
Clatsop County, Oregon EMERGENCY OPERATIONS PLAN



June 2018

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Preface

This Emergency Operations Plan is an all-hazards plan that describes how Clatsop County will organize and respond to emergencies and disaster in the community. It is based on, and is compatible with a wide range of laws, regulations, plans, and policies that govern the Clatsop County Emergency Management Program. The program is administered by the Clatsop County Manager's Office, coordinated by the Emergency Management Division, and receives its authority from the Oregon Revised Statutes, which are the basis for the Oregon Administrative Rules. The National Response Framework, the National Contingency Plan, and the State of Oregon Emergency Management Plan provide planning and policy guidance to counties and local entities. Collectively, these documents support the foundation for the Clatsop County Emergency Operations Plan.

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

It is recognized that response to emergency or disaster conditions to maximize the safety of the public and to minimize property damage is a primary responsibility of government. It is the goal of Clatsop County that responses to such conditions are conducted in the most organized, efficient, and effective manner possible. To aid in accomplishing this goal, Clatsop County has adopted, by resolution, the principles of the National Incident Management System and the Incident Command System. Consisting of a Base Plan, Emergency Support Function Annexes that complement the State of Oregon and federal support function annexes, and Incident Annexes, this EOP provides a framework for coordinated response and recovery activities during a large-scale emergency. The plan describes how various agencies and organization in the County will coordinate resources and activities with other federal, State, local and non-governmental organizations.

Clatsop County public officials, departments, and employees that perform emergency and/or first response functions must be properly prepared. Department heads and elected officials shall, to the greatest extent possible, ensure that necessary training is provided to themselves and their employees to further prepare Clatsop County staff for successfully carrying out assigned emergency response roles.

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Letter of Promulgation Clatsop County Emergency Operations Plan

To all Recipients:

Promulgated herewith is the revised Emergency Operations Plan for Clatsop County. This plan supersedes any previous Emergency Operations Plans. It provides a framework in which Clatsop County can plan and perform its respective emergency functions during a disaster or national emergency.

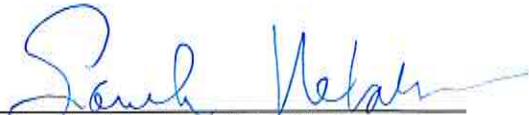
This Emergency Operations Plan attempts to be all-inclusive in combining the four phases of Emergency Management, which are (1) mitigation: activities that eliminate or reduce the probability of disaster; (2) preparedness: activities that governments, organizations, and individuals develop to save lives 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.

The Clatsop County Board of Commissioners has approved this plan. It will be revised and updated as required. All recipients are requested to advise the Director of Emergency Management 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.

Dated this 27TH Day of JUNE 2018



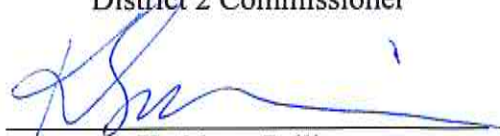
Scott Lee, Chairperson
District 1 Commissioner




Sarah Nebeker, Vice Chairperson
District 2 Commissioner



Lisa Clement
District 3 Commissioner



Kathleen Sullivan
District 4 Commissioner



Lianne Thompson
District 5 Commissioner

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Plan Administration

Record of Plan Changes

The Clatsop County Emergency Operations Plan, including appendices and annexes, will be reviewed and approved on an annual basis. All updates and revisions to the plan will be tracked and recorded in the following table. This process will ensure that the most recent version of the plan is disseminated and implemented by emergency response personnel.

Date	Change #	Summary of Changes
6/27/2018	Original Release	

Plan Administration

Plan Distribution List

This plan will be made available online at www.clatsop.or.us and copies provided to the following jurisdictions, agencies, and persons. Updates will be provided, when available. The recipient will have the responsibility for updating their respective Emergency Operations Plans when changes are received. The Clatsop County Emergency Manager is ultimately responsible for all plan updates. At least one hard copy of this Plan will be stored in the Clatsop County Emergency Operations Center at Camp Rilea, Warrenton, OR, and the alternate Emergency Operations Center in the County Manager's Office at 800 Exchange Street, Astoria, OR.

Date	# of Copies	Jurisdiction/Agency/Person
	6	Sheriff's Office
	5	County Emergency Management Division
	1	Corrections
	1	County Manager
	5	County Commissioners
	1	County Courthouse Trial Court Administrator
	2	Public Works Department
	1	Public Health Department
	1	Assessment and Taxation
	1	Clatsop County Community Development
	1	Clatsop County Clerk & Elections
	1	Clatsop County Fairgrounds
	1	Clatsop County District Attorney
	1	City of Seaside
	1	Seaside Dispatch Center
	1	City of Astoria
	1	Astoria Dispatch Center
	1	City of Warrenton
	1	City of Cannon Beach
	1	City of Gearhart
	1	Fort Stevens State Park
	1	Camp Rilea
	1	CREST
	1	Oregon Emergency Management
	1	Oregon State Police (Astoria)
	1	Providence Seaside Hospital
	1	Columbia Memorial Hospital
	1	Medix Ambulance
	1	United States Coast Guard Air Station (Astoria)
	1	Port of Astoria

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	1	Knappa Fire
	1	Lewis & Clark Fire
	1	Hamlet Fire
	1	Elsie-Vinemapple Fire
	1	Olney-Walluski Fire
	1	Oregon Department of Forestry (Astoria)
	1	Oregon State Fire Marshal (Astoria)

Plan Administration

Emergency Operations Plan Assignments

Unless otherwise stated, the following table identifies agencies responsible for the review and maintenance of specific plan sections and annexes. Changes will be forwarded to the Emergency Manager 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	Emergency Management Division
Emergency Support Function Annexes	
ESF 1 Transportation	Public Works Department Emergency Management Division
ESF 1-1 Evacuation	Sheriff's Office
ESF 2 Communications	Emergency Management Division
ESF 2-1 Amateur Radio Plan	Emergency Management Division
ESF 3 Public Works and Engineering	Public Works Department
ESF 3-1 Damage Assessment	Assessment and Taxation
ESF 3-2 Debris Management	Public Works Department
ESF 4 Firefighting	Fire Defense Board
ESF 5 Emergency Management	Emergency Management Division
ESF 6 Mass Care	Public Health
ESF 6-1 Sheltering	Public Health
ESF 7 Logistics Management and Resource Support	Emergency Management Division (non-medical resources) Clatsop County Public Health (medical resources)
ESF 8 Public Health and Medical Services	Public Health Department
ESF 8-1 Emergency Medical Services	Public Health
ESF 8-2 Public/Environmental Health	Public Health
ESF 8-3 Behavioral Health	Public Health
ESF 8-4 Mass Fatality Management	District Attorney (Medical Examiner's Office)
ESF 9 Search and Rescue	Sheriff's Office

Plan Administration

Section/Annex	Responsible Party
ESF 10 Oil and Hazardous Materials Response	Fire Defense Board
ESF 11 Agriculture and Natural Resources	Public Health
ESF 11-1 Animals in Disaster	Animal Control
ESF 12 Energy	Public Works Department
ESF 13 Public Safety and Security	Sheriff's Office
ESF 14 Long-Term Community Recovery	Assessment and Taxation Emergency Management Division
ESF 15 External Affairs	County Manager's Office
Incident Annex	
IA 1 Basic Emergency Response	Emergency Management Division
IA 2 Tsunami	Emergency Management Division
IA 3 Flood (Including Dam Failure)	Emergency Management Division
IA 4 Earthquake	Emergency Management Division
IA 5 Severe Weather/Landslide	Emergency Management Division
IA 6 Wildland/Urban Interface Fire	Fire Defense Board
IA 7 Volcano/Volcanic Activity	Emergency Management Division
IA 8 Hazardous Materials	Emergency Management Division and Law Enforcement Agencies
IA 9 Utility Failure	Emergency Management Division
IA 10 Transportation Accident	Public Works Department
IA 11 Airport Disaster	Emergency Management Division
IA 12 Public Health Related Incident	Public Health
IA 13 Animal and Agriculture Related	Emergency Management Division
IA 14 Terrorism	Emergency Management Division

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Basic Plan

1

Introduction

1.1 General

This Emergency Operations Plan (EOP) establishes guidance for Clatsop County's actions during response to, and short-term recovery from, major emergencies or disasters. It promulgates a framework within which the County will combine technical capabilities and resources with the sense, judgment, and expertise of its emergency response personnel, department directors, and other decision makers. Specifically, this EOP describes the roles and responsibilities of the County departments and personnel when an incident occurs, and it establishes high-level guidance that supports implementation of the National Incident Management System (NIMS)

The County views emergency management planning as a continuous process that is linked closely with training and exercises to establish a comprehensive preparedness agenda and culture. The Emergency Manager will maintain the EOP through a program of continuous improvement, including ongoing involvement of County departments and of agencies and individuals with responsibilities and interests in this plan and supporting annexes.

1.2 Purpose

The Clatsop County Emergency Operations Plan (EOP) provides a framework for coordinated response and recovery activities during any type or size of emergency. The plan also provides specific information about direction and control, with guidance for all first responders and governmental agencies regarding strategic and tactical procedures supporting all phases of an emergency. This EOP complements the State Emergency Management Plan and the National Response Framework (NRF). It also identifies all Emergency Support Functions (ESFs) and critical tasks needed to support a wide range of response activities.

The objectives of this plan are to:

- Provide strategic and tactical procedures to support the primary responsibilities of Clatsop County during all phases of an emergency;
- Integrate multi-agency, regional, and, if applicable, tribal coordination into emergency operations by implementing NIMS, including ICS;

1. Introduction

- Establish clear lines of authority and succession during any type of emergency;
- Define roles and responsibilities spanning various departments, agencies, divisions, and management levels in support of critical functions;
- Outline clear guidelines and procedures for ensuring consistent and timely release of emergency public information; and
- Provide procedures and criteria for requesting and allocating essential resources to support overall emergency operations.

1.2 Scope and Applicability

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

The 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.

The Basic Plan is supplemented by ESF Annexes and Incident Annexes (IA):

- ESF Annexes focus on critical operational functions and the positions responsible for carrying them out. These annexes clearly describe the policies, processes, roles, and responsibilities that agencies and departments carry out before, during, and after any emergency.
- IAs focus on the special planning needs generated by a particular hazard and contain unique and regulatory response details that apply to a single hazard.

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 Clatsop County. Incident types are based on the hazards identified in the most recent Hazard Definition/Hazard Analysis (December 2006) and Hazard Analysis Matrix (August 2015) conducted for the County.

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

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The intent of the Clatsop County EOP is to provide guidance and procedural information necessary to respond to any type of incident impacting a significant portion of the County. Individual communities and incorporated cities may maintain similar plans or procedures for implementation in response to localized incidents or initial activities prior to escalation to the County. If the County EOP is activated during an incident or countywide emergency declaration, cities and communities will adopt command and control structure and procedures representative of County response operations.

The Emergency Management Division has developed and formalized procedures supporting NIMS implementation and training for the County. In addition, the Board of County Commissioners (BCC) has formalized and adopted a NIMS Implementation Plan. Continuity of Operations (COOP) and Continuity of Government (COG) Plans are under development. Each document lends a unique set of procedures and guidelines for supporting emergency preparedness, response, and recovery, and, when combined can be collectively referred to as a Comprehensive Emergency Management Plan for the County.

1.3 Relationship to Other Plans**1.3.1 National Incident Management System and the National Response Framework**

Homeland Security Presidential Directive-5 (HSPD-5) directed the Secretary of Homeland Security to develop, submit for review by the Homeland Security Council, and administer, NIMS and NRF. 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 across jurisdictions.

The 15 ESFs of the NRF detail the missions, policies, structures, and responsibilities of Federal agencies, including the associated assistance a state is most likely to need. Each ESF has a primary agency assigned for maintaining and coordinating response activities. The State of Oregon has adopted a revised version of the Federal ESF format to include eighteen functions. Clatsop County will retain the federal model of fifteen ESFs in order to maintain continuity with local government. A summary of lead State and Federal agencies for each ESF can be found in Section 3 of this EOP. At a minimum, all emergency response personnel must be familiar with the NRF and have a working knowledge of the plans listed below.

1.3.2 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 this state and to

1. Introduction

provide for and staff a State Emergency Coordination Center (ECC) to aid the Governor. ORS 401.035 makes the Governor responsible for the emergency services system within the State of Oregon. The Director of OEM advises the Governor and coordinates the State's response to an emergency or disaster.

The Oregon EMP includes three volumes:

- Volume I: Preparedness and Mitigation includes 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, referred to as the Basic Plan, broadly describes how the State uses organization to respond to emergencies and disasters. It delineates the Emergency Management Division and includes a Hazard-Specific Plans and Procedures appendix. Volume II describes management functional areas common to most major emergencies or disasters, such as communications, public information, and others.
- 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.

Activation and implementation of the Oregon EMP (or specific elements of the plan) may occur under 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" declaration;
- A Statewide disaster is imminent or occurring;
- Terrorist activities or weapons of mass destruction (WMD) incidents are occurring or imminent;
- 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 and/or Reed College;
- A community emergency occurs (or other appropriate Chemical Stockpile Emergency Preparedness Program Emergency Classification Level);

1. Introduction

- 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; and/or
- An affected city or county fails to act.

1.3.3 Continuity of Operations and Government Plans

Clatsop County has not finalized a COOP or COG plan to date. However, once developed and implemented, these plans may be used in conjunction with the EOP during various emergency situations. The COOP and COG detail the processes for accomplishing administrative and operational functions during emergencies that may disrupt normal business activities. Part of these plans identifies essential functions of county and local government, private sector businesses, and community services and delineates procedures developed to support their continuation. County COOP/COG 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; and
- Reconstitution and resumption of normal operations.

1.3.4 Natural Hazard Mitigation Plan

The interim Final Rule 44 Code of Federal Regulations (CFR) Part 201, published by FEMA in February 2002, requires states and communities to develop natural hazard mitigation plans to apply for FEMA Pre-Disaster Mitigation project funding and other hazard mitigation grant programs. The Clatsop County Natural

1. Introduction

Hazard Mitigation Plan (NHMP) was updated and approved in 2015. As part of the NHMP, Clatsop County has also completed, and routinely updates, a Hazard Definition/Hazard Analysis (December 2006) and Hazard Analysis Matrix (August 2015). Additional information on hazards and threats can be found in Section 2 of this EOP.

1.3.5 City Emergency Operations Plans

Incorporated cities in Clatsop County are encouraged to develop and exercise their own emergency operations plans. A city's response to an emergency in its jurisdiction may be conducted from a local emergency operations center as designated by the Chief Executives of that city. In emergencies affecting multiple jurisdictions, or one that overwhelms a single jurisdiction's ability to respond, the County EOC will be activated and communications established with each affected city to coordinate response. City representatives may be present in the County EOC.

1.3.6 Agency and Organization-Specific Plans

A number of agency-specific plans and organizational procedures are available to support the County EOP and individual ESFs. These plans and procedures are interrelated and have a direct influence on the County's preparation prior to a major emergency or disaster, its activities in response to such an emergency or disaster, and its ability to successfully recover from such incidents or events. These plans also provide local, County, regional, and State agencies and entities with a consolidated framework for coordinating activities and resources, thus promoting efficient use of resources during all phases of emergency management.

1.4 Authorities

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

Under the provisions of HSPD-5, the Secretary of Homeland Security is the principal Federal official for domestic incident management.

1.4.1 Legal Authorities

In the context of the County EOP, a disaster or major emergency is considered an incident requiring the coordinated response of government to protect life and property.

As approved by the BCC, the Emergency Management Division has been identified as the lead agency for emergency management in Clatsop County. The Program Manager has been appointed by the BCC, and the Director has been given the title of Emergency Manager. The Director has authority and responsibility for the organization, administration, and operations of EMD, and the Deputy Director shares the responsibility for day-to-day operations.

