

**Washington County  
EMERGENCY OPERATIONS PLAN**

**Version 3.0**



**September 2017**

**Prepared by:**

Washington County Emergency Management  
1400 SW Walnut Street  
Hillsboro, Oregon 97123

This page left blank intentionally

This page left blank intentionally

# Preface

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

Maximizing public safety and minimizing property damage is a primary responsibility of government when responding to an emergency or disaster. It is the goal of Washington County that responses to such incidents are conducted in the most organized, efficient, and effective manner possible. To aid in accomplishing this goal, Washington County has formally adopted the principles of the National Incident Management System and the Incident Command System.

The Basic Plan component of the EOP describes in broad terms the organization used by the County to respond to emergencies and disasters. It is supplemented by functional annexes that complement the 15 federal and 18 state Emergency Support Functions (ESFs) and hazard-specific annexes. It provides a framework for coordinated response and recovery activities during large-scale emergencies. The EOP describes how various agencies and organizations in Washington County will manage their resources and coordinate their activities with federal, state, local, tribal, and private-sector partners.

This page left blank intentionally

# Letter of Promulgation

I am pleased to promulgate the updated Emergency Operations Plan (EOP) for Washington County, Oregon. This plan supersedes all previous editions.

The EOP provides a framework for coordinating disaster response and short-term recovery in Washington County. It identifies the roles and responsibilities of County departments and describes how they will coordinate resources and activities with each other and our federal, state, county, regional, private-sector, and non-governmental organization partners.

When disaster strikes, the public will expect and deserve a unified and coordinated response from the County and its partners and this plan provides a foundation for that to occur. As such, I strongly encourage all County departments to plan, train, exercise, and respond consistent with this plan.

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



Andy Duyck  
Chair, Board of County Commissioners  
Washington County, Oregon

10-10-17

Date

This page left blank intentionally

# Plan Administration

The Washington County Emergency Operations Plan, including functional and hazard-specific annexes, will be reviewed biennially or as appropriate after an exercise or incident response. The Basic Plan component of the EOP will be formally re-promulgated by the Board of County Commissioners every four years.



**Record of Plan Changes**

All updates and revisions to the plan are recorded in the following table.

<b>Date</b>	<b>Change #</b>	<b>Summary of Changes</b>
2011	Original Release	
2017	1	<ul style="list-style-type: none"> <li>• Addressed organizational changes; OCEM changed to EMC; added reference to the Regional Disaster Preparedness Organization.</li> <li>• Incorporated the Washington County Multiagency Coordination Group (sections 2.8 and 3.1.1)</li> <li>• Incorporated the Regional MACS ConOps Plan, Regional Multiagency Coordination Group, Regional Logistics Support Team, and Regional JIC/JIS.</li> <li>• Removed references to ‘prevention’ from the discussion of the phases of emergency management (sec. 2.2), to support consistency with National Preparedness Goal.</li> <li>• Updated Section 3 – Organization and Assignment of Responsibilities. Clarified the roles and responsibilities of several organizations.</li> <li>• Made various changes throughout to improve clarity and readability.</li> </ul>

**Plan Distribution List**

The Washington County Emergency Operations Plan is distributed in hard copy (HC), on CD-ROM, and via the Washington County website. Updates will be distributed when they are adopted. Recipients are responsible for updating their copies of the plan when changes are received.

**Organizations that receive a hard copy and/or CD-ROMs**

Organization	Recipient/ POC	Transmittal Date/#	# of Copies	Format
<b>Washington County Board of Commissioners</b>				
District 1			1	HC
District 2			1	HC
District 3			1	HC
District 4			1	HC
At-Large			1	HC
<b>Washington County Emergency Management</b>				
Emergency Management Director	Scott Porter		1	HC-1/CD
Emergency Management Supervisor	John Wheeler		2	HC-2/CD
<b>Reference Copies</b>				
EOC at Law Enforcement Center			3	HC
Department of Land Use and Transportation DOC			1	HC
Support Services DOC			1	HC
<b>State Agencies</b>				
Oregon Emergency Management			1	HC

**Organizations that receive email updates**

Organization
<b>Washington County Department Heads/Managers</b>
County Administrative Office
Assessment & Taxation
Community Corrections
Community Development
Cooperative Library
County Counsel
Health and Human Services
Housing Services
Juvenile Services
Land Use and Transportation
Sheriff's Office
Support Services:
• Facilities Management
• Finance
• Fleet Management
• Human Resources
• Risk Management
• Information Technology Services
Sheriff's Office
Emergency Management Coordinator – Department of Land Use and Transportation

