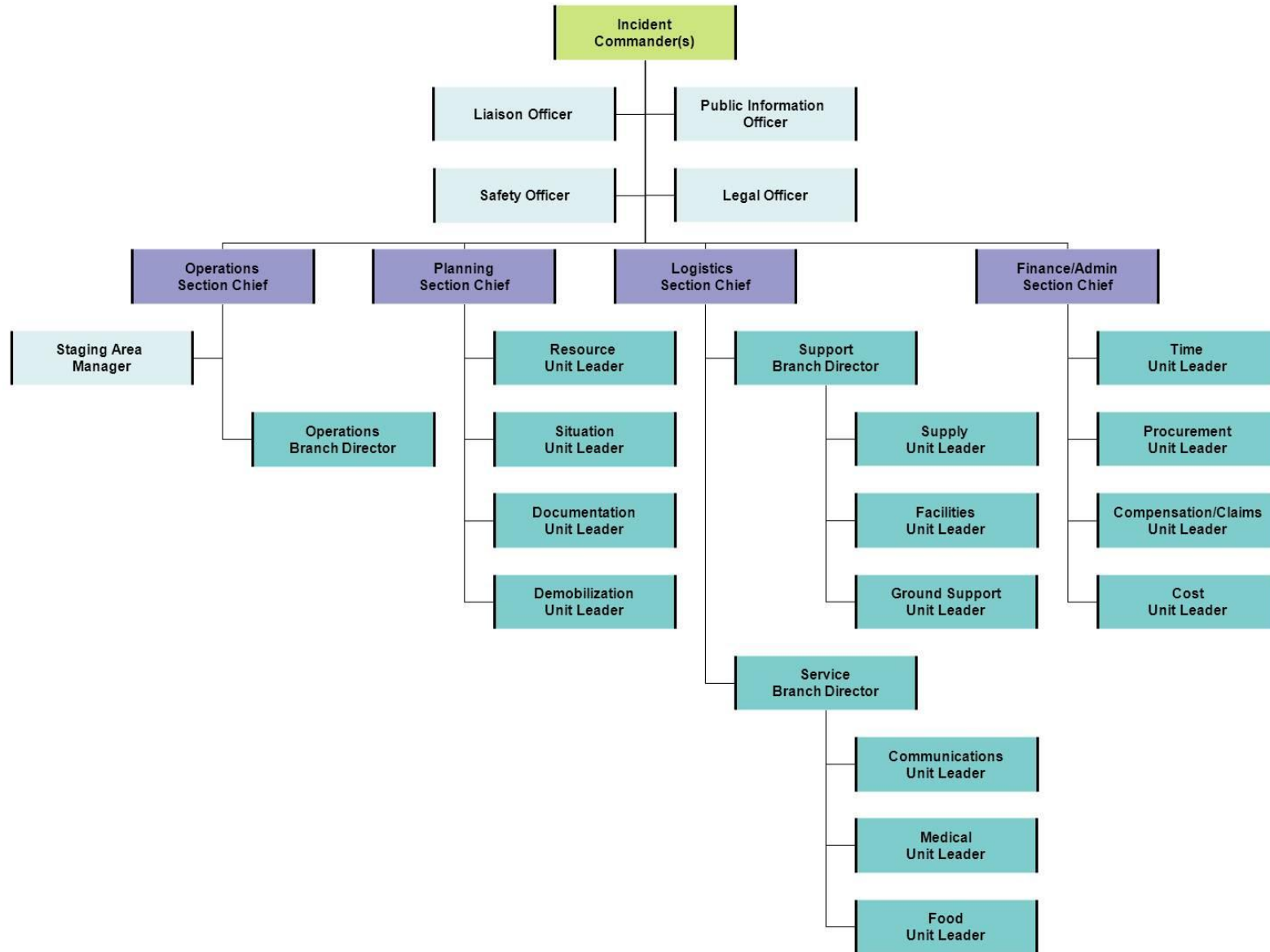
Appendix C. Emergency Operations Center Position Checklists**Index of EOC Position Checklists**

The following checklists are included in this appendix.