1. Introduction

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

Table 1-1 Legal Authorities
Federal
<ul style="list-style-type: none"> • Federal Civil Defense Act of 1950, PL 81-950 as amended • The Disaster Relief Act of 1974, PL 93-288 as amended • Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 100-707 • Title III, of the Superfund Amendments and Reauthorization Act of 1986, PL 99-499 as amended • Code of Federal Regulations, Title 44. Emergency Management Assistance • Emergency Order 12656, Assignment of Emergency Preparedness Responsibilities, of November 18, 1988 • Emergency Order 12472, Assignment of National Security and Emergency Preparedness Telecommunications Functions, of April 3, 1984
State of Oregon
<ul style="list-style-type: none"> • Oregon Revised Statutes 401.305 through 401.335. • Executive Order of the Governor
Clatsop County
<ul style="list-style-type: none"> • Clatsop County Resolution and Order

1.4.2 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. 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). During an emergency situation, a local declaration may be necessary to activate these existing Mutual Aid Agreements and Memorandums of Understanding (MOUs).

1.5 Emergency Powers**1.5.1 Declaration of Emergency**

The BCC will issue an Emergency Declaration stating that an emergency exists and will specify a location or description of the affected area and jurisdictions included in the declaration. Under such conditions, this plan will be implemented. If possible, an Initial Damage Assessment (IDA) will be conducted by local jurisdictions and/or the County prior to requesting State or Federal assistance. Particular attention will be given to special needs populations to appropriately allocate resources necessary for providing critical services during an emergency.

OEM has set forth the following process necessary in declaring a local emergency:

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- Describe the circumstances impacting an identified area;
- Identify the problems for which assistance is needed; and
- Clearly state what has been done locally to respond to the impact and needs.

When an emergency or disaster arises, and it is determined that conditions have progressed past the manpower, equipment, or other resource capabilities of the affected municipality or County department, a mayor or County department head will request activation of this EOP and the County EOC:

Under ORS 401, the Clatsop County BCC has the legal authority to declare that a local emergency or disaster exists. Declaration of a local disaster enables the BCC to invoke emergency authorities and to request additional resources from State or Federal government. (A sample Declaration is attached as Appendix A.)

If circumstances prohibit the timely action of the BCC, the Chair of the BCC may declare a state of emergency provided that the approval of a majority of the Board is sought and obtained at the first opportunity. Lines of succession are outlined in Section 1.5.3.

The state of emergency declared under the section shall specify the factors that warrant the declaration, the geographic boundaries of the emergency area, the special powers being invoked, and/or emergency controls to be imposed. The effective period for the declaration must also be specified (e.g., for 72 hours). The emergency period can be extended if emergency conditions still exist when the effective period expires.

ORS 401 specifies that the Governor may declare a state of emergency by proclamation at the request of a County governing body or after determining that an emergency has occurred or is imminent. Requests from the County must include:

- A description of the mission to be accomplished, the types of assistance needed, and a certification that all local resources have been expended; and
- A preliminary assessment of property damage or loss, injuries, and deaths.

When a city is impacted by a disaster and needs assistance beyond that provided by mutual aid agreements, the governing body of the city may declare emergency and request assistance from the County. Any such request will include the information shown above. If the County is unable to provide the assistance requested, it may declare a local emergency and request that the Governor declare an emergency.

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Under ORS 401, cities must submit requests through the governing body of the county in which the majority of the city's property is located.

1.5.2 Resource Request and Allocation

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

The executives of Clatsop County's incorporated cities are responsible for the direction and control of their communities' resources during emergencies. Each city's executive is responsible for requesting the additional resources required for emergency operations. All assistance requests are to be made through Clatsop County Emergency Management via the County EOC.

In the case of emergencies involving fires threatening life and structures, the Conflagration Act (ORS 476.510 to 476.610 and 476.990) can be invoked by the Governor through the Office of State Fire Marshall. This act allows the State Fire Marshall to mobilize and fund fire resources throughout the State during emergency situations. The local Fire Chief and County Fire Defense Chief assess the status of the incident(s) and, after determining that all criteria have been met for invoking the Conflagration Act, notify the State Fire Marshal via OERS. The State Fire Marshal reviews the information and notifies the Governor, who authorizes activation of the Act.

1.5.3 Lines of Succession

Table 1-3 provides the policy and operational lines of succession during an emergency for Clatsop County. For Emergency Policy and Governance, if three Commissioners are available, and if the Chair and Vice Chair are not available, the most Senior Board member would convene the Board. If only individual Board members are present and a quorum is not present then the individual board members may take action for the Board and confirm the action(s) as soon as possible when the Board is next assembled. The same would be the case for actions of a policy nature taken by the County Manager and Assistant County Manager

Table 1-3 Lines of Succession	
Emergency Operations	Emergency Policy and Governance
County Manager	Board of County Commissioners
Assistant County Manager	Chair of the BCC
Chief Deputy, Clatsop County Sheriff's Office	Vice-chair (or any remaining commissioner if unavailable)

Each County department is responsible for pre-identifying staffing patterns showing a line of succession in management's absence. All employees must be trained in the protocols and contingency plans required to maintain leadership within the department. Continuity of government and operations during an

1. Introduction

emergency through direction of department heads from the designated Point of Contact of the BCC. Individual department heads within Clatsop County are responsible for developing and implementing COOP/COG plans to ensure continued delivery of vital services during an emergency.

1.6 Liability

Liability issues and potential concerns among government agencies, private entities, other response partners, and across jurisdictions are addressed in existing mutual aid agreements and other formal memoranda established for Clatsop County and its surrounding areas. Copies of these documents can be accessed through the County Emergency Manager. During an emergency situation, a local declaration may be necessary to activate these agreements and allocate appropriate resources.

1.7 Financial Management and Expense Tracking

Refer to ESFs 5 and 14 for additional information regarding financial management procedures to be used throughout the duration of an emergency or disaster.

Expenditure reports should be submitted to the BCC and managed through the Department of Budget and Finance and the County Manager to identify budgetary shortfalls. The Human Resources Director will support procurement issues related to personnel, both volunteer and paid. In addition, copies of expense records and all supporting documentation should be preserved for filing FEMA Public Assistance reimbursement requests.

2

Situation and Planning Assumptions

2.1 Situation

The County is exposed to many hazards, all of which have the potential to disrupt the community, cause damage, and create casualties. Possible natural hazards include droughts, floods, wildfires, and winter storms while other disaster situations could develop from hazardous material accidents, health-related incidents, conflagrations, major transportation accidents, or acts of public violence or terrorism.

2.1.1 Community Profile

Clatsop County is located in the northwestern corner of Oregon, approximately one and a half hours northwest of Portland. The State of Washington and Columbia River border the County to the north. The Pacific Ocean forms the border to the west. Of the five incorporated cities within the county, Cannon Beach, Gearhart, Seaside, and Warrenton are situated along the Pacific Ocean, and Astoria and Warrenton are located along the Columbia River.

Regional access to the area is provided by U.S. and State Highways 101, 202, and 53, extending north to south and U.S. Highways 30 and 26, running east to west within the County. Access to the County is also possible through the Clatsop County Airport, Seaside Regional Airport, and the numerous coastal ports. The Columbia River provides access to major international shipping operations.

According to the 2017 estimate by the U.S. Census Bureau Clatsop County has a population of approximately 39,182.¹ In addition to this permanent population, the coastal communities enjoy a large tourist population. During peak tourist seasons, the population of each city is estimated to be up to seven times the permanent population size. Fort Stevens State Park, located west of the City of Warrenton, is the State's largest park and alone can double the population of Warrenton.

¹ Bureau, U.S. Census (n.d.). *American Fact Finder*. Retrieved March 27, 2018, from Community Facts: https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml?src=bkmk

2. Situation and Assumptions

A major disaster or emergency will cause environmental damage, injuries, property loss, and disruption of essential public services and could impact regional economic, physical, and social infrastructures. The extent of casualties and damage will reflect factors such as when the event occurs, how severe it is, weather conditions, population density, and the possible triggering of secondary risks, such as fires and floods. Initial emergency response activities focus primarily on minimizing loss of life and property, and damage to critical infrastructure, including cultural and economic assets. Historically, these activities have been carried out by traditional first responders, such as fire services and law enforcement. Local governments develop, maintain, and implement Comprehensive Emergency Management Plans and associated training programs that address all hazards. Agency-specific procedures and protocols established for support functions and critical tasks will be implemented in conjunction with the County EOP, as needed or required.

A number of emergency situations can result in overwhelming the capabilities and resources of local governments and jurisdictions during response operations. Thus, it is imperative that this jurisdiction establish clear lines of authority, formalize resource request and allocation procedures, and activate contingency plans, including mutual aid agreements, to acquire additional regional, State, and Federal resources as needed.

2.1.2 Hazards and Threats

Clatsop County is subject to the effects of natural and technological disasters. In addition, Clatsop County is host to thousands of visitors on regular basis. This could lead to emergency situations occurring without the introduction of any specific hazard and created solely by the mass of people, traffic, and impact on day-to-day emergency service delivery or community infrastructure.

The following sections describe in greater detail hazards and threats that could be experienced by Clatsop County.

2.1.2.1 Natural Disasters

- Weather emergencies may include floods, windstorms, drought, snow, ice, avalanche, or tornado. Unusual weather patterns may also cause dramatic crop disasters in the timber or fishing industries.
- Geologic emergencies may include earthquake, landslide, volcanic eruption, erosion, or subsidence.
- Epidemiological emergencies may include the infection of humans, animals, or agricultural products.
- The mouth of the Columbia River is notorious for its long history of shipwrecks. Bar pilots are required for ships crossing the bar due to this day-to-day hazard.

2. Situation and Assumptions**2.1.2.2 Human-caused Disaster**

- Fire and explosion emergencies may include industrial, structural, forest and range, or transportation-related incidents.
- Transportation emergencies may include incidents involving aircraft, rail systems, watercraft, motor vehicles, or pipelines.
- Hazardous materials emergencies may include gases, explosives, corrosives, flammable liquids and solids, oxidizers, poisons, or radioactive materials involved in incidents at fixed sites or during transportation.
- Civil disturbance emergencies may include unlawful demonstrations, riots, acts of terrorism, or sabotage.
- Utility emergencies may include failure or disruption of electrical, telephone, water, gas, fuel oil, sewer, or sanitation systems.
- Nuclear emergencies may include the accidental or deliberate detonation of nuclear weapons or an incident involving the use or transportation of nuclear materials.

Clatsop County has completed a Hazard Definition/Hazard Analysis (December 2006) and Hazard Analysis Matrix (August 2015). Findings include the following:

2.1.2.2.1 Severe Weather Emergencies (excludes flooding)

Severe weather is considered to be violent wind or other disturbances of the atmosphere such as heavy rain, snow, or ice. These conditions may result in loss of life, property damage, crop damage, damage to homes and businesses, and/or power outages. Weather extremes with a history of occurrence in Clatsop County include ice storms, conditions producing heavy snowfall, extreme cold, and high winds coupled with high tides creating enormous tidal surges. Occurrences of severe weather in the County have been frequent enough to warrant concern.

2.1.2.2.2 Communication Failures

Historically, the County's population has experienced power outages to vital communications centers lasting several hours. Disruption to communication lines or hubs serving Clatsop County has resulted in significant impacts to emergency communications. This could be serious because some emergency services communications depend on commercial power and have no backup communications power. Implementation of emergency communications networks can be hampered by the initiating event, such as severe weather, that precludes the movement of amateur radio operators or repair personnel. Inability to communicate with the public during an emergency or disaster increases the scope of the problem.

2. Situation and Assumptions

2.1.2.2.3 Hazardous Materials Incident

This hazard involves an accidental release or spillage of materials that have a detrimental impact on life, the environment, and/or property. This occurrence may be associated with long-term contamination or toxicity to the affected area. A hazardous material incident is most commonly associated with a transportation accident (highway, rail, or waterway), but such an incident may also take place at a fixed facility. Clatsop County contains some sites where hazardous materials are manufactured or used, as well as areas where those materials are stored, such as distributor petroleum product tank farms. The seafood processing industry uses large quantities of anhydrous ammonia that could become a hazard in the event of a fire or a seismic event. Cargo ship traffic represents a potential incident of horrific proportions.

2.1.2.2.4 Tsunami/Earthquake

This hazard is created by tectonic movement within the earth's crust. This movement is manifested as localized ground shaking and/or soil liquefaction. After the initial seismic event, tremors or aftershocks can occur for an extended period of time, resulting in continuing structural damage. Recent evaluation of the earthquake potential in the Pacific Northwest indicates that the earthquake threat has been underestimated and that this area could experience a subduction zone earthquake measuring in excess of 9 on the Richter scale. Such an occurrence would cause great loss of life and devastation of public and private property and infrastructure.

Clatsop County, like most of Oregon, is at high and growing risk for significant earthquake activity. Concurrent with this earthquake activity is the danger of devastating tsunamis striking coastal communities within minutes of offshore earthquakes. The latest scientific information indicates that eleven large tsunami-producing earthquakes have occurred along the Cascadia Subduction Zone in the past 5,500 years. The quakes are believed to have taken place between 300 and roughly 5,400 years ago, with an average interval of about 510 years.

Historically, communities that have been struck with earthquakes and tsunamis suffer casualties at a ratio of ten tsunami deaths for every one death due to the earthquake. With this type of scenario, Seaside may represent a community with the highest potential for loss of life in the State. In the case of a Cascadia event, the movement in the fault line off the coast of Clatsop County will result in the generation of a series of devastating tsunamis that will strike coastal communities within 20–30 minutes. Because of this, the combined score of 400 might be closer to an actual hazard assessment than looking at each event as a separate hazard.

The Clatsop County coast faces tsunami threats from remote sources as well. Tsunamis generated by earthquakes occurring in Alaska or other parts of the Pacific can, and have, reached the Oregon coast. Following the 1964 Alaska earthquake, wave heights reached over 18 feet in Washington and 14 feet in

2. Situation and Assumptions

Oregon. Four people were killed in Oregon resulting from this increased wave size.

2.1.2.2.5 Fire/Wildland Fire

This hazard involves uncontrolled burning in residential, commercial, industrial, rural, and unincorporated areas of structures or wild lands. Urban fire occurrences are common within the incorporated areas of the County. There is also a threat of wildland/urban interface fires from areas of property adjacent to urban centers such as the beach, Camp Rilea, or campgrounds. The areas of greatest concern are forested rural residential developments, with only one entrance/exit, and/or narrow roads. The timely evacuation of these areas is problematic and is compounded by restricted access for firefighting equipment, and limited or nonexistent water supplies sufficient for controlling a major fire.

2.1.2.2.6 Flood/Landslide

There are over 8,000 acres of lowlands in Clatsop County that depend on over 35 miles of dikes for flood control. Many of these dikes are in poor condition and are expensive to maintain and repair. A dike failure in 1982 caused almost \$200,000 in damage, and another failure in 2001 required a significant effort to make emergency repair to prevent significant losses. The most recent federally declared disaster event in Clatsop County was due to flooding in 1996.

Most significant flooding incidents occur in the winter months, between November and February, when the County experiences the heaviest rainfall. Clatsop County has had many problems with landslides and is mentioned here, as the two events are regularly connected. Astoria, which is built on a hill, is the population center that is potentially most at risk of land sliding. In the early part of this century, certain portions of Astoria suffered from land sliding on a yearly basis. Other areas in the County, although not directly in danger, could be isolated as a result of land sliding. Currently, most landslide problems occur on the main highways in the County. This can be a serious problem due to the lack of alternate routes. Emergency responders could be cut off from isolated areas, and evacuation could be severely hampered.