Organization
Emergency Management Coordinator – Sheriff’s Office
City of Beaverton Emergency Manager
Clean Water Services
Forest Grove-Cornelius Emergency Manager
City of Hillsboro Emergency Manager
City of Sherwood Emergency Manager
City of Tigard Emergency Manager
City of Tualatin Emergency Manager
Tualatin Valley Fire & Rescue Emergency Manager
EOC Incident Commander
EOC Deputy Incident Commander
EOC Public Information Officer
EOC Planning Chief
EOC Operations Chief
EOC Logistics Chief
EOC Finance Chief
Banks
Durham
Gaston
King City
North Plains
Wilsonville
Clackamas County
Clark County
Columbia County
Multnomah County
City of Portland
Tillamook County
Yamhill County
Banks Fire District #13
Clean Water Services
Gaston Rural Fire District
Metro
Port of Portland
TriMet
Tualatin Hills Park & Recreation District
Tualatin Valley Irrigation District
Tualatin Valley Water District
Washington County Consolidated Communications Agency (WCCCA)
Joint Water Commission
Banks School District
Beaverton School District
Forest Grove School District
Gaston School District
Hillsboro School District
Sherwood School District
Tigard/Tualatin School District
Portland Community College
Kaiser Westside Medical Center
Meridian Park Hospital
Providence Health & Services
Provide St. Vincent Medical Center

<b>Organization</b>
Tuality Healthcare
Forest Grove Light & Power
Frontier Communications
Northwest Natural
Portland General Electric
fWest Oregon Electric Co-op
Intel
Metro West Ambulance
American Red Cross, Cascades Region
Community Organizations Active in Disaster (COAD)
Member Agencies
Oregon Department of Transportation
Oregon Emergency Management
Watermaster

This page left blank intentionally

# Table of Contents

<b>Preface</b> .....	<b>iv</b>
<b>Letter of Promulgation</b> .....	<b>vi</b>
<b>Plan Administration</b> .....	<b>viii</b>
<b>Table of Contents</b> .....	<b>xiv</b>
<b>1 Introduction</b> .....	<b>1-1</b>
1.1 Purpose .....	1-1
1.2 Scope.....	1-2
1.3 Situation.....	1-4
1.3.1 General .....	1-4
1.3.2 Risk Environment.....	1-4
1.3.3 Capability Overview.....	1-4
1.4 Planning Assumptions .....	1-5
2.1 General.....	2-1
2.2 Phases of Emergency Management.....	2-2
2.2.1 Mitigation.....	2-2
2.2.2 Preparedness.....	2-3
2.2.3 Response .....	2-4
2.2.4 Recovery .....	2-4
2.3 Incident Types .....	2-5
2.4 Response Components .....	2-9
2.5 EOC Activation .....	2-9
2.5.1 Authority .....	2-9
2.5.2 Levels.....	2-10
2.5.3 Notification of EOC Activation .....	2-11
2.6 Emergency Powers.....	2-12
2.7 Emergency Public Information .....	2-12
2.8 Policy Coordination.....	2-12
2.9 National Incident Management System Compliance .....	2-13
2.10 Continuity of Emergency Operations .....	2-13
2.10.1 Essential Functions .....	2-13
	<b>Error! Bookmark not defined.</b>
2.10.2 Lines of Succession and Delegations of Authority .....	2-14
2.10.3 Alternate EOC and DOCs .....	2-14
2.10.4 Information Management and Communications.....	2-15
<b>3 Organization and Assignment of Responsibilities</b> .....	<b>3-1</b>
3.1 Organization .....	3-1