1. Communication Unit Leader Checklist
2. Compensation/Claims Unit Leader Checklist
3. Cost Unit Leader Checklist
4. Demobilization Unit Leader Checklist
5. Documentation Unit Leader Checklist
6. Facilities Unit Leader Checklist
7. Finance – Administration Section Chief Checklist
8. Food Unit Leader Checklist
9. Ground Support Unit Leader Checklist
10. Incident Commander Checklist
11. Liaison Officer Checklist
12. Logistics Section Chief Checklist
13. Medical Unit Leader Checklist
14. Operations Branch Director Checklist
15. Operations Section Chief Checklist
16. Planning Section Chief Checklist
17. Procurement Unit Leader Checklist
18. Public Information Officer Checklist
19. Resources Unit Leader Checklist
20. Safety Officer Checklist
21. Service Branch Director Checklist
22. Situation Unit Leader Checklist
23. Staging Area Manager Checklist
24. Supply Unit Leader Checklist
25. Support Branch Director Checklist
26. Time Unit Leader Checklist

Appendix C. Emergency Operations Center Position Checklists

Figure C-1 EOC Position Organizational Chart



D

References

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Federal

- Federal Emergency Management Agency, Comprehensive Planning Guide 101, 2010.
(http://www.fema.gov/pdf/about/divisions/npd/CPG_101_V2.pdf)
- Federal Emergency Management Agency, FEMA 64, Emergency Action Planning Guidelines for Dams, 1998.
(<http://www.fema.gov/plan/prevent/damfailure/fema64.shtm>)
- Homeland Security Presidential Directive 5: Management of Domestic Incidents, 2003.
(http://www.dhs.gov/xabout/laws/gc_1214592333605.shtm)
- National Incident Management System, 2008.
(http://www.fema.gov/pdf/emergency/nims/NIMS_core.pdf)
- National Response Framework, 2008.
(<http://www.fema.gov/emergency/nrf/>)
- Public Law 93 234, as amended, Flood Disaster Protection Act of 1973. (<http://www.fdic.gov/regulations/laws/rules/6500-3600.html>)
- Public law 93-288, The Disaster Relief Act of 1974, as amended by Public Law 100-707, The Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988.
(<http://www.fema.gov/about/stafact.shtm>)
- The Code of Federal Regulations, Title 44, Part 206.
(<http://ecfr.gpoaccess.gov/cgi/t/text/text-idx?c=ecfr&sid=58d3c66822cc6df274ab5bb11faa77ff&rgn=div5&view=text&node=44:1.0.1.4.57&idno=44>)

State

- Mount Hood Coordination Plan, September 2005.
(<http://www.oregongeology.org/sub/earthquakes/mthoodplanfinal0905.pdf>)
- Office of the State Fire Marshal. Oregon Fire Services Mobilization Plan, 2011.
(http://www.oregon.gov/OSP/SFM/Oregon_Mob_Plan.shtml)
- Oregon Emergency Management. State of Oregon Emergency Declaration Guidelines for Local Elected and Appointed Officials, 2010.

Appendix D. References

(http://www.oregon.gov/OMD/OEM/docs/library/decl_guide_Nov_2010.pdf?ga=t)

- Oregon Revised Statutes (ORS) 401.305 through 401.335, 294.455 and 279B.080.. (<http://www.leg.state.or.us/ors/>)

County

- Clackamas County Emergency Operations Plan, 2011 (a copy can be found in the Emergency Management Coordinator's Office)
- Clackamas County Natural Hazard Mitigation Plan, September 2002.
- Washington County Emergency Operations Plan, August 2009 (a copy can be found in the Emergency Management Coordinator's Office)
- Memoranda of Agreement / Understanding (copies can be found in the Emergency Management Coordinator's Office)

Other

- City of Wilsonville Natural Hazard Mitigation Plan, February 2010. (a copy can be found in the Emergency Management Coordinator's Office)
- City of Wilsonville Continuity of Operations Plan. (a copy can be found in the Emergency Management Coordinator's Office)
- Tri-Met WES Tri-county metropolitan transportation district of Oregon (Tri-Met) Passenger Train Emergency Preparedness Plan, May 2008. (a copy can be found in the Emergency Management Coordinator's Office)
- All other Public Laws or Executive Orders enacted or to be enacted which pertain to emergencies/disasters.