2.1.2.2.7 Civil Disorder

Civil disorder is defined as any incident with the intent of disrupting a community to the degree that police intervention is required to maintain public safety. This hazard includes riot, protests, demonstrations, and strikes, as well as acts of terrorism. The community of Seaside is a destination for spring break revelers, and riots have occurred. Timber sales within the County have sparked organized protests and unlawful actions that required extensive planning and personnel time. It is a fact that the United States is at war against terrorism at a level it has never before experienced. Clatsop County has no less quantifiable risk than any other County within the State. The County also has some unique aspects that put it at higher risk; for example, on July 31, 2002 the Federal Bureau of Investigation's (FBI's) National Infrastructure Protection Center issued a warning of potential al-

2. Situation and Assumptions

Qaeda threats to U.S. infrastructure for the first half of the month of August. The warning reads: “The United States Government has received information of undetermined reliability regarding potential terrorist plots during the first half of August against bridges and nuclear power stations. The means of attack may involve suicide-bombers and other methods of explosives delivery, including explosive laden ships.” Although 4,000 ships pass down the Columbia River each year, this area does not enjoy the security measures offered to higher-profile ports. Clatsop County was also the focus of national and international media when the bicentennial of the Lewis and Clark was celebrated in the years 2003 through 2005.

2.1.2.2.8 Volcano

Experience has shown that the interval between the onset of an eruption (or significant precursory phenomena) and the violent climax of an eruption itself may range from a few hours to several days, weeks, or months. On the other hand, the time required to put emergency protective measures into effect depends on the size of the area at hazard, the density of population and settlement, the degree of mobility of the population, the transportation and communication facilities available, and the general technological level of development.

In practice, it will usually be appropriate to plan for two types of action:

- Phased response to a gradually developing volcanic crisis, during which one may expect to have warning of potentially dangerous volcanic events at least 24 hours before they occur; and
- Immediate response to a situation. Clatsop County is fortunate not to lie in the immediate danger zone of an active volcano, but it did experience volcanic ash fallout from Mount St. Helens. Such an incident can cause problems with machinery or systems that utilize air intakes.

2.1.2.2.9 Dam Failure

While dam failure could occur as a freestanding event, it is anticipated to be a collateral event of any significant earthquake. Threats to lives will not likely result from the initial breaching of a dam, but rather from the subsequent shortage of potable water during the response and recovery phase.

2.1.2.2.10 Infestation

This is not anticipated to be a significant event affecting a large segment of the County’s population; however, such an event would have major economic impacts if it were to occur.

2.1.3 Hazard Analysis

In the Hazard Analysis (Table 2-1), each of the hazards and threats described above is scored using a formula that incorporates four independently weighted

2. Situation and Assumptions

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 discrete hazard as a singular event.

Table 2-1 Clatsop 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)	
Score for each rating criteria = Rating Factor (High = 10 points; Moderate = 5 points; Low = 1 point) X Weight Factor (WF)					
Aircraft Incident	12	45	70	56	183
Coastal Erosion	20	45	70	56	191
Dam Failure	4	25	60	56	145
Drought	4	25	50	42	121
Civil Disturbance	16	30	60	56	162
Communications Failure	20	50	100	70	240
Contagious Disease	20	50	80	35	185
Cyber Attack	16	35	70	42	163
Earthquake/Tsunami	20	50	100	56	226
Flood	20	40	80	70	210
Hazardous Materials	20	40	80	70	210
Landslide	20	45	80	70	215
Maritime Disaster	16	50	70	63	199
Pest Infestation	20	20	30	63	133
Resource Shortage	20	50	80	49	199
Snow and Freezing Rain	16	45	80	63	204
Terrorism/Public Violence	10	45	50	35	140
Tornado	6	25	40	14	85
Volcano	8	35	60	42	145
War	14	20	60	49	143
Wildfire	20	45	90	70	225
Wind Storm	20	45	80	70	215

Notes:

- History addresses the record of previous major emergencies or disasters. Weight Factor is 2. Rating factors: high = 4 or more events in last 100 years; moderate = 3 events in last 100 years; low = 1 or 0 events in last 100 years.
- Vulnerability addresses the percentage of population or property likely to be affected by a major emergency or disaster. Weight Factor is 5. Rating factors: high = more than 10% affected; moderate = 1%-10% affected; low = less than 1% affected.
- Maximum Threat addresses the percentage of population or property that could be affected in a worst case incident. Weight Factor is 10. Rating factors: high = more than 25% could be affected; moderate = 5%-25% could be affected; low = less than 5% could be affected.
- Probability addresses the likelihood of a future major emergency or disaster within a specified period of time. Weight Factor

2. Situation and Assumptions

Table 2-1 Clatsop 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)	
Score for each rating criteria = Rating Factor (High = 10 points; Moderate = 5 points; Low = 1 point) X Weight Factor (WF)					

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. Situation and Assumptions**2.2 Assumptions**

General assumptions incorporated in this EOP are listed below.

- All areas of the County are subject to the effects of a disaster.
- Essential County services will be maintained as long as conditions permit.
- A disaster occurrence will require prompt and effective emergency response and recovery operations by government agencies, volunteer organizations, and the private sector.
- Natural or human-caused emergencies may be of such magnitude and severity that State and Federal assistance is required; however, such support will be available only after all local resources have been utilized.
- The responsibility for the protection of private property rests primarily with the private property owner.
- It is possible for a major disaster to occur at any time and at any place in the County. In some cases, prior dissemination of emergency information and increased readiness measures may be possible. However, disasters and events can occur with little or no warning.
- Implementation of this plan can reduce or prevent disaster-related losses.

2. Situation and Assumptions

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Roles and Responsibilities

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 coordination structure established to support response and recovery efforts maintains a significant amount of flexibility to expand and contract as the situation changes. Typical duties and roles may also vary depending on the severity of impacts, size of the incident(s), and availability of local resources. Thus, it is imperative to develop and maintain depth within the command structure and response community.

Clatsop County has developed a plan to implement NIMS and 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 enabling effective execution of existing response plans, procedures, and policies. A training roster that highlights levels and types of training completed by response personnel and essential support staff for the County must be maintained by individual agencies, volunteer organizations, private companies, and other community partners.

3.1 County Government

Clatsop County is governed by a Board of County Commissioners elected to provide policy guidance to county government. The county organization is under the immediate operational direction and control of the Clatsop County Manager who coordinates decision making with Clatsop County Emergency Management during an emergency incident. During any type of emergency, the following functions and tasks typically require coordination by the County government:

- Operational Coordination
- Operational Communications
- Situation Assessment

3.2 Emergency Management Division

The Emergency Management Division for Clatsop County is outlined in ESF 5. County Emergency Management provides the nucleus for emergency operations

3. Roles and Responsibilities

by coordinating information and resources to support roles and responsibilities assigned by this plan.

The Clatsop County Emergency Manager will coordinate interdepartmental emergency operations and maintain ultimate responsibility for resolving conflicts regarding the application of limited resources to a variety of concurrent emergency situations. The preservation of human lives will take precedence over property protection for decisions involving resource allocation and prioritization. Responsibility for coordinating emergency activities with State, regional, tribal, and private partners resides with County Emergency Management and will be accomplished through established liaison roles within the incident or unified command structure.

The Emergency Manager is directly responsible for emergency management planning and operations for the unincorporated portions of Clatsop County. Pursuant to city charter or ordinance, the Mayor (or other designated official) of each incorporated municipality is responsible for emergency management planning and operations for that jurisdiction. (Those responsibilities may be shared with County Emergency Management under agreement.)

Most departments within the County 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.

3.2.1 Policy Group

The Policy Group is referred to in this plan as a single body. The members of the Policy Group include elected and non-elected county officials with certain legal responsibilities. Key general responsibilities for those 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 participation in local mitigation efforts within the jurisdiction and, as appropriate, with 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,
 - Individuals with special needs, including those with service animals, and

3. Roles and Responsibilities

- Individuals with household pets, and
- Encouraging residents to participate in volunteer organizations and training courses.

During a response to an emergency incident, Policy Group responsibilities may include the following.

- Provide strategic guidance.
- Define spending authorities for EOC.
- Coordinate departmental support to the EOC.
- Oversee Continuity of Government operations.
- Provide legal guidance.

3.2.1.1 Board of Commissioners

The BCC is primarily responsible for:

- Ensuring adequate emergency management program authorities, staffing, and funding;
- Ensuring that elected and appointed officials are briefed on emergency roles;
- Participating in review and promulgation of this plan;
- Providing policy decisions, as required, to enhance emergency operations, including:
 - a) Enacting provisions of County Emergency Ordinance,
 - b) Controlling use of vital resources, and
 - c) Authorizing unbudgeted expenditures; and
- Declaring County emergency and request assistance from higher authority, as required.

3.2.1.2 Clatsop County Manager

- Advise and assist the BCC.
- Serve as liaison to Chief Executives of other affected jurisdictions within the County and neighboring jurisdictions.
- Ensure that departmental lines of succession are established.

3. Roles and Responsibilities

- Supports the Director of Emergency Management in ensuring that the County EOC staff are designated and trained.
- Assist in review and revision of this Plan.
- Serve as Chief Financial Officer and authorize expenditures and spending.
- Continue fulfilling all County Charter duties and responsibilities.

3.2.1.3 Emergency Management Division

- Ensure compliance with local, State, and Federal regulations.
- Facilitate biannual review of this EOP.
- Facilitate training for EOC staff.
- Advise and assist the BCC in performing emergency duties.
- Maintain capabilities and manage EOC functions to ensure effective operations.
- Coordinate emergency management activities on an interagency, interdepartmental, and intergovernmental basis.

3.2.1.4 Director, Clatsop County Emergency Management Division

The Director of Emergency Management has the day-to-day authority and responsibility for overseeing emergency management programs and activities. The Director works with the Executive Group to ensure that there are unified objectives with regard to the County's emergency plans and activities, including coordinating all aspects of the County's capabilities.

The Director of Emergency Management 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.

- Advise BCC on emergency matters, preparedness status, and anticipated needs;
- Serve as Incident Commander during major incidents unless these have been transferred to a more appropriate official.
- Keep the governing body apprised of the County preparedness status and anticipated needs;
- Assist in situation reporting and damage assessment.

3. Roles and Responsibilities

- Coordinate the planning and general preparedness activities of the government and maintenance of this EOP;
- Analyze the emergency skills required and arranging the training necessary to provide those skills;
- Ensure the operational capability of the County EOC;
- Activate the County EOC;
- Serve as day-to-day liaison between the County and State OEM;
- When necessary fill the role as Director of Emergency Management Division,

3.2.1.5 Deputy Director, Emergency Management Division

- Assist in coordinating the planning and general preparedness activities of the government and maintenance of this EOP;
- Assist in analyzing the emergency skills required and arranging the training necessary to provide those skills;
- Prepare and maintain a resource inventory;
- Assist in ensuring the operational capability of the County EOC;
- Assist in activating the County EOC;
- Keep the Director and Deputy Director apprised of the County preparedness status and anticipated needs;
- Assist the Director and Deputy Director in day-to-day liaison between the County and State OEM;
- Maintain liaison with organized emergency volunteer groups and private sector partners;

3.2.1.6 County Department Heads

Department and agency heads collaborate with the Policy Group during development of local emergency plans and provide key response resources. County department and agency heads and their staffs develop, plan, and train to internal policies and procedures to meet response and recovery needs safely. They should also participate in interagency training and exercise to develop and maintain the necessary capabilities. 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 Incident Commander.

3. Roles and Responsibilities

3.2.2 Responsibilities by Organization

This group includes the services required for an effective emergency management program, of which response is a key element. These agencies include Fire Departments, Law Enforcement, Emergency Medical Services (EMS) agencies, and Public Health, Environmental Health, and Public Works Departments. This section is organized by function, with the primary responsibility assigned to the appropriate County agency.

3.2.2.1 Public Works Department

- Coordinate County public works and engineering operations, including repair to roads, bridges, and public facilities; construction of temporary bridges or detours; clearance and disposal of debris from streets and roads; and demolition of unsafe structures.
- Coordinate collection and analysis of information related to damage to street systems, buildings, bridges, and other public structures.
- Coordinate the acquisition of equipment and operators to assist in traffic control and other emergency operations.
- Coordinate transportation of equipment, materials, and supplies required for emergency operations.
- Serve as the coordinator for ESF 1, Transportation ESF 3, Transportation and Public Works and Engineering; assist in review and revision of ESF 12, Energy.

3.2.2.2 Public Health Department

- Coordinate the delivery of health and welfare services within the County.
- Provide for the organization, coordination, and direction of County medical and health services and resources.
- Assess health hazards caused by damage to sewer, water, food supplies, or other environmental systems and provide safety information as required.
- Serve as coordinator for ESF 8, Public Health and Medical Services; and ESF 6, Mass Care, Emergency Assistance, Housing, and Human Services.
- Assess disaster-related mental health needs and the delivery of mental health services available through public and private agencies.
- Assist in crisis counseling for emergency workers (CISM).

3. Roles and Responsibilities

- Coordinate information, referral, and advocacy for delivery of essential human services available through public and private agencies, including food, shelter, fuel, clothing, transportation, financial assistance, victim registration, and inquiry. This position may include serving as Liaison within ICS, coordinating collaboration among human service agencies and collecting information relating to services.
- Assist in coordinating volunteer registration, identifying needs and linking volunteer resources, individuals, and organizations offering volunteer assistance.
- Coordinate emergency response to the population served through human service agencies. Provide assessment and emergency-related case management services, as required.
- Identify vulnerable elderly and disabled clients who may be affected by the emergency due to geographical location or physical need, and respond on an as-needed basis.
- Assist in the coordination of emergent volunteers and donations.

3.2.2.3 County Counsel

- Advise County officials on legal matters relating to emergency operations.
- Prepare ordinances, orders, and/or resolutions as necessary to ensure that Emergency Management Division operates on a sound legal basis.
- Review emergency plans, procedures, and agreements to ensure compliance with legal requirements.

3.2.2.4 Human Resources

- Advise County officials regarding personnel policies and work rules relating to emergency work.
- Recruit emergency personnel and coordinate temporary reassignment of County personnel to assist in emergency operations.
- Coordinate with EMD and help facilitate emergency response training for County employees.
- Provide Risk Management Services for the County to ensure that emergency operations are conducted safely and in accordance with the law.

3. Roles and Responsibilities**3.2.2.5 Emergency Management Division**

- Receive emergency warnings and assist in coordinating countywide emergency notification systems.
- Coordinate public information collection and dissemination.
- Coordinate command decisions and prioritization of response activities with local first responder agencies.
- Provide situation assessments and provide a common operating picture for all responding agencies, departments, and emergency response elements.
- Set strategic goals for County and Countywide actions.
- Develop tactical objectives for EOC operations.
- Establish guidelines for ordering, use, and release of resources to meet emergency needs and provide resource support to DOCs and other local agencies.
- Coordinate the Initial Damage Assessment Process Countywide.
- Support implementation of large-scale evacuation planning and execution.
- Manage the implementation of mass shelter and arrangements for evacuees.
- Request assistance from the State and other external sources and prioritize resource allocations.
- Receive requests for assistance and emergency information from the public.
- Document incident activity and track costs.

3.2.2.6 Assessment and Taxation

- Coordinate with the Emergency Management Division to assess damage to real property.
- Document financial damage and, if applicable, work with State and Federal assessment teams to obtain disaster recovery funds.
- Assist in review and revision of damage assessment procedures contained in ESF 3, Public Works and Engineering.