3.1.1	Emergency Management Infrastructure.....	3-1
3.1.2	Emergency Operations Center Organization .....	3-3
3.2	Roles and Responsibilities .....	3-3
3.2.1	Emergency Operations Entities .....	3-3
3.2.2	Washington County Departments.....	3-6
3.2.3	Non-County Organizations Which May be Called Upon to Support County Emergency Activities.....	3-11
3.2.4	Response (Includes Short-Term Recovery) Matrix.....	3-12
<b>4</b>	<b>Direction, Control, and Coordination .....</b>	<b>4-1</b>
4.1	General .....	4-1
4.2	Coordination among Response Elements.....	4-1
4.3	Emergency Facilities.....	4-2
<b>5</b>	<b>Administration, Finance, and Logistics .....</b>	<b>5-1</b>
5.2	Documentation .....	5-2
5.2.1	Reports and Logs .....	5-2
5.2.2	Records Management .....	5-3
5.2.3	Information Security.....	5-4
5.3	Accounting and Cost Recovery .....	5-4
5.4	Post-Incident and Exercise Review .....	5-5
<b>6</b>	<b>Plan Development and Maintenance.....</b>	<b>6-1</b>
6.1	Content Development .....	6-1
6.2	Maintenance Cycle.....	6-1
6.2.1	Plan Review Schedule.....	6-1
<b>7</b>	<b>Authorities and References .....</b>	<b>7-1</b>
7.1	Authorities .....	7-1
7.1.1	Federal .....	7-1
7.1.2	State .....	7-2
7.1.3	Local.....	7-2
7.2	References.....	7-2
7.2.1	Federal .....	7-2
7.2.2	State .....	7-3
7.2.3	Local.....	7-3

## **Addenda**

- 1 Acronyms and Glossary
- 2 Response and Recovery Matrix
- 3 Washington County Hazard Analysis
- 4 Mutual Aid and MOU Agreements
- 5 Maps
- 6 Response Partners by ESF

## **Functional Annexes**

- A Alert and Warning
- B Animals in Disasters
- C Catastrophic Mass Reception
- D Communications
- E Damage Assessment
- F Debris Management
- G Donations Management
- H Emergency Medical Services Resource Management
- I Emergency Public Information
- J Emergent Volunteer Management
- K Fire Resource Management
- L Law Enforcement
- M Legal
- N Mass Fatality
- O Mental Health
- P Population Protection
- Q Public Health
- R Resource Management
- S Shelter, Care and Temporary Housing
- T Transportation Management
- U Urban Search and Rescue

## **Hazard-Specific Annexes**

- 1 Severe Winter Weather
- 2 Pandemic Influenza
- 3 Flood
- 4 Earthquake
- 5 Terrorist Incident Response and Recovery
- 6 Hazardous Material Release
- 7 Wildland-Urban Interface Fire
- 8 Dam Failure



This page left blank intentionally



This page left blank intentionally

# **Basic Plan**

This page left blank intentionally

# 1

## Introduction

Oregon law requires Washington County (County) government to establish an emergency management agency to prepare the County for a disaster. At a minimum, the County is required to coordinate emergency planning activities, develop an emergency plan, manage and maintain emergency operating facilities, and establish an Incident Command System (ICS) for management of a coordinated response. In partial fulfillment of the requirements of Oregon Revised Statute (ORS) 401, and more generally to ensure preparedness for disasters and major emergencies, Washington County has developed this Emergency Operations Plan (EOP) for managing and coordinating its emergency response and initial recovery activities.

This plan establishes guidance for Washington County's actions during response to, and short-term recovery from, major emergencies and disasters. It promulgates a framework within which the County will bring a combination of technical capabilities and resources, plus the judgment and expertise of its emergency response personnel, department directors, and other decision makers, to bear on any incident or event. This EOP describes the roles and responsibilities of Washington County departments and personnel when an incident occurs, and it establishes a strategy and operating guidelines that support implementation of the National Incident Management System (NIMS) in Washington County, including adherence to the concepts and principles of ICS.

While Washington County Emergency Management (WCEM) is primarily responsible for developing and maintaining this EOP, it has been developed and subsequently revised with substantial support from County departments. The County's approach to emergency management is that such planning is a continuous process that is linked closely with training and exercises to establish a comprehensive preparedness program and culture. WCEM will maintain the plan through a program of continuous improvement, including ongoing involvement of agencies and individuals that have responsibilities and interests in this plan.

### 1.1 Purpose

This plan outlines Washington County's approach to emergency response and short-term recovery (known as a 'concept of operations'), and it provides general guidance for implementing activities that support response and recovery operations. The plan describes Washington County's emergency response organization and assigns responsibilities for various emergency functions; identifies lines of authority and coordination; and communicates the legal basis and authorities that underlie emergency planning in Washington County.

## 1.2 Scope

The Washington County EOP is intended to be implemented whenever the County must respond to an incident or planned event that is larger or more complex than those that are handled using routine response capabilities. Such occurrences may include natural and technological emergencies impacting unincorporated areas of the County, incorporated municipalities, or a combination thereof. It may also be implemented under other circumstances at the discretion of Washington County Emergency Management (WCEM). Notwithstanding its countywide reach, this plan is intended to guide only Washington County's (i.e., local government organization) emergency operations. It will also complement and support implementation of the emergency plans of the various local governments, special districts, and other public- and private-sector entities within Washington County but not supplant or take precedence over them.