E

Acronyms and Glossary

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Appendix E. Acronyms and Glossary

Acronyms

| | |
|----------|--|
| ADA | Americans with Disabilities Act |
| AMR | American Medical Response |
| BCC | Board of County Commissioners |
| CAD | Computer-Aided Design System |
| CBRNE | Chemical, Biological, Radiological, Nuclear, Explosive |
| C-COM | Clackamas County Department of Communications |
| City | City of Wilsonville |
| COG | Continuity of Government |
| COOP | Continuity of Operations Plan |
| Counties | Clackamas and Washington Counties |
| DRC | Disaster Resource Center |
| EAS | Emergency Alert System |
| ECC | Oregon Emergency Coordination Center |
| EMO | Emergency Management Organization |
| EMP | State of Oregon Emergency Management Plan |
| EMS | Emergency Medical Services |
| EOC | Emergency Operations Center |
| EOP | Emergency Operations Plan |
| FA | Functional Annex |
| FAA | Federal Aviation Administration |
| FBI | Federal Bureau of Investigations |
| FEMA | Federal Emergency Management Agency |
| HazMat | Hazardous Materials |
| I-205 | Interstate 205 |
| I-5 | Interstate 5 |
| IA | Incident Annex |
| IAP | Incident Action Plan |
| IC | Incident Commander |
| ICS | Incident Command System |
| IDA | Initial Damage Assessment |
| JIC | Joint Information Center |

Appendix E. Acronyms and Glossary

| | |
|--------|---|
| JIS | Joint Information System |
| MOU | Memorandum of Understanding |
| NGO | Nongovernmental Organization |
| NHMP | Natural Hazards Mitigation Plan |
| NIMS | National Incident Management System |
| NOAA | North American Oceanic and Atmospheric Administration |
| NRF | National Response Framework |
| NSS | National Shelter System |
| NTSB | National Transportation Safety Board |
| ODOT | Oregon Department of Transportation |
| OEM | Oregon Emergency Management |
| OERS | Oregon Emergency Response System |
| ORS | Oregon Revised Statutes |
| ORWARN | Oregon Water/Wastewater Agency Response Network |
| OSP | Oregon State Police |
| PAC | Public Assistance Coordinator |
| PDA | Preliminary Damage Assessment |
| PIO | Public Information Officer |
| SAR | Search and Rescue |
| SMART | South Metro Area Regional Transit |
| SOP | Standard Operating Procedure |
| State | State of Oregon |
| TITAN | Terrorist Information and Threat Assessment Network |
| TriMet | Tri-County Metropolitan Transportation District of Oregon |
| TVF&R | Tualatin Valley Fire and Rescue |
| UC | Unified Command |
| USDA | United States Department of Agriculture |
| VA | Veterans Administration |
| VOIP | Voice-Over Internet Protocol |
| WCCCA | Washington County Consolidated Communications Agency |
| WES | Westside Express Service |
| WMD | Weapons of Mass Destruction |

Appendix E. Acronyms and Glossary

Glossary of Key Terms

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

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

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

Agency Representative: A person assigned by a primary, assisting, or cooperating State, 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.

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

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

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

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

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.

Appendix E. Acronyms and Glossary

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

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

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

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

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

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

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

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

Command Staff: In an incident management organization, the Command Staff consists of the Incident Commander; the special staff positions of Public Information Officer, Safety Officer, Liaison Officer, Legal Officer; and other positions as required, who report directly to the Incident Commander. Their functions affect and require coordination with the entire organization. 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.