3. Roles and Responsibilities**3.2.2.7 Budget and Finance**

- Provide accounting procedures to document emergency expenditures.
- Provide for curtailment of normal fiscal procedures to facilitate emergency expenditures.
- Ensure fiscal conformity to financial requirements when State or Federal funds are involved.
- Supervise emergency activities in the areas of purchasing and facility maintenance.
- Assist in the financial recovery of the County.

3.2.2.8 Clerk and Elections

- Identify and ensure protection of vital records.
- Supervise emergency activities in the areas of records management.

3.2.2.9 County Manager - Community Relations

- Coordinate the collection and dissemination of emergency information to the public through the media.
- Activate internal information systems and ensure that employees are provided with emergency information.
- Provide information and serve as liaison to Congressional and Legislative elected officials and their representatives.
- Assist in providing emergency information and documentation of emergency impacts through use of cable television.
- Assist in review and revision of ESF 5, Emergency Management.

3.2.2.10 Juvenile Department

- Provide fair and just sanctions to juvenile offenders and protect the community from the criminal actions of juvenile offenders.
- Assist the Court in legal intervention for children who are at risk or whose parents or guardians are unable to provide for their physical and emotional well-being.
- Assist other agencies in developing a care program for at risk children.

3. Roles and Responsibilities

- Assist other agencies in developing a care program for at risk children.

3.2.2.11 District Attorney

- Work with courts and law enforcement agencies to determine emergency arrest or release policies.
- Ensure that legal requirements for due processes are met.
- Establish guidelines for body recovery, identification, storage, and disposition.
- Assist in review and revision of ESF 8, Public Health and Medical Services and ESF 13, Public Safety and Security.

3.2.2.12 Circuit Court

- Provide for reconstituted or continued operations of the Court system to ensure public safety and guarantee the right to a speedy trial.

3.2.2.13 Clatsop County Sheriff

- Maintain law and order, traffic and crowd control, and security to vital facilities and supplies, and control access to hazardous or evacuated areas.
- Serve as the coordinator for ESF 13, Public Safety and Security, and assist in the review and revision of ESF 9, Search and Rescue and ESF 1, Transportation.
- Assist in dissemination of warning to the public and notification of essential emergency response personnel.
- Coordinate with neighboring jurisdictions to transfer prisoners.
- Designate and train staff to support emergency operations.
- Assist in situation reporting and damage assessment.

3.2.2.14 Clatsop County Fire Defense Board

- Coordinate countywide fire service activities.
- Request assistance from Office of State Fire Marshal, during fire related emergencies.
- Assign a fire service representative to report to the EOC to assist in direction and control of fire service operations.

3. Roles and Responsibilities

- Ensure fire service response and coordinated use of fire resources for activities involving fire prevention and suppression, rescue of trapped persons, medical triage and treatment, situation assessment, hazardous materials handling, dissemination of warning, and public information.
- Assist in review and revision of the Clatsop County EOP and serve as coordinator for ESF 4.

3.2.2.15 Community Development Department

- Provide support for emergency planning projects.
- Provide Geographic Information Systems support.
- Provide Support for post disaster damage assessment.
- Assist Public works with coordination of debris management.

3.3 Local and Regional Response Partners

The County's emergency organization is supported by a number of outside organizations, including the incorporated cities, service organizations, and the private sector. A list of supporting local and regional agencies can be found in the individual ESF Annexes to this EOP.

Incorporated cities within Clatsop County include Astoria, Cannon Beach, Gearhart, Seaside, and Warrenton. The executives of the incorporated cities within Clatsop County are responsible for the direction and control of their community resources during emergencies.

3.4 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. Table 3-1 presents the State agencies assigned to each ESF by the State EMP that will help coordinate assistance to Clatsop County in the event of a disaster.

3. Roles and Responsibilities**3.5 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 by the Governor. Thus, procedures and policies for allocating and coordinating resources at the Federal level follow the Oregon EMP and, if necessary, the NRF.

3.6 Response Matrix

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

3. Roles and Responsibilities

Table 3-1 Response Partners by ESF

ESF	Scope (Federal)	Primary County/Local Agencies	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 	County Public Works Department	Dept. of Transportation	Dept. 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 	Emergency Management Division	Office of Emergency Management	Dept. of Homeland Security (National Communications System)
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 	County Public Works Department	Dept. of Transportation	Dept. of Defense (U.S. Army Corps of Engineers)
ESF 4 Firefighting	<ul style="list-style-type: none"> • Coordination of Federal firefighting activities • Support to wildland, rural, and urban firefighting operations 	Clatsop County Fire Defense Board	Dept. of Forestry, State Fire Marshal	Dept. of Agriculture (U.S. Forest Service)
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 	Emergency Management Division	Office of Emergency Management	Dept. 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 	Public Health Department	Dept. of Human Services	Dept. of Homeland Security (FEMA)

3. Roles and Responsibilities

Table 3-1 Response Partners by ESF

ESF	Scope (Federal)	Primary County/Local Agencies	Primary State of Oregon Agency	Primary Federal Agency
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.) 	Clatsop County Emergency Management Division (non- medical) Public Health Department (medical)	Dept. of Administrative Services	General Services Administration & Dept. of Homeland Security (FEMA)
ESF 8 Public Health & Medical Services	<ul style="list-style-type: none"> Public health Medical Mental health services Mass fatality management 	Public Health Department	Dept. of Human Services – Public Health Division	Dept. of Health and Human Services
ESF 9 Search & Rescue	<ul style="list-style-type: none"> Life-saving assistance Search and rescue operations 	Clatsop County Sheriff	Office of Emergency Management, State Fire Marshal	Dept. of Homeland Security (FEMA)
ESF 10 Oil & Hazardous Materials	<ul style="list-style-type: none"> Oil and hazardous materials (chemical, biological, radiological, etc.) response Environment short- and long-term cleanup 	Clatsop County Fire Defense Board	Dept. of Environmental Quality, State Fire Marshal	Environmental Protection Agency
ESF 11 Agriculture & Natural Resources	<ul style="list-style-type: none"> Nutrition assistance Animal and plant disease and pest response Food safety and security Natural and cultural resources and historic properties protection Safety and well-being of household pets 	Public Health Department	Dept. of Agriculture	Dept. of Agriculture
ESF 12 Energy	<ul style="list-style-type: none"> Energy infrastructure assessment, repair, and restoration Energy industry utilities coordination Energy forecast 	County Public Works Department	Dept. of Administrative Services, Dept. of Energy, Public Utility Commission	Dept. of Energy

3. Roles and Responsibilities

Table 3-1 Response Partners by ESF

ESF	Scope (Federal)	Primary County/Local Agencies	Primary State of Oregon Agency	Primary Federal Agency
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 	Clatsop County Sheriff	Dept. of Justice, Oregon State Police	Dept. of Justice
ESF 14 Long-Term Community Recovery	<ul style="list-style-type: none"> • Social and economic community impact assessment • Long-term community recovery assistance to States, tribes, local governments, and the private sector • Analysis and review of mitigation program implementation 	Emergency Management Division Assessment and Taxation	Economic and Community Development, Office of Emergency Management	Dept. of Homeland Security (FEMA)
ESF 15 External Affairs	<ul style="list-style-type: none"> • Emergency public information and protective action guidance • Media and community relations • Congressional and international affairs • Tribal and insular affairs 	County Manager - Public and Government Relations	Office of Emergency Management	Dept. of Homeland Security

4

Concept of Operations

4.1 General

Initial response to any emergency incident will be conducted first responders such as fire and police departments, hospitals, local and county health and public works departments, and various, locally available, state or federal agencies (i.e. ODF, Coast Guard). Typically, as the emergency situation evolves and an incident begins to express an increased level of complexity, a transition period will occur during which emergency responders and County EMD will collaboratively begin to build an incident response utilizing the National Incident Management System. This could result in the activation of the County Emergency Operations Center to provide incident coordination, communications, and resource support. In all emergency situations and circumstances, protecting life and property will receive priority.

The basic concept of emergency operations, centers on managing and using all available resources in the County for effective response to all types of emergencies. Local government has the primary responsibility for emergency management functions and for protecting life and property from the effects of hazardous events. This EOP should be used when local municipalities or emergency response agencies are reaching, or have exceeded, their ability to respond to an emergency incident.

The Director of Emergency Management shall manage and coordinate the County response to large-scale events. If local resources are insufficient to respond to an emergency, county EMD will seek mutual aid opportunities from neighboring communities. If mutual aid is expended during a response, State assistance may be requested. The County shall make such requests to OEM.

All departments of the County, plus other agencies or individuals, who may perform specialized emergency functions, shall participate in emergency management activities, including mitigation, preparedness, response and recovery planning, training, and exercising.

All departments of the County, plus other agencies or individuals, who may perform specialized emergency functions, will implement individual EOPs, standard operating procedures (SOPs), and supporting processes for the County

4. Concept of Operations

emergency operations. These include activating Department Operations Centers and providing the County EMD with the following information throughout an incident's duration:

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

4.2 National Incident Management System

This Clatsop County Emergency Operations Plan adheres to the guidance offered in the National Incident Management System (NIMS). This system provides all levels of government with a comprehensive approach to incident management, and defines operational concepts that can be used by all stakeholders involved in emergency response and recovery. NIMS accomplishes this by adhering to three guiding principles: Flexibility, Standardization, and Unity of Effort. (FEMA, 2017)

Flexibility

NIMS components are adaptable to any situation, from planned special events to routine local incidents to incidents involving interstate mutual aid or Federal assistance. Some incidents need multiagency, multijurisdictional, and/or multidisciplinary coordination. Flexibility allows NIMS to be scalable and, therefore, applicable for incidents that vary widely in terms of hazard, geography, demographics, climate, cultural, and organizational authorities.

Standardization

Standardization is essential to interoperability among multiple organizations in incident response. NIMS defines standard organizational structures that improve integration and connectivity among jurisdictions and organizations. NIMS defines standard practices that allow incident personnel to work together effectively and foster cohesion among the various organizations involved. NIMS also includes common terminology, which enables effective communication.

Unity of Effort

Unity of effort means coordinating activities among various organizations to achieve common objectives. Unity of effort enables organizations with specific jurisdictional responsibilities to support each other while maintaining their own authorities.

4. Concept of Operations

The National Incident Management System is broken into three major components.

4.2.1 Resource Management

NIMS resource management guidance enables many organizational elements to collaborate and coordinate to systematically manage resources—personnel, teams, facilities, equipment, and supplies. Most jurisdictions or organizations do not own and maintain all the resources necessary to address all potential threats and hazards. Therefore, effective resource management includes leveraging each jurisdiction's resources, engaging private sector resources, involving volunteer organizations, and encouraging further development of mutual aid agreements.

4.2.2 Command and Coordination

Local authorities handle most incidents using the communications systems, dispatch centers, and incident personnel within a single jurisdiction. Larger and more complex incidents, however, may begin with a single jurisdiction, but rapidly expand to multijurisdictional and/or multidisciplinary efforts necessitating outside resources and support. Standard incident command and coordination systems allow the efficient integration of these outside resources and enable assisting personnel from anywhere in the Nation to participate in the incident management structure. The Command and Coordination component of NIMS describes the systems, principles, and structures that provide a standard, national framework for incident management.

4.2.3 Communications and Information Management

Incident personnel rely on flexible communications and information systems to obtain and provide accurate, timely, and relevant information. Establishing and maintaining situational awareness and ensuring accessibility and voice and data interoperability are the principal goals of the Communications and Information Management component. Properly planned, established, and applied communications facilitate information dissemination among command and support elements and cooperating jurisdictions and organizations.

This section addresses both information sharing, which is the responsibility of all personnel, and the communications systems that support information sharing, which typically fall to staff in the Logistics Section in ICS and logistics or center support staff in EOCs. To maintain situational awareness, incident personnel update incident information continually by gathering, collating, synthesizing, and disseminating incident information to and from all appropriate parties. This information flow is facilitated through developing and using common plans and interoperable equipment, processes, standards, and architectures. During an incident, this integrated, familiar approach links all incident personnel, whether on scene, in an EOC, or in another support location, to maintain communications connectivity and situational awareness. Communications and information

4. Concept of Operations

management planning address the incident-related policies, equipment, data architecture, systems, standards, and training necessary to achieve interoperable communications.

4.3 Levels of Response

Implementation of this plan, notification of Command Staff and agency administrators, and activation of the EOC shall be based on a determination of the severity of an incident. Considerations in determining the level of an emergency may include the population at risk, resource availability, anticipated length of operations, threat to property, concurrent or conflicting incidents, long-term effects, etc.

Determination of an emergency level in no way affects the legal requirement for a County declaration of an emergency required to access additional resources or to implement emergency powers.

4.3.1 Level 1 Incident

A Level 1 incident is an emergency incident that may be managed within the normal organization and procedures of emergency services agencies but may require specific notifications, the acquisition of unique resources as requested by the on-scene Incident Commander (IC), or may require coordination of specific activities to support the response. Level 1 emergency may require the activation of the EOC to a level one monitoring status.

4.3.2 Level 2 Incident

A Level 2 incident is one that has special or unusual characteristics requiring response by more than one agency or jurisdiction, the acquisition and use of specialized resources, support to other jurisdictions, or that is beyond the scope of available County resources. Level 2 emergencies may require partial implementation of this plan, local declaration of emergency to access State resources or to enact emergency authorities, or notification and support as requested by the on-scene IC.

Level 2 emergencies may be declared by the on-scene IC, the Sheriff, the County Fire Defense Board Chief, the Emergency Manager, the Director of Public Health, or any public safety official needing additional resources.

Level 2 emergencies may require activation of the EOC at partial activation status but most likely will not lead to a County declaration, depending on resource needs.

4.3.3 Level 3 Incident

A Level 3 incident is one that requires the coordinated response of all emergency resources at all levels of government to save lives and protect property during emergencies impacting a sizable portion of the County's population. Level 3 emergencies require implementation of this plan and may require declaration of

4. Concept of Operations

an emergency to access resources to evacuate, shelter, or provide other lifesaving emergency services.

Level 3 emergencies may be declared by the IC, the Sheriff, the County Fire Defense Board Chief, the Emergency Management Director, or (Designee), the Director of Public Health or any public safety official in coordination with the above. Level 3 emergencies will require full activation of the County EOC and will likely result in a County emergency declaration, as described in Section 1.5.1, to access resources from higher authority.

4.4 Response Priorities

Public resources will be deployed according to the following priorities:

1. Protection of life
 - Responders
 - At risk populations
 - Public at large
2. Incident Stabilization
 - Protection of response resources
 - Isolation of the impacted area
 - Containment (if possible) of the incident
3. Protection of Property
 - Critical infrastructure
 - Public buildings
 - Industry and Private property

4.5 Levels of Activation

4.5.1 Level one - Monitoring

When an emergency situation arises and it is determined that it will not require more than a routine response the EOC may be activated at a Monitoring status in order to prepare for a change in conditions, or to provide information as necessary. Notification will be made to those stakeholders who may need to take action as part of their everyday responsibilities. The EOC will be staffed as required to monitor the situation and provide situational awareness to partners; formal Situation Reports will not typically be issued.

4. Concept of Operations**4.5.2 Level two – Partial Activation**

During an incident that requires more than routine coordination the EOC may be partially activated. This level of operation indicates that an EOC Director is requesting activation of some members of the County EOC team. Additional staff may be requested to report to a field ICP or DOC, or they may be used to staff particular elements of the EOC. A decision to partially activate the EOC is typically made if it is determined that an IMT or a DOC, or local agencies will require additional coordination and resource support. Partial activation may also be warranted if media and general citizen interest in the emergency is likely to be great enough to require addressing of media and citizen requests.

EOC operations may include extended hours, calling in volunteers, and deploying staff to an impacted jurisdiction. Oregon Emergency Management will be notified, operational periods may be established and formal Situation Reports may be issued.