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

This plan consists of four sections:

- The *Basic Plan* provides an overview of the County's emergency response organization and policies. It cites the legal authority for emergency operations, summarizes the situations addressed by the EOP, explains the general concept of operations, and assigns general responsibilities for emergency planning and operations.
- *Functional Annexes* focus on the critical emergency functions the County will perform in response to an emergency. These documents supplement the concepts presented in the Basic Plan with additional guidance and structure. In any given incident, the nature, scope, and magnitude of the situation will dictate which functional annex(es) will be implemented. The functional annexes include:
  - Annex A - Alert and Warning
  - Annex B - Animals in Disasters
  - Annex C - Catastrophic Mass Reception
  - Annex D - Communications
  - Annex E - Damage Assessment
  - Annex F - Debris Management
  - Annex G - Donations Management
  - Annex H - Emergency Medical Services Resource Management

- Annex I - Emergency Public Information
  - Annex J - Emergent Volunteer Management
  - Annex K - Fire Resource Management
  - Annex L - Law Enforcement
  - Annex M - Legal
  - Annex N - Mass Fatality
  - Annex O - Mental Health
  - Annex P - Population Protection
  - Annex Q - Public Health
  - Annex R - Resource Management
  - Annex S - Shelter, Care and Temporary Housing
  - Annex T - Transportation Management
  - Annex U - Urban Search and Rescue
- *Hazard-Specific Annexes* provide additional detailed information and special considerations that are applicable to specific hazards. The hazard-specific annexes are to be used in conjunction with the Basic Plan and functional annexes. The hazard-specific annexes address the following hazards:
- Severe Winter Weather
  - Pandemic Influenza
  - Flood
  - Earthquake
  - Terrorist Incident Response and Recovery
  - Hazardous Material Release
  - Wildland-Urban Interface Fire
  - Dam Failure
- *Addenda* include supplemental materials and information to assist in plan implementation. Attachments to the Washington County EOP include:
- Addendum 1 - Acronyms and Glossary
  - Addendum 2 - Response and Recovery Matrix
  - Addendum 3 - Washington County Hazard Analysis



- Addendum 4 - Mutual Aid Agreements and Memoranda of Understanding (MOUs)
- Addendum 5 - Maps
- Addendum 6 - Response Partners by ESF

## **1.3 Situation**

### **1.3.1 General**

Using an all-hazards risk assessment as a point of departure, the County implements a comprehensive emergency management program that features both a proactive approach to managing risk and a robust ability to react when incidents occur.

### **1.3.2 Risk Environment**

Washington County's emergency management program is informed by a thorough assessment of the disaster risk facing the community. To accomplish this, planners first identified and characterized the hazards that may impact the community and then estimated the vulnerability of the community's people and property to these hazards. While it is challenging to predict the occurrence of a particular hazard event, it is fairly straightforward to estimate the relative risk associated with various hazards and to prioritize them based on their characteristics, past history, and likely consequences. By quantifying and comparing these risks, the County can focus its planning efforts on the areas of greatest concern. The Washington County Hazard Analysis, which is included as Addendum 3, begins with background information regarding the County's geography and demography and is followed by a discussion of hazards of concern and a summary risk analysis.

### **1.3.3 Capability Overview**

Following is a summary of high level emergency management capabilities in Washington County.

Washington County government is a large organization with multiple departments. Some departments have first responder staff and provide services to unincorporated areas. Other departments, including Assessment and Taxation, Community Corrections, Health and Human Services (HHS), Housing Services, and Juvenile Services, provide services to the entire county.

The County is also served by a number of other agencies and nongovernment organizations that provide resources necessary to respond to emergencies of all types. Not all of these resources are located in Washington County. These agencies and nongovernment organizations and some of the resources they provide include:

- Law Enforcement Agencies;
- Fire Districts and Departments (fire, rescue, hazmat, emergency medical services);
- Washington County Fire Defense Board;
- Washington County Consolidated Communications Agency (WCCCA; 9-1-1);

- County Emergency Board;
- Special teams:
  - Search and Rescue (Law Enforcement – LE),
  - Tactical Negotiations Team (LE),
  - Crisis Negotiations Unit (LE),
  - Mobile Response Team (LE),
  - Bomb Squad (LE),
  - Technical Rescue (Fire),
  - Hazardous Materials Team (Fire),
  - Urban Search and Rescue (Fire), and
  - Water Rescue/Recovery (LE/Fire);
- Hospitals;
- American Red Cross;
- Community Organization Active in Disasters (COAD) Agencies;
- Public and private utilities; and
- Private ambulance.