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

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

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

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

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

Director: Title assigned to someone leading a Branch in ICS.

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

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

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

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

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

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

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

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

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

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

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

Federal Preparedness Funding: Funding designated for developing and/or enhancing State, Territorial, local, and tribal preparedness capabilities. This includes all funding streams that directly or indirectly support Homeland Security

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initiatives, e.g. Center for Disease Control and Health Resources and Services Administration preparedness funds.

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

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

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

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

Homeland Security Exercise and Evaluation Program (HSEEP): A capabilities- and performance-based exercise program that provides a standardized policy, methodology, and language for designing, developing, conducting, and evaluating all exercises. Homeland Security Exercise and Evaluation Program also facilitates the creation of self-sustaining, capabilities-based exercise programs by providing tools and resources such as guidance, training, technology, and direct support. For additional information please visit the Homeland Security Exercise and Evaluation Program toolkit at <http://www.hseep.dhs.gov>.

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

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

Incident Action Plan: An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include

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attachments that provide direction and important information for managing the incident during one or more operational periods.

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

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

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

Incident Management Team: The IC and appropriate Command and General Staff personnel assigned to an incident. or resource assigned to provide greater specialization, experience or expertise for an incident.

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

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

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

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ensuring that sensitive information of all types (e.g., classified information, law enforcement sensitive information, proprietary information, or export-controlled information) is handled in a way that not only safeguards the information but also ensures that it reaches those who need it to perform their missions effectively and safely. Intelligence Officer is the term used if the function is assigned as a Command Staff position, otherwise it is an Intelligence Section Chief (General Staff), Intelligence Unit Leader (Planning) or Intelligence Branch Director/Group Supervisor (Operations)

Interagency: An organization or committee comprised of multiple agencies.

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

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

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

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

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

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

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Liaison: A form of communication for establishing and maintaining mutual understanding and cooperation. This is also an ICS Command Staff function.

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 ICS function 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: 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,

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floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.

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

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

Multiagency Coordination Systems: Multiagency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and 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 State, local, and tribal aspects of governance and policy.

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

National Incident Management System: A system mandated by HSPD-5 that provides a consistent nationwide approach for state, local, and tribal governments; the private-sector, and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among State, local, and tribal capabilities, the NIMS includes a

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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 Framework: A guide to how the United States conducts all-hazards incident management. It is built upon flexible, scalable, and adaptable coordinating structures to align key roles and responsibilities across the nation. It is intended to capture specific authorities and best practices for managing incidents that range from the serious but purely local, to large-scale terrorist attacks or catastrophic natural disasters. The National Response Framework replaces the former National Response Plan.

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

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

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

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

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

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

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

Planning Section: Responsible for the collection, evaluation, and dissemination of operational information related to the incident, and for the preparation and

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documentation of the IAP. This section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

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

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

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

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

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

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

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

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

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

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

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

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

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 NIMS includes mutual aid agreements; the use of special state, local, and tribal teams; and resource mobilization protocols.

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

Resource Typing Standard: Categorization and description of response resources that are commonly exchanged in disasters through mutual aid agreements. The FEMA/NIMS Integration Center Resource typing definitions

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provide emergency responders with the information and terminology they need to request and receive the appropriate resources during an emergency or disaster.

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

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

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

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

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

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

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

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

Standardization: A principle of NIMS that provides a set of standardized organizational structures (such as the ICS, multi-agency coordination systems, and public information systems) as well as requirements for processes,

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procedures, and systems designed to improve interoperability among jurisdictions and disciplines in various area, including: training; resource management; personnel qualification and certification; equipment certification; communications and information management; technology support; and continuous system improvement. (Department of Homeland Security, National Incident Management System (March 2004), 2.)

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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Functional Annexes

Incident Annexes