4.5.3 Level three – Full Activation

During activation of the EOC, members of the EOC team are required to report to the EOC or assigned locations. Commissioners initially report to the EOC for briefing from the EOC Director, an assessment of the emergency/disaster, the preparation and signing of a declaration of emergency, and the arrangement of policy group meeting times and locations.

The County EOC is responsible for coordinating and requesting County, State, and/or Federal assistance, providing auxiliary communications

If an external agency employee assumes the Manager position in the EOC (i.e.; contract of a Type I, II, III Incident Management Team), a document must be signed by the BCC or authorized County official that delegates the authority of the County under ORS 401 to this agency for this specific incident/event (identified by name, OERS mission number, or comparable identification).

At this level the EOC is fully staffed with EOC Team members, agency representatives, and volunteers. ESF's required for the response will be activated and identified ESF agencies and departments will provide appropriate liaison staff to the EOC. Oregon Emergency Management will be notified, operational periods will be established and formal situation reports will be issued.

4.6 Inter-jurisdictional Coordination**4.6.1 Incorporated Cities**

- The Chief Executives of the incorporated cities within the County are responsible for the direction and control of their local resources during emergencies.

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- The Chief Executives of the incorporated cities are responsible for requesting additional resources not covered under mutual aid for emergency operations. Such requests shall be directed to Clatsop County Emergency Management.
- Under ORS 401, each city may establish an emergency management agency and appoint an emergency program manager.
- Each city should notify the County of the individual responsible for emergency management activities in its jurisdiction.
- If a city's emergency resources are insufficient or the city fails to act, County response resources may be deployed, under the direction of the County, should emergency conditions exist that threaten residents of the city.

4.6.2 Private Sector

Disaster response by local government agencies may be augmented by business, industry, and volunteer organizations. The Emergency Manager will coordinate response efforts with the private sector, including providing assistance as appropriate. Schools, hospitals, assisted living facilities, and other institutional facilities are required by Federal, State, or local regulations to have disaster plans.

The Emergency Manager will 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 organizations as the American Red Cross, Salvation Army, faith-based groups, amateur radio clubs, and Community Emergency Response Teams.

Finally, the Emergency Manager shall provide the public with educational and instructional materials and presentations on subjects regarding safety practices and survival tactics for the first 72 hours of a disaster.

4.6.3 State Government

- Under the provisions of ORS 401, the Governor has broad authority and responsibility for the direction and control of all emergency activities in a State-declared emergency.
- State assistance may be requested whether or not a local Emergency Declaration has been or will be made, provided that all appropriate local resources have been utilized.
- Requests for State assistance shall be made by the Chief Executives of the County in which the emergency exists. (If the emergency is the result of a major fire, The Clatsop County District Fire Defense Chief

4. Concept of Operations

may make a request to the State Fire Marshal for immediate mobile support under the State Fire Mobilization Plan.)

- The Governor may request a Presidential Disaster Declaration once appropriate local and State emergency resources are depleted.

4.6.4 Federal Government

- The Governor shall make requests for Federal disaster assistance to the President.
- Federal assistance may be requested and some provisions of the Federal Response Plan implemented prior to a formal declaration of disaster.
- A Presidential Disaster Declaration makes available extensive disaster response and recovery assistance, including support to government, business, and individual citizens.

4.6.5 Support Agencies

- Volunteer disaster relief organizations, private institutions, and business and industry will be called upon to support the Countywide emergency organization.
- The County shall coordinate local use of voluntary disaster relief resources available on a County-wide basis.
- As a signatory to the Intergovernmental Agreement for Regional Emergency Management, Clatsop County will participate with other emergency management agencies in the surrounding area to address problems that could result from a region-wide emergency.

4.7 Transition to Recovery

4.7.1 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.

4.7.2 Recovery

Recovery comprises steps the County will take after an emergency to restore government function and community services to 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,

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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 County 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 for reassessing applications, processes, and functions of all annexes of this disaster plan for deficiencies. Restoration to upgrade damaged areas is possible if it can be shown that extra repairs will mitigate or lessen the chances of, or damages caused by, similar disaster in the future. ESF 14, Long-Term Community Recovery, summarizes specific procedures and plans to support recovery, mitigation, and economic stabilization for the County following a disaster.

5

Command and Control

5.1 General

In Oregon, NIMS and ICS use is mandatory during an emergency incident. ICS is a documented system that has been successfully used in managing available resources at emergency operations. The system consists of procedures for controlling personnel, facilities, equipment, and communications during all phases of emergency response. Additional information regarding the Clatsop County EMD and command structure is presented in ESF 5 of this plan.

Emergency Management Succession

The line of succession within Clatsop County for authority during an emergency is designated for the following positions:

1. County Manager
2. Assistant County Manager
3. Director of Emergency Management
4. Deputy Director of Emergency Management
5. Director of Public Works
6. Sheriff's Office Chief Deputy

5.2 Emergency Operations Centers

- During a large-scale emergency, the Clatsop County EOC has the ability to operate as a multi-agency coordination entity. The primary location for the County Emergency Operations Center is Warrior Hall, Camp Rilea, Warrenton.
- If necessary, alternate EOC facilities will be designated by the EOC Director, including the deployment of mobile field resources if necessary.
- If a Public Health emergency occurs, including pandemic influenza, the Clatsop County Public Health Department may staff a Medical EOC. This center will be coordinated with the Clatsop County EOC.
- Other agencies may activate and staff individual operations centers or other facilities for various types of emergencies; however, the County

5. Command and Control

EOC will serve as the central point for coordination of response operations, resource requests and tracking, public information, and overall incident management.

5.2.1 Local and Agency Operations Centers

Information regarding the Public Health Agency Operations Center (AOC) and Hospital Medical Operations Center is to be completed following establishment of facilities and operating procedures.

5.2.2 Activation Procedures

Activation procedures for the County EOC are determined at the discretion of the County Emergency Manager

5.2.3 Staffing and Shift Change Procedures

The County EOC will be staffed on 12-hour shifts, unless otherwise determined.

5.2.4 Security

No formal EOC Security Plan has been developed to date.

5.2.5 Staff Support Services

The County EOC is currently not equipped to provide full support services to EOC staff and other personnel. The IC will be responsible for escalating additional resource requests to provide support services to the County EOC, should the situation warrant.

5.3 Incident Command Posts and Field Operations

Incident command posts (ICPs) and other facilities may be established on scene or within close proximity of an incident to support tactical operations. In addition, an incident communications center is typically co-located with the ICP.

Depending on the incident type and agencies involved, mobile command posts may be activated and implemented on scene to provide additional resources and communication capabilities for the duration of response activities. The Clatsop County Sheriff's Office, in conjunction with the Emergency Management Division and SAR Team, has devised a concept for enhancing the ability to deploy emergency equipment. In the event of a disaster, emergency, or other situation where certain equipment is required, the Sheriff's Office will maintain Emergency Response Vehicles that will be available for deployment to any emergency response agency in Clatsop County. Deployments outside of Clatsop County will be considered on a case-by-case basis and within the provisions of any existing mutual aid agreements.

All tactical and strategic operations occurring at the incident(s) will be coordinated and communicated through the County EOC to track, manage, and allocate appropriate resources and personnel. Pre-designated facilities and staging

5. Command and Control

areas may be identified and described in existing agency-specific emergency response plans and standard procedures. This information will be consulted and implemented accordingly, depending on the incident type and local/County agencies involved in the response. The lead agency designated for each ESF is responsible for updating, maintaining, and disseminating appropriate plans, procedures, and guidance prior to, during, and following an emergency incident.

5.4 Interoperable Communications

Traditional communication lines—such as landline telephones, cellular phones, faxes, pagers, internet/e-mail, radio, and satellite phones—are used and relied upon by County response personnel throughout the duration of response activities. Specific information regarding Clatsop County communications is found in the ESF 2 Annex of this plan.

The Clatsop County Communications Strategic Plan addresses the emergency communications needs of all first response agencies in the County. Once implemented in its entirety, the plan will provide the structure for interoperable communications throughout Clatsop County's first response agencies.

5.5 Incident Command System

ICS is designed to begin developing from the time an incident occurs until the requirement for management and operations no longer exists. The ICS structure can be expanded or contracted depending on an 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. ICS 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.

ICS organization is built around an IC and four general staff positions—Operations, Logistics, Planning, and Finance—that apply in a routine emergency, organizing for a major event, or managing a major response to a disaster. In small incidents, these general staff positions may be managed by the IC. Larger incidents must usually be set up as separate sections within the ICS organization, each section overseen by a general staff member (commonly referred to as a "Section Chief") who reports directly to the IC. The Clatsop County EOC has established a command structure, supporting activation and operational procedures, and position checklists compliant with NIMS/ICS. This information is available through the Emergency Manager and is located at the EOC in hardcopy format. A typical ICS organizational chart is presented in Figure 5-1.

Plain language will be used during a multi-jurisdictional emergency response occurring in Clatsop County and is essential to public safety, especially that of first responders and those affected by the incident. The use of common

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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.

In certain instances, more than one ICS position may be managed by a single staff person due to limited personnel and resources available in the County. Thus, it is imperative that all primary and alternate EOC staff are trained on ICS functions other than those in their areas of expertise. Regularly exercising ICS, including sub-functions and liaison roles with volunteers and other support staff, will improve overall EOC operation efficiency and add depth to existing County emergency management and response organizations.

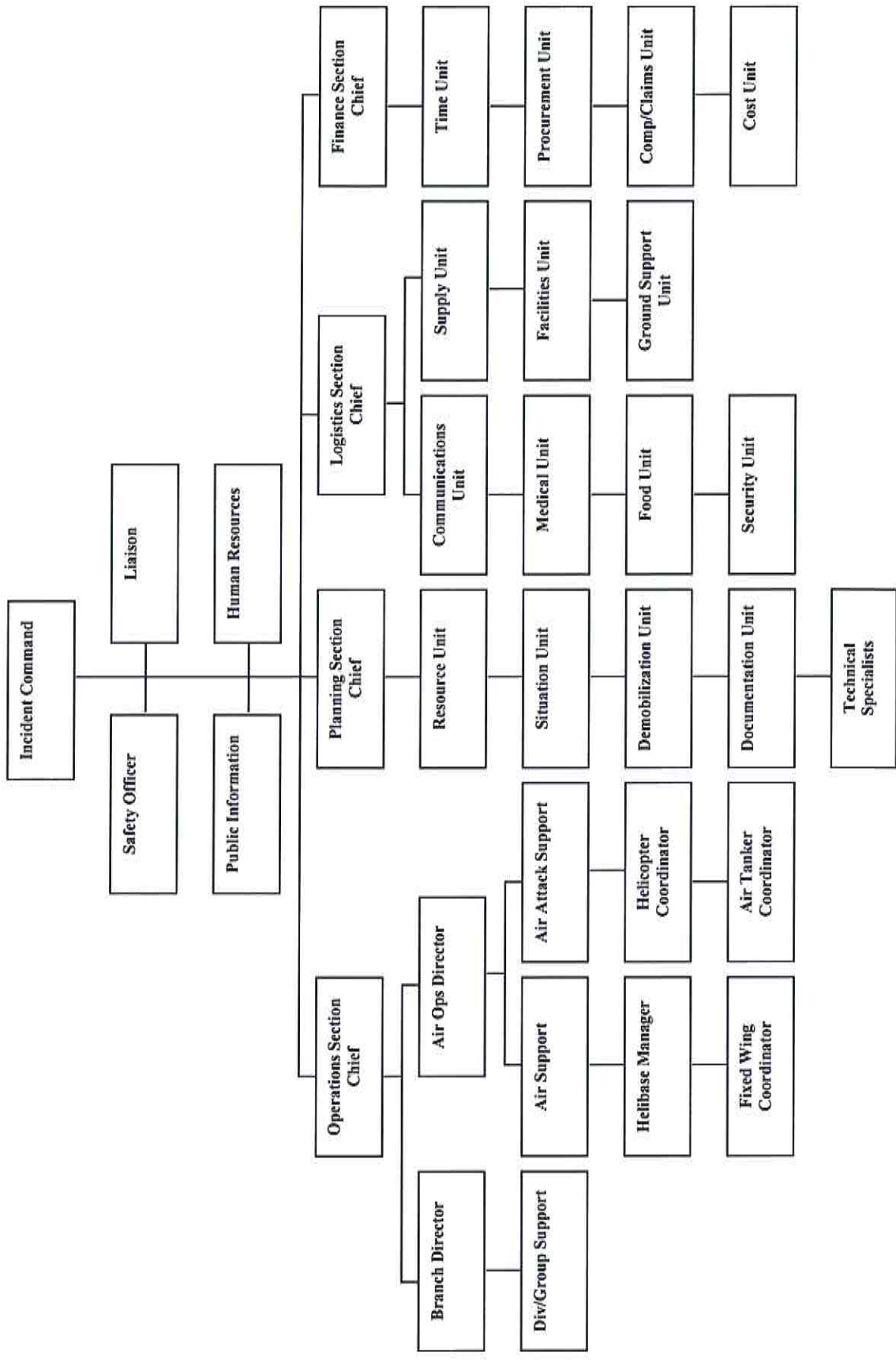
Current training and operational requirements set forth under NIMS were adopted and implemented by Clatsop County in January 2007. Training requirements apply to all first responders and disaster workers, including first-line supervisors, middle managers, and command and general staff.

NIMS identifies these positions as:

- Emergency medical service personnel,
- Firefighters,
- Hospital staff,
- Law enforcement personnel,
- Public health personnel,
- Public works/utility personnel,
- Skilled support personnel,
- Other emergency management response personnel, and
- Support, volunteer personnel at all levels.

5. Command and Control

Figure 5-1 Example of an Incident Command Structure for Clatsop County



5. Command and Control**5.5.1 Incident Commander**

In most cases, the initial IC will be the first responder managing the response. As the incident progresses to the recovery phase, a different agency representative or appointed official may transition into the IC role. Additional information about typical ICS assignments for Clatsop County regarding lead and support roles during emergency response is provided in the ESF Annexes as well as the IAs attached to this plan.

In general, the IC is responsible for all functions not assigned to one of the primary sections and for the following specific tasks:

- Determining incident objectives and strategies;
- Approving and supporting implementation of an Incident Action Plan (IAP);
- Coordinating all activities supporting the incident or event;
- Approving release of information through the Public Information Officer (PIO); and
- Performing the duties of the following command staff if no one is assigned to the position:
 - Safety Officer,
 - PIO, and
 - Liaison Officer.

5.5.2 Operations Chief

The Operations Chief position is typically filled by the lead agency managing response activities for a specific type of incident. The Operations section is typically organized into functional units representing agencies involved in tactical operations. Thus, typical agencies included in the Operations Section are:

- Fire (emergencies dealing with fire, earthquake with rescue, or HazMat);
- 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), and

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- Public works (incidents resulting in major utility disruptions, damage to critical infrastructure, and building collapse). Private entities, companies, and non-governmental organizations may also support the Operations section.

The Operations 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; and
- Requesting resources needed to support the IAP.

5.5.3 Planning Chief

The Planning section is responsible for forecasting the 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 about the incident, and providing a status summary;
- Preparing and disseminating the IAP;
- Conducting planning meetings and developing alternatives for tactical operations; and
- Maintaining resource status.

5.5.4 Logistics Chief

The Logistics section is typically supported by the Supply, Food, Communications, Medical, Facilities, and Ground Support units. 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;

5. Command and Control

- Estimating future support and resource requirements; and
- Assisting with development and preparation of the IAP.

5.5.5 Finance/Administration

The Finance/Administration section is specific to the incident type and severity of the 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; and
- Conducting cost analyses.