## 1.4 Planning Assumptions

This plan makes the following assumptions:

- While most hazards are recognized and foreseeable to varying degrees, a disaster or other major emergency may occur with or without advance notice. This necessitates a high state of readiness on the part of emergency response assets.
- Washington County government will have sufficient staff, facilities, and resources to implement this plan.
- Outside assistance will be available in most, but not all, emergencies affecting the county. In some instances, outside assistance will not be available, and in other cases it will take considerable time to arrive. Federal support will be forthcoming via the disaster declaration process and other processes outlined in federal law. The response of some federal agencies and resources, such as the Federal Bureau of Investigations (FBI), will be almost immediate; however, most will arrive on a more protracted timeline, ranging from 48 to 72 hours, or even longer for some events.

- Washington County government will have adequate communications resources to provide at least the minimum level of communications necessary to respond to a disaster.

Should a regional event take place, a regional multiagency coordination group or other regional entity may be established to coordinate public information, allocate critical resources, and make policy decisions.

# 2

## Concept of Operations

### 2.1 General

Washington County government has a responsibility to protect public health and safety and to preserve property and the environment from the effects of hazardous events. The County has the primary role in preparing for and responding to emergencies that affect the county at large. The County government is also responsible for organizing, training, and equipping County emergency responders and emergency management personnel, providing appropriate emergency facilities, providing suitable warning and communications systems, and arranging for emergency services not provided by the County.

A community's emergency management infrastructure is a complex horizontal and vertical network of relationships. Looking horizontally, County departments and agencies that operate under this plan in a disaster are expected to develop and keep current standard operating procedures (SOPs) that describe how emergency tasks will be performed, and they are also charged with ensuring that the training and equipment necessary for an appropriate response are in place. In the vertical dimension, incorporated municipalities look to Washington County as a conduit for assistance in an emergency, while the state and federal government offer capabilities and programs to support the County in fulfilling its response to disasters.

Notwithstanding this commitment on the part of the public sector at all levels, it is impossible for government to do everything required to protect the lives and property of the public. Washington County residents have the responsibility to prepare themselves and their families to cope with emergencies. To the greatest extent possible, Washington County will assist its residents in carrying out this responsibility by encouraging personal and family preparedness and by providing emergency public information and instructions during and following emergencies.

To fulfill its responsibilities under NIMS and applicable statutes, Washington County has established an emergency management program that is both integrated (encompassing the resources of government, organized volunteer groups, and businesses) and comprehensive (addressing prevention and mitigation, preparedness, response, and recovery). One of the foundations of Washington County's program is this EOP, which serves as the roadmap for responding to disasters and emergencies.

This plan is based upon the concept that many of the same personnel and material resources used for day-to-day activities will be employed during emergencies. Because personnel and equipment resources are finite, some routine functions that do not contribute directly to management of an emergency may be suspended for

the duration of the emergency. The personnel, equipment, and supplies that would normally be required for those functions may be redirected to accomplish emergency tasks.

## 2.2 Phases of Emergency Management

Emergency management is often described as comprising a four-phased approach<sup>1</sup>: mitigation, preparedness (planning, training, and exercises), response, and recovery.

The Washington County EOP focuses on providing strategic guidance and practical tools for conducting emergency operations primarily during the response phase of any incident or event. While the plan is not intended to constitute a comprehensive emergency management plan and thus does not include formal mitigation, preparedness, and recovery components, it will be integral to activities during all four phases of the emergency management cycle.

### 2.2.1 Mitigation

In the context of emergency management, mitigation refers to the reduction or elimination of long-term risk to life and property that is associated with natural and manmade hazards and threats. The process of developing and maintaining a hazard mitigation plan necessarily links emergency management to numerous other disciplines such as land use, public works, fire, and finance, and jurisdictions are required to have such a plan to maintain eligibility for certain federal grants.

To address the risks presented by natural phenomena, Washington County has maintained a multi-hazard mitigation plan since 2004. It was most recently updated in 2017. A Community Wildfire Protection Plan was developed in 2007. Both of these plans represent highly collaborative efforts that engaged a wide