5.5.6 Other Command Staff Positions**Safety Officer**

Safety Officers are generally responsible for:

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

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 stakeholders. These duties include:

- 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 (JIS) and, if applicable, establishing and staffing a Joint Information Center (JIC);

5. Command and Control

- Implementing information clearance processes with the IC; and
- Conducting and/or managing media briefings and implementing media-monitoring activities.

Liaison Officer

Specific liaison roles may be incorporated into the command structure established at the local 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 (American Red Cross). The following responsibilities are typically included in a liaison role:

- 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; and
- Providing resource status updates and limitations among personnel, capabilities, equipment, and facilities to the IC, government officials, and stakeholders.

Table 5-1 ESF Assignments Within ICS

ESF	Title	Section
1	Transportation	Logistics
2	Communications	Operations
3	Public Works and Engineering	Operations
4	Firefighting	Operations
5	Emergency Management	Incident Command
6	Mass Care, Emergency Assistance, Housing and Human Services	Operations, Logistics, and Liaison
7	Logistics Management and Resource Support	All
8	Public Health and Medical Services	Operations and Liaison
9	Search and Rescue	Operations
10	Oil and Hazardous Materials Response	Operations
11	Agriculture and Natural Resources	Operations
12	Energy	Logistics
13	Public Safety and Security	Operations
14	Long Term Community Recovery	Administration/Finance and Planning
15	External Affairs	Incident Command and Liaison

The ESF annexes attached to this plan contain general guidelines for Clatsop County governmental entities, organizations, and County officials/departments to carry out responsibilities assigned at the County EOC or other designated facility where response efforts will be coordinated. The table below summarizes typical assignments for each ESF that may be necessary during an emergency incident.

5. Command and Control

These assignments may be adopted for local and agency operations centers as well.

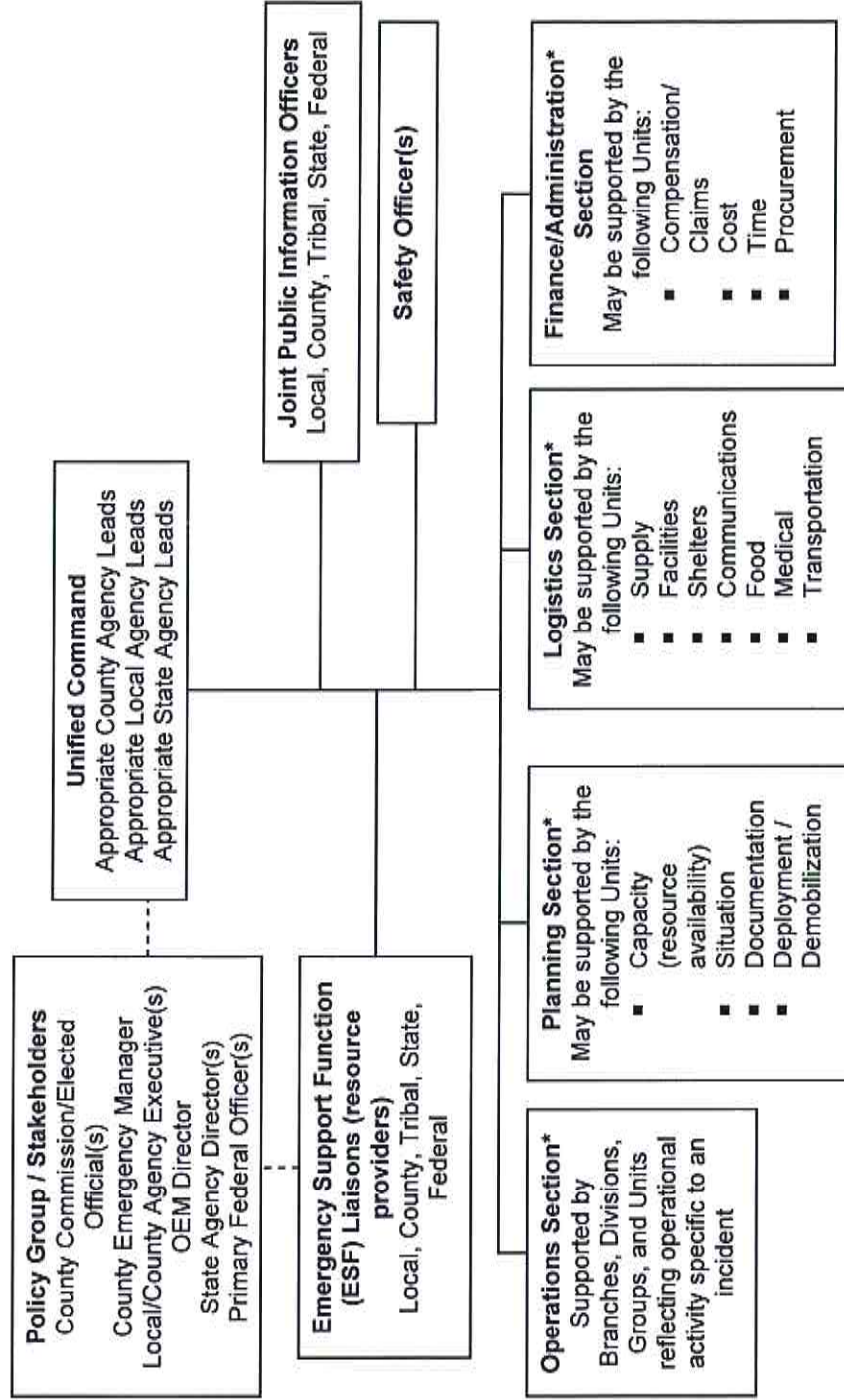
5.6 Unified Command

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 5-2 is an example of a unified command organizational chart for Clatsop County, providing operational flexibility to expand or contract staffing according to the incident's nature and size.

5. Command and Control

Figure 5-2 Example Unified Command Structure for Clatsop County



*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.

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6. Plan Development, Maintenance and Implementation**6****Plan Development, Maintenance and Implementation****6.1 Plan Review and Maintenance**

At a minimum, this EOP will be formally reviewed and re-promulgated every five years to comply with State requirements. This review will be coordinated by the County Emergency Manager 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; and
- 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:

Tiffany Brown, Director/Emergency Manager
Clatsop County Division of Emergency Management
800 Exchange Street, Suite 408 Astoria, OR 97103

6.2 Training Program

The County Emergency Manager specifically coordinates training for County 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 County. The Emergency Manager maintains records and lists of training received by County personnel. Training requirements apply to all first responders and disaster workers, including first-line supervisors, middle management, and command and general staff. The NIMS identifies these positions as follows:

6. Plan Development, Maintenance and Implementation

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

Table 6-1 provides the minimum training requirements for the County's emergency personnel.

Table 6-1 Minimum Training Requirements

Emergency Personnel	Training Required
Emergency Managers and Incident Commanders	ICS-100, -200, -300, -400 IS-700, -800, and as required by NIMS
Other Command Staff, Section Chiefs, and Deputy Section Chiefs	ICS-100, -200, -300 IS-700, and as required by NIMS
All other EOC personnel and first responders	ICS-100, -200 IS-700, and as required by NIMS
All other emergency response personnel, including volunteers	ICS-100 IS-700, and as required by NIMS
<i>Independent study courses can be found at http://training.fema.gov/IS/crslist.asp.</i>	

6.3 Exercise Program

The County will conduct exercises throughout the year to continually test and evaluate this EOP. Whenever feasible, the County 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 County will use Homeland Security Exercise and Evaluation Program (HSEEP) procedures and tools to develop, conduct, and evaluate these exercises. Information on the HSEEP program can be found at <http://hseep.dhs.gov>.

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

6. Plan Development, Maintenance and Implementation**6.4 Event Critique and After Action Reporting**

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

Similarly, reviews and AARs will be facilitated after an actual disaster that will document activities of the incident to improve the readiness of the County.

6.5 Community Outreach and Preparedness Education

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

Information about the County’s public education programs, hazard and mitigation information, and other emergency management and emergency services can be found on the County’s website: www.co.clatsop.or.us.

6. Plan Development, Maintenance and Implementation

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Sample Disaster Declaration Forms & Declaration Guidelines

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Appendix A. Sample Disaster Declaration Forms

SAMPLE
DECLARATION OF EMERGENCY

BEFORE THE BOARD OF COMMISSIONERS
FOR CLATSOP COUNTY, OREGON

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

RESOLUTION

This matter came before the Board of Commissioners at an emergency meeting on _____, involving an emergency situation created by _____; and

WHEREAS, _____

_____ ; and

(Date/time of occurrence; cause of incident)

WHEREAS, _____

_____ ; and

(Specify location of incident and effects)

WHEREAS, _____

_____ ; and

(Specify location of incident and effects)

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

WHEREAS, the county EOC has been implemented and emergency service responders are _____; and

BE IT RESOLVED that the Board of Commissioners, under the emergency powers granted by ORS 401.305, declares that a State of Emergency exists within Clatsop County due to the fact that local resources have been exhausted. Further, Clatsop County's Emergency Services is hereby directed to take all necessary steps authorized by law to secure the persons and property of the citizens of Clatsop County. We request that the Governor invoke ORS 401.168 to mitigate

Appendix A. Sample Disaster Declaration Forms

any rules or regulations that inhibits immediate protection of lives and property, during a State Declared Emergency, so that Clatsop County can take immediate steps for the protection of our citizens. State assistance is requested immediately and includes the following:

* _____
* _____
* _____

Dated at Astoria, Oregon, this _____ day of _____

CLATSOP COUNTY BOARD OF COMMISSIONERS

_____ Chairperson	_____ Commissioner	_____ Commissioner
_____ Commissioner	_____ Commissioner	

Appendix A. Sample Disaster Declaration Forms

SAMPLE**DECLARATION OF EMERGENCY**

BEFORE THE CITY COUNCIL
FOR THE COUNTY OF CLATSOP, OREGON

To: _____,
Clatsop Office of Emergency Management

From: _____,
[CITY], Oregon

At _____ (time) on _____ (date),

a/an _____ *(description
of emergency incident or event type)* occurred in the [CITY] threatening life and
property.

The current situation and conditions are:

The geographic boundaries of the emergency are:

I DO HEREBY DECLARE THAT A STATE OF EMERGENCY NOW EXISTS
IN THE [CITY] AND THAT THE CITY HAS EXPENDED OR WILL
SHORTLY EXPEND ITS NECESSARY AND AVAILABLE RESOURCES. I
RESPECTFULLY REQUEST THAT THE COUNTY PROVIDE ASSISTANCE,
CONSIDER THE CITY AN "EMERGENCY AREA" AS PROVIDED FOR IN
ORS 401, AND, AS APPROPRIATE, REQUEST SUPPORT FROM STATE
AGENCIES AND/OR THE FEDERAL GOVERNMENT

Signed: _____

Title: _____ Date & Time: _____

*This request may be passed to the County via radio, telephone, or FAX. The
original signed document must be sent to the County Emergency Management
Office, with a copy placed in the final incident package.*

EMERGENCY DECLARATION GUIDELINES
for
LOCAL ELECTED
and
APPOINTED OFFICIALS

March 2015

24 hour service provided by:

Oregon Emergency Response System (OERS)

Telephone: 1-800-452-0311

or 503-378-6377

TTY: 503-373-7857

Fax: 503-588-1378



Guidelines developed by:

**Oregon Military Department
Office of Emergency Management**

Telephone: 503-378-2911

Fax: 503-373-7833

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MEMORANDUM

Oregon Military Department Office of Emergency Management

DATE: March 2015
TO: Local Elected and Appointed Officials
RE: Guidance on Emergency Declarations

The Office of Emergency Management (OEM) is providing the guidance in this booklet in order to assist and expedite the emergency and disaster declaration process. We have included descriptions of the types of information necessary for the Governor when considering a request for a state of emergency declaration or a request for federal assistance. You will also find legal references that authorize response to requests for disaster assistance.

County and city governing bodies should clearly identify who is authorized to declare a local emergency. It is recommended that each jurisdiction prepare a local draft declaration of emergency that need only be supplemented with essential information on actual impacts should a disaster occur. Appropriate documentation of the initial and projected impacts of an event is required in order to support a request to the Governor for state or federal assistance.

Local Emergency Program Managers and Coordinators are provided extensive training and are generally familiar with the appropriate processes to be followed. They also have access to OEM policy-level staff for questions you may have about the process.

A basic *County Request for State Assistance* document is included as Appendix A of this booklet to serve as a model for the format and information to include in a declaration request to the Governor.

Additional information is available on the OEM website:

<http://www.oregon.gov/OMD/OEM/>

This booklet may be found on the OEM website:

http://www.oregon.gov/OMD/OEM/docs/library/decl_guide.pdf

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INTRODUCTION

Important questions include:

- What does a declaration do?
- What is the benefit to community leaders in declaring a local emergency?
- What kind of a declaration should be made?
- What should be requested of the Governor?

The answers to these questions depend on a number of factors, such as:

- Scope and magnitude of the event;
- Impact of damage and losses;
- Ability of local jurisdictions to respond;
- Economic health of the area affected;
- Current status of the local government budget;
- Timeframe before the next budget cycle;
- Outlook for known threats to the community until the new budget cycle begins; and
- Number and magnitude of emergencies the jurisdiction has already experienced since the beginning of the last budget period.

TYPES OF DECLARATIONS

Local Declarations

Based on local ordinances and state statutes, a local declaration can allow a city or county governing body flexibility in managing resources under emergency conditions such as:

- Diverting funds and resources appropriated for other purposes in order to meet immediate needs.
- Authorizing activation of local emergency operations plans and implementation of extraordinary protective measures.
- Initiating mutual aid and cooperative assistance agreements, and receiving resources from other organizations or individuals.
- 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.
- Raising public awareness and encouraging the community to become involved in protecting their resources.

The declaration of a local emergency can be the first step in requesting state resources from the Governor. Local requests for state assistance must include:

- The type of emergency or disaster;
- The location(s) affected;
- Deaths, injuries, population still at risk;
- The current emergency conditions or threat;
- An initial estimate of the damage and impacts;
- Specific information about the assistance being requested; and
- Actions taken and resources committed by local governments (city and county).

OEM will assist local officials in developing and reviewing declarations and requests that would provide appropriate essential assistance in a timely manner.

State Declarations

State of Emergency

The Governor can declare a state of emergency under authority granted in Oregon Revised Statutes (ORS) Chapter 401. Under a declaration, the Governor has complete authority over all state agencies and has the right to exercise, within the area designated in the proclamation, all police powers vested in the state by the *Oregon Constitution*.

Under extreme circumstances, a Governor's declaration provides authority for the Governor to suspend provisions of any order or rule of any state agency if the Governor determines and declares that strict compliance with the provisions of the order or rule would in any way prevent, hinder, or delay mitigation of the effects of the emergency.

It also provides for the authority to direct state agencies to utilize and employ state personnel, equipment, and facilities for activities designated to prevent or alleviate actual or threatened damage due to the emergency. This includes the National Guard. It specifies that the Governor may direct the agencies to provide supplemental services and equipment to local governments to restore any services in order to provide for the health and safety of citizens of the affected area.

A state of emergency is usually enacted by a Governor's Executive Order, which establishes directions to, and expectations of state agencies to use available resources to assist local communities and alleviate disaster conditions.

Conflagration Act

The Office of State Fire Marshal assists and supports Oregon fire services during major emergency operations through the Conflagration Act (ORS 476.510), which can be invoked only by the Governor. The act allows the State Fire Marshal to mobilize firefighters and equipment from around the state and provides for the funding of resources through state funds. It is *used only for fires that involve or threaten life and structures*.

To determine if the Conflagration Act should be invoked, the local fire chief and county fire defense chief assess incident status with the following questions in mind:

- Are there structure fires not controlled due to sheer size and/or speed of the fire?
- Is a wildland fire threatening structures?
- Have all local and mutual aid resources been depleted?
- Would mobile support resources be effective?

If the answers are yes, then the county fire defense chief notifies the State Fire Marshal through the Oregon Emergency Response System. The State Fire Marshal discusses the situation with the county fire defense chief, and then decides if the situation warrants implementation of the Conflagration Act. Once decided, the State Fire Marshal notifies the Governor, who authorizes the act to be invoked.

For more information, see:

http://www.oregon.gov/OSP/SFM/Oregon_Mob_Plan.shtml#Conflagrations

Federal Declarations

Presidential Declarations

Probably the most familiar, but not the most common disaster assistance programs are those provided under a Presidential declaration of emergency or major disaster via the Robert T. Stafford Emergency Relief and Disaster Assistance Act, P.L. 93-288, as amended. These Presidential declarations can provide funding and/or technical assistance from numerous federal agencies under the coordination of the Federal Emergency Management Agency (FEMA).

The Stafford Act provides resources to assist states in expediting aid, assistance, and emergency services, and reconstructing and rehabilitating devastated areas.

The process for implementing federal emergency response under the Stafford Act is outlined in the *National Response Framework*. Legal details for implementing the provisions of the Stafford Act are contained in the *Code of Federal Regulations, Title 44*.

Some Stafford Act disaster assistance programs have a cost-share, often 75% federal and 25% non-federal.

U.S. Secretary of Agriculture

The Farm Service Agency (FSA) uses the terms natural disaster determination, designation, or declaration almost interchangeably. A request for the Secretary of Agriculture to declare a disaster for a natural hazard event is a fairly simple process.

At the request of county officials, the Governor asks the Secretary to make a natural disaster determination, usually following these steps:

If it has not already occurred, Oregon Department Agriculture (ODA) asks the FSA to convene the County Emergency Board (CEB), which is a county organization comprised of state and federal agricultural agencies and local producers.

- The CEB convenes and produces a *Flash Situation Report*, which is the first assessment of damage and impacts caused by a natural disaster on the agricultural sector of the economy.
- The FSA State Emergency Board (SEB), which is equivalent to the CEB at the state level, reviews and analyzes one or more county *Flash Situation Reports* and notifies the Governor and ODA of its findings.
- If the findings appear to be favorable to requesting federal assistance, the Governor must *within 90 days of occurrence, in writing*, notify the Secretary of Agriculture that a natural disaster has occurred and request a "determination" for the event in one or more counties.
- The FSA, through the SEB, then has one or more CEBs develop a *Damage Assessment Report* as a means of better demonstrating the total disaster impact on agriculture in one or more counties.
- The U.S. Secretary of Agriculture reviews the *Damage Assessment Report* and makes a determination regarding which FSA disaster programs to activate in the affected counties. The Governor, ODA, SEB, and CEBs are all notified of the decision.
- This process will take several weeks to complete and does not require a Presidential declaration.

Some FSA programs can be made available *without* a determination by the U.S. Secretary of Agriculture. For example, the FSA Administrator may make emergency loans available to farmers with qualifying physical (not production) losses without an action by county or state government.

The following programs can also be activated by the FSA *without* a disaster declaration:

- Noninsured Assistance Program
- Emergency Conservation Program
- Emergency Haying and Grazing Assistance

The FSA has local offices throughout the state, usually co-located with the Oregon State University (OSU) Extension Service, and often with the Natural Resources Conservation Service (NRCS) and/or the local soil and water conservation district office. Encourage your Local Emergency Program Manager to develop a relationship with the local office of the FSA, NRCS, and OSU Extension.

More information on Farm Service Agency programs may be found via:

<http://www.fsa.usda.gov/FSA/>

U.S. Small Business Administration

Small Business Administration (SBA) disaster loans can be made available to homeowners, renters, and businesses by means of a declaration by the SBA Administrator or the President. These low-interest loans are made to help disaster-affected persons and businesses recover. The interest rate varies depending on the availability of loans and other economic factors. Types of loans available are:

- Physical Disaster Loans - homeowners, renters, and businesses
- Economic Injury Disaster Loans - small businesses only

These loans are not automatic; they require data gathering by the local jurisdiction to support the request:

- Criteria for a physical disaster declaration are that in any county, a combination of at least 25 homes and businesses have each sustained uninsured losses of 40% or more of their pre-disaster fair market value;
- Criteria for an economic injury declaration are that at least five small businesses in the state have suffered substantial economic injury due to a sudden physical event, and there is not reasonable financial assistance available in the area.

SBA loans may also involve restructuring debt load at a lower interest rate. To be approved for an SBA loan, applicants must show the ability to repay the loan. More information on Small Business Administration disaster programs may be found via:

http://www.sba.gov/disaster_recov/index.html

U.S. Army Corps of Engineers (USACE)

USACE can assist state and local governments without a Presidential declaration to accomplish mitigation, response, and recovery, especially for the flood hazard. ***With the exception of the rehabilitation program, any other request from local officials for USACE assistance should be made through the OEM Director to the Governor.*** OEM will work with appropriate USACE officials and advise the Governor on how to proceed with the request.

Most assistance requires a written request from the Governor. USACE resources noted here are supplemental to local and state resources. For Indian tribal lands, the Bureau of Indian Affairs will normally submit the request for assistance.

Assistance to individual homeowners and businesses, including agricultural businesses, is not authorized. Also, USACE has no authority to reimburse local governments for the costs of local emergency response and recovery actions.

The authority for the USACE emergency operations resources described as follows is granted via Public Law 84-99, as amended. These resources are directed at flood and coastal storm response such as:

- Temporarily raising the elevation of existing levees with sandbags or by other means;
- Strengthening and providing emergency repairs to levees and other flood control projects;
- Evacuating people and assisting in search and rescue operations;
- Providing materials and equipment, such as sandbags¹, plastic sheeting, lumber, rock, and pumps, if USACE is actively participating in a flood fight²;
- Providing twenty-four hour technical assistance during the event; and
- Loaning equipment or emergency contracting of equipment.
- Under post-flood response, also known as "Ten Day Authority, USACE can assist in:
 - Removing logs, debris, and ice jams from drainage channels, bridge openings, water supply intakes, and sewer outfalls;
 - Removing debris as necessary to reopen vital transportation routes;

¹ Sandbags are only available to communities which have made a good faith effort to stock a supply prior to a flood, and only after mutual aid and/or state resources have been engaged.

² If USACE is not actively participating in a flood fight, federal supplies may be furnished only if local resources are exhausted or will be exhausted; under such circumstances, supplies must be replaced in-kind or paid by local interests. All unused stock should be returned or reimbursed to the federal government at replacement cost.

- Assisting in the temporary restoration of critical public services or facilities;
- Providing emergency water this is limited to 30 days or up to the date of the Presidential declaration, whichever comes first;
- Providing technical assistance; and
- Assisting in identifying hazard mitigation opportunities.

"Ten Day Authority" requires a Governor's request to both USACE and to FEMA. The ten days begin with the Governor's request to FEMA for a joint Preliminary Damage Assessment (PDA) and ends after ten days or with receipt of a Presidential major disaster or emergency declaration, whichever comes first. Once the declaration has been made, USACE resources can continue to assist, but a non-federal cost-share begins, usually at a rate of 25%.

Rehabilitation Program

This program is an exception in that local governments, such as diking and drainage districts, have a direct relationship with USACE. This program assists local governments to repair flood control structures damaged or destroyed by wind, wave, or water action to their pre-disaster condition if:

- The structure has a public sponsor;
- Has been properly maintained by the sponsor; and
- The proposed rehabilitation is cost-effective.

USACE can provide 100% federal funding if the water control structure, usually a levee, was built by USACE, and has since been properly maintained. It is an 80% federal and 20% non-federal cost-share if the levee or other structure meets USACE standards, but was locally built. The sponsor has 30 days to request rehabilitation assistance following a flood or coastal storm.

Advanced Measures

Under this program USACE can conduct preventative work prior to predict unusual flooding. This may have applications for ice jam removal, snowmelt flooding, unusual flooding on the lower reaches of larger watersheds, etc. There must be an imminent threat to life or improved property. There must also be a reasonable assurance that the work can be completed in time to prevent or reduce damages, and the proposed work must be both technically feasible and cost-effective.

Types of assistance can include:

- Strengthening of federal and non-federal flood control structures;
- Construction of temporary levees to protect life and improved property;
- Channel clearance and/or dredging of federal projects to restore original design capacity; and
- Relieving the threat of flooding from possible dam failures by de-watering the impoundment, controlled breaching, or strengthening the structure.

Costs associated with removing a measure, or upgrading it to a permanent facility, are generally borne by the local or state government sponsor.

Conditions of USACE Assistance

In many circumstances USACE assistance requires that the public sponsor agree to conditions similar to the following:

- Provide without cost to the United States all lands, easements, and rights-of-way necessary;
- Hold and save the United States free from damages due to the authorized work, exclusive of damages due to the fault or negligence of the United States or its contractor; and

If feasible, operate and maintain the emergency work or remove temporary work constructed by USACE or its contractor.

More information on USACE disaster programs may be found via:

<http://www.usace.army.mil/Emergency/Pages/home.aspx>

Federal Highway Administration (FHWA)

The FHWA Program called Emergency Relief (ER) helps pay for the repair of roads and bridges on federal aid highways and on non-federal aid roads on federal lands, which have been damaged by a natural disaster or catastrophic failure. Assistance through the ER Program can be rendered with or without a Presidential major disaster declaration. Authority for providing ER to states can be found at Title 23, USC, Section 125.

Highways are eligible for ER funds if:

- The highway is classed a major collector or above;
- The Governor declares a state of emergency in the affected county or counties. Occasionally the Governor will make a state of emergency declaration strictly in order to request FHWA Emergency Relief;
- Estimated cost of repairs to FHWA eligible highways statewide due the disaster total at least \$750,000; and
- There is a favorable finding of eligibility by FHWA.

Local government application for Emergency Relief is made through the Highway Division of the Oregon Department of Transportation (ODOT); it assists local road departments and public works agencies with application, preparation of necessary documentation, and in establishing funding and reimbursement mechanisms.

One important early step in a local government request for ER is the damage survey conducted by local public works, ODOT, and FHWA staff. This usually involves on-the-ground visits to damaged areas.

More information on Federal Highway Administration ER may be found via:

<http://www.fhwa.dot.gov/programadmin/erelief.cfm>

PROCESS FOR REQUESTING ASSISTANCE

These guidelines are provided in accordance with provisions in ORS Chapter 401. They are intended as guidance related to situations that occur in local jurisdictions which require state or federal assistance.

Governor's state of emergency declarations are made at the request of a *county* governing body after determining that an emergency has occurred or is imminent. Cities must submit requests for assistance through the governing body of the county in which the majority of the city's property is located with the expectation that the county will first try to assist the city before asking the state for assistance.

Each event that is likely to result in a request for state or federal assistance must be evaluated to determine the nature and magnitude of the losses that have occurred or are imminent and to identify what local and state resources have been expended or applied to alleviate disaster conditions.

If it appears that state or federal assistance may be needed to augment local resources, it is essential that the jurisdiction conduct a quick but accurate Initial Damage Assessment.

The Local Emergency Program Manager or their designee coordinates this effort with OEM. It is recognized that circumstances may preclude the inclusion of all of the information listed below. However, an effort should be made to include as much as possible prior to requesting a Governor's declaration.

- Specify the area(s) of impact and describe the emergency situation as it exists within the impacted area(s).
- Describe the severity of the situation and the effect on lives, public health and safety, and property. Particular attention should be paid to special populations such as elderly or handicapped, who may be less able to manage on their own.
- Identify and evaluate the severity and magnitude of impacts that have or are expected to occur in the following areas:
 - Public safety and emergency services, such as firefighting, law enforcement, hazardous materials response, emergency medical services and hospitals
 - Communication resources
 - Health and mental health services

- Public infrastructure, including debris clearance, emergency response costs, transportation systems, dams and levees, public buildings and equipment, and public utilities such as water, sewer, electricity, etc.
- Vital community businesses and private nonprofit organizations which provide essential services to the general public
- Housing
- Agriculture
- To the extent possible, provide supporting documentation of damage, losses, costs, and impacts.
- Identify the efforts local jurisdictions have taken to resolve the situation:
 - Has the local jurisdiction=s governing body declared an emergency and implemented their emergency operations plan?
 - Has the local jurisdiction=s emergency operations center been activated?
 - Has the local jurisdiction committed all available local resources to alleviate the emergency, such as mutual aid/cooperative assistance agreements?
- Describe in as much specificity as possible disaster related unmet needs:
 - What local government resources or assets have been expended, resulting in shortfalls?
 - What situations exist that require assistance from state or federal resources?

Once the local jurisdiction has conducted an Initial Damage Assessment (IDA) and a request for federal assistance is anticipated, the Director of the Office of Emergency Management may request the FEMA regional office to conduct a joint Preliminary Damage Assessment (PDA). This involves a team of local, state, and federal personnel jointly validating the local IDA. Such an assessment will assist the Governor in determining whether federal assistance is necessary, and it could serve to support a request for a Presidential emergency or major disaster declaration.

The request and supporting information from local officials must be submitted to the Governor through the Director of the Office of Emergency Management as prescribed under ORS 401.165. If it is determined that local and state resources are insufficient to meet the needs of the area impacted, the Governor may submit a request to the President through the FEMA Regional Director or directly to a federal agency for assistance.

PRESIDENTIAL DECLARATION EVALUATION FACTORS

For all requests under the Stafford Act, FEMA will evaluate the severity, magnitude, and impact of the event, and will evaluate whether the impact appears to exceed state and local capabilities, and whether there are federal resources which may be appropriate to address severe, disaster related needs.

Some agencies may provide specific resources without the need for a Presidential declaration through existing emergency authorities. Considering all factors, FEMA will make a recommendation to the President.

Federal evaluation will focus on the following factors:

Threat to Life, Health, or Safety

If there are significant threats to the lives, health, or safety of individuals that cannot be met with state, local, and /or voluntary organization resources, federal assistance may be warranted. For example, if critical facilities are affected such as water treatment or distribution, federal assistance might be necessary if state and local government cannot meet the emergency needs.

Special Populations and Considerations

Attention will be paid to special populations, such as the elderly or disabled, who might be more likely to face threats to life, health, and safety.

Critical Facilities

If critical facilities, such as hospitals, fire and police stations, water or sewage treatment facilities, etc. are seriously affected, and state and local government cannot adequately correct the problem or address the impacts, federal assistance may be warranted.

Large Scale Disruptions of Normal Community Functions and Services

If disruptions of normal community functions and services occur that threaten the well being of an economic base of the community, and cannot be corrected with state or local assistance, federal assistance may be warranted.

Technical Assistance

There may be situations where there are not significant impacts, but states may need technical assistance, such as that provided by the U.S. Army Corps of Engineers.

APPENDIX A: Sample County Request for State Assistance

APR-07-2011 17:16

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Page: 1

DECLARATION OF EMERGENCY

BEFORE THE COUNTY COURT
FOR HARNEY COUNTY, OREGON

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

RESOLUTION # 2011-04

This matter comes before the Harney County Court at an emergency meeting on April 7, 2011 involving a disaster situation created by flooding of the Silvies River throughout the county; and

WHEREAS, the County of Harney, having exhausted all their resources; and

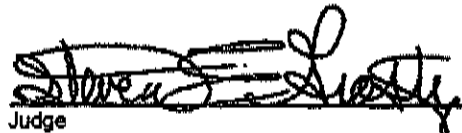
WHEREAS, the emergency situation appears to be of such a magnitude and severity, with the likelihood of continuing flooding for the next several days, that it is beyond the County's response capability; now, therefore

BE IT RESOLVED that the County Court, under the emergency powers granted by ORS 401.305, 401.309, and 401.065 declares that a "State of Emergency" exists within Harney County due to the fact that local resources are depleted and request the Governor declare Harney County a disaster area. Further, the Harney County Office of Emergency Management and Sheriff's Department are hereby directed to take all necessary steps authorized by law to secure the persons and property of the citizens of Harney County. State assistance is requested immediately and includes the following:

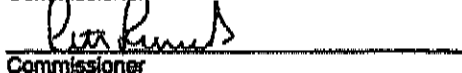
- Manpower
- Sand bagging machine
- High capacity water pumps

DATED this 7th day of April, 2011.

HARNEY COUNTY COURT


Judge


Commissioner


Commissioner

Forward to Oregon Emergency Management Office at 6:00 p.m. on April 2011.

APR-07-2011 18:47

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For more information on the assistance outlined in this guidebook, the following web links may prove helpful:

Office of Emergency Management

<http://www.oregon.gov/OMD/OEM/>

Office of State Fire Marshal

<http://www.oregon.gov/OSP/SFM/>

Federal Emergency Management Agency

<http://www.fema.gov/>

Farm Service Agency

<http://www.fsa.usda.gov/FSA/>

U.S. Small Business Administration

http://www.sba.gov/disaster_recov/index.html

U.S. Army Corps of Engineers

<http://www.usace.army.mil/Emergency/Pages/home.aspx>

Federal Highway Administration

<http://www.fhwa.dot.gov/programadmin/erelief.cfm>

Applied Technology Council

<http://www.atcouncil.org>

B

Immediate Action Checklist

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IMMEDIATE ACTION CHECKLIST

Clatsop County Emergency Operations Center

Use the following Immediate Action Checklist to initiate Clatsop County's response to and support of an emergency incident.

1. Receive alert of incident.

- Confirm that the County Manager, County Emergency Manager and County Sheriff are all notified and aware of the incident. (Note: Notification that an incident has occurred or is imminent may be received through 911 dispatch, responding agencies, the on-scene Incident Commander, the public or other sources.)

2. Determine need to implement the County's Emergency Management Organization.

- The Emergency Manager should determine, in coordination with the command personnel, what level of support is needed from the County for the incident. This may range from the Emergency Manager standing by to full activation of the Emergency Operations Center (EOC).
- Identify key personnel who will be needed to support emergency operations, including staffing of the Emergency Operations Center, if activated.

3. Activate the County Emergency Operations Center as appropriate.

Determine which EOC location should be active based on the circumstances and accessibility to the facility.

- **Primary Location:**
Clatsop County Emergency Operations Center
Camp Rilea, Building 7022
Warrenton, OR 97146
- **Alternate Location:**
Clatsop County Emergency Management
800 Exchange Street, 4th Floor
Astoria, OR 97103

4. Notify key County personnel and response partners.

- The Emergency Manager will notify key personnel to staff the EOC based on incident needs.
- Notify appropriate emergency response agencies of the incident and the status of the EOC (warm standby, partial or full activation) and location.

5. Establish communications with the on-scene Incident Commander.

- Establish a field liaison to the scene or in the EOC to establish and facilitate communications between the Incident Command Post and the EOC.
- Identify primary and backup means to stay in contact with the on-scene Incident Commander and Safety Officer.
- Discover and post location of the Incident Command Post.

See ESF-2 – Communications for more information on communications systems.

6. Focus immediate EOC operations on situational awareness by capturing the following:

- ☐ Population impacts by zone area based on cities and fire districts
 - Number of displaced people & homes destroyed, uninhabitable or inaccessible
 - Temporary assembly location for displaced people
 - Demographic data of people in crisis (e.g. population, seniors, disabled, adults, children, infants, pets, etc.)
 - Number of missing people and “last seen” information
 - Number of injured people and location to where injured are transferred.
 - Number of deceased and location
- ☐ Infrastructure Impacts
 - Dams
 - Airports
 - Port
 - Communications Towers
 - Lifeline Routes
 - Utilities
- ☐ Costs incurred / Incident-specific expenses
- ☐ Resource Request Status
 - Requested
 - Ordered
 - Delivered
 - Cancelled or demobilized

See Section 5.4 of this plan for information on EOC operations.

7. Identify, in coordination with the on-scene IC, key incident needs.

- Protective action measures for employees responding to the incident
- Protective action measures for the general public, including evacuation and shelter-in-place
- Shelter and housing needs for displaced citizens and their companion pets
- Emergency public information and coordination with the media
- Provisions for access and functional needs populations, including unaccompanied children
- Any other needs as warranted based on situational awareness (see above)

8. Inform Oregon Emergency Response System (OERS) of EOC activation.

- OERS: 800-452-0311
- If there is an oil or chemical spill to report, responsible parties are to call the National Response Center at 800-424-8802.

9. Declare a State of Emergency for the County, as appropriate.

- If the incident has threatened or threatens to overwhelm the County's resources to respond, the County should declare a State of Emergency .
- A declaration is made by the Board of County Commissioners.
- The declaration should be submitted to OERS.

See appendices of this plan for information on the disaster declaration process and sample disaster declarations.



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.

Communication Unit Leader Checklist
Compensation/Claims Unit Leader Checklist
Cost Unit Leader Checklist
Demobilization Unit Leader Checklist
Documentation Unit Leader Checklist
Facilities Unit Leader Checklist
Finance – Administration Section Chief Checklist
Food Unit Leader Checklist
Ground Support Unit Leader Checklist
Incident Commander Checklist
Liaison Officer Checklist
Logistics Section Chief Checklist
Medical Unit Leader Checklist
Operations Branch Director Checklist
Operations Section Chief Checklist
Planning Section Chief Checklist
Procurement Unit Leader Checklist
Public Information Officer Checklist
Resources Unit Leader Checklist
Safety Officer Checklist
Service Branch Director Checklist
Situation Unit Leader Checklist
Staging Area Manager Checklist
Supply Unit Leader Checklist
Support Branch Director Checklist
Time Unit Leader Checklist

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Maps

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References

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Appendix F. References

Federal

- Public Law 93 234, as amended, Flood Disaster Protection Act of 1973.
- 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.
- The Code of Federal Regulations, Title 44, Part 206.
- Federal Emergency Management Agency, FEMA 64, Emergency Action Planning Guidelines for Dams, 1985.
- Federal Emergency Management Agency, Comprehensive Planning Guide 101, 2009.
- National Response Framework, 2008.
- National Incident Management System, 2008.
- Federal Response Plan

State

- Oregon Emergency Management. State of Oregon Emergency Declaration Guidelines for Local Elected and Appointed Officials. March 2005.
- Oregon Revised Statutes (ORS) 401.305 through 401.335.
- Office of the State Fire Marshal. Oregon Fire Services Mobilization Plan. April 2011.
- Oregon Emergency Operations Plan and Oregon State Fire Mobilization Plan

County

- Clatsop County Health & Human Services Operation Plan
- Clatsop County Hazard Mitigation Plan
- Memoranda of Agreement / Understanding

City/Other

- Ordinances and Emergency Operations Plans of municipalities within Clatsop County
- All other Public Laws or Executive Orders enacted or to be enacted which pertain to emergencies/disasters.

F

Acronyms and Glossary

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Appendix G. Acronyms and Glossary

Acronyms

AAR	After Action Report
AOC	Agency Operations Center
ARES	Amateur Radio Emergency Services
ARRL	American Radio Relay League
ATF	Bureau of Alcohol, Tobacco, and Fire
BCC	Board of County Commissioners
C&D	Construction and Demolition
CCARES	Clatsop County Amateur Radio Emergency Services
CERT	Community Emergency Response Team
CFR	Code of Federal Regulations
CCFDB	Clatsop County Fire Defense Board
COG	Continuity of Government
COOP	Continuity of Operations Plan
County	Clatsop County
CST	Civil Support Team
DEQ	Department of Environmental Quality
DMORT	Disaster Mortuary Team (State)
DMS	Debris Management Site
DOC	Department Operations Center (County)
DWI	Disaster Welfare Information
EAS	Emergency Alert System
ECC	Emergency Coordination Center
EMD	Emergency Management Director
EMRII	Emergency Management Region II
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan

Appendix G. Acronyms and Glossary

EPA	United States Environmental Protection Agency
ESF	Emergency Support Function
FAA	Federal Aviation Administration
FAC	Facilitating Committee
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
FOSC	Federal On-Scene Coordinator
FRP	Federal Response Plan
FSA	Farm Service Agency
FSC	Family Service Center
FTL	Finance Team Leader
GIS	Geographical Information Systems
HART	High Angle Rescue Team (Clatsop County)
HazMat	Hazardous Materials
HazMat Team	Hazardous Materials Team
HRSA	Human Resources and Services Administration
HSPD-5	Homeland Security Presidential Directive-5
HTW	Hazardous or toxic waste
IA	Incident Annex
IAP	Incident Action Plan
IC	Incident Commander/Incident Command
ICP	Incident Command Post
ICS	Incident Command System
IDA	Initial Damage Assessment
IMS	Incident Management System
JIC	Joint Information Center
JIS	Joint Information System
LEDS	Law Enforcement Data System

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LTL	Logistics Team Leader
MCI	Mass Casualty Index
ME	Medical Examiner
MFI	Mass Fatality Incident
MOU	Memorandum of Understanding
NAWAS	National Warning System
NCS	Net Control Station
NIMS	National Incident Management System
NRCS	National Resource Conservation Service
NTS	National Traffic System
NTSB	National Transportation Safety Board
NWS	National Weather Service
OAR	Oregon Administrative Rules
ODA	Oregon Department of Agriculture
ODF	Oregon Department of Forestry
ODOT	Oregon Department of Transportation
OEM	Oregon Emergency Management
OERS	Oregon Emergency Response System
OFTL	Operations Field Team Leader
OPD	Oregon Parks Department
ORS	Oregon Revised Statutes
OSC	On-Scene Coordinator
OSP	Oregon State Police
OSTL	Operations Sheltering Team Leader
OSU	Oregon State University
PDA	Preliminary Damage Assessment
PIO	Public Information Officer
POD	Point of Dispensing

Appendix G. Acronyms and Glossary

PSAP	Public Service Answering Point
PTL	Planning Team Leader
RACES	Radio Amateur Civil Emergency Services
REACT	Radio Emergency Associated Citizens Teams
SAR	Search and Rescue
SARDA	State and Regional Disaster Aviation Plan
SBA	United States Small Business Administration
SOP	Standard Operating Procedures
SSD	County Social Services Division
State	State of Oregon
SUL	Shelter Unit Leader
TDSR	Temporary Debris Storage and Reduction
UC	Unified Command
UC	Unified Command/Unified Commander
US	United States
USACE	United States Army Corps of Engineers
USAR	Urban Search and Rescue
USCG	United States Coast Guard
USDA	United States Department of Agriculture
USGS	United States Geological Survey
VOAD	Volunteer Organizations Active in Disaster
WMD	Weapons of Mass Destruction

Appendix G. 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

Appendix G. Acronyms and Glossary

subordinate to the primary positions. Assistants may also be assigned to unit leaders.

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

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

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

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

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

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

Chief: The ICS title for individuals responsible for management of 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 Command and the special staff positions of Public Information Officer, Safety Officer, Liaison Officer, and other positions as required, who report directly to the Incident Commander. They may have an assistant or assistants, as needed.

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

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

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

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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.

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 means any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

Emergency Alert System (EAS): Broadcasting stations and interconnecting facilities authorized by the Federal Communications Commission to operate in a controlled manner during emergencies. Use of EAS is a critical method of providing emergency warning to the public.

Emergency Management Assistance Compact: The Emergency Management Assistance Compact is an interstate mutual aid agreement that allows States to

Appendix G. Acronyms and Glossary

assist one another in responding to all kinds of natural and man-made disasters. It is administered by the National Emergency Management Association.

Emergency Operations 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.

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

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

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

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

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

Homeland Security Exercise and Evaluation Program (HSEEP): A capabilities- and performance-based exercise program that provides a standardized policy, methodology, and language for designing, developing, conducting, and evaluating all exercises. Homeland Security Exercise and Evaluation Program also facilitates the creation of self-sustaining, capabilities-based exercise programs by providing tools and 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, natural- or human-caused, that requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, wildland and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

Appendix G. Acronyms and Glossary

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

Incident Command Post: The field location at which the primary tactical-level, on-scene incident command functions are performed. The Incident Command post 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 small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

Incident Commander: 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.

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

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

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

Initial Response: Resources initially committed to an incident.

Intelligence Officer: The intelligence officer is responsible for managing internal information, intelligence, and operational security requirements

Appendix G. Acronyms and Glossary

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

Interagency: An organization or committee comprised of multiple agencies.

Interoperability & Compatibility: A principle of the 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 the 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.

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

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

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

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

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

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

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

Mitigation: The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often informed by lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or

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

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

Multi-agency Coordination Entity: A multi-agency coordination entity functions within a broader multi-agency 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.

Multi-Agency Coordination Group: The Clatsop County MAC Group will be chaired by the Sheriff or designee and will include at a minimum the Sheriff, Director of Public Works, Public Health Director, and the County Fire Defense Board Chief.

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

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

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

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

National Disaster Medical System: A cooperative, asset-sharing partnership between the Department of Health and Human Services, the Department of Veterans Affairs, the Department of Homeland Security, and the Department of Defense. National Disaster Medical System provides resources for meeting the continuity of care and mental 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

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governments; the private-sector, and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among State, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; multi-agency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

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

National Response Framework: A guide to how the Nation 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.

National Warning System (NAWAS): Used for the dissemination of warning and other emergency information from federal and state warning points to the county warning points. It is a dedicated, nationwide, party line telephone warning system operated on a 24-hour basis.

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

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

Oregon Emergency Response System (OERS): Provides coordinated notification to state and federal agencies in response to incidents involving chemicals, petroleum products, biological agents, radioactive materials, and other technological and natural hazards. It is the only phone number that local agencies and industry need to call in order to notify appropriate state and federal agencies (1-800-452-0311).

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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 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.

Policy Group: Composed of the Sheriff, BCC, County Manager, County Council, Director of Public Works Department, Public Health Department Director and the County Fire Defense Board Chief.

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

Preparedness Organizations: The groups 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

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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.

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

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

Qualification and Certification: This subsystem provides recommended qualification and certification standards for emergency responder and incident management personnel. It also allows the development of minimum standards for

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resources expected to have an interstate application. Standards typically include training, currency, experience, and physical and medical fitness.

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

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

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

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

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

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

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

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

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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 the NIMS, an appropriate span of control is between 1:3 and 1:7.)

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

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 the NIMS that provides a set of standardized organizational structures (such as the ICS, multi-agency coordination systems, and public information systems) as well as requirements for processes, procedures, and systems designed to improve interoperability among jurisdictions and disciplines in various 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.)

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

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

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

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

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

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

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

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

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

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

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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.

Utility: Structures or systems of any company or co-op, providing water storage, supply, or distribution; sewage collection and treatment; telephone; electricity; natural gas and other fuels; or other similar public service.

Vector: A vector (or carrier) is any organism capable of transmitting disease. Some examples are fleas, ticks, mosquitoes and rodents. Vectors are able to spread disease to humans by biting, burrowing or contaminating our living spaces.

Vector Control: Control of diseases spread by insects, rodents, etc.

Voluntary Organization: Any chartered or otherwise recognized tax-exempt local, state, or national organization which has provided or may provide services to the state, local governments, or individuals in a disaster or emergency.

Volunteer: For purposes of the NIMS, a volunteer is any individual accepted to perform services by the lead agency, which has authority to accept volunteer services, when the individual performs services without promise, expectation, or

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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>

Vulnerability: Susceptibility of life, property, or the environment to damage if a hazard manifests to potential.

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Emergency Support Functions

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Incident Annexes

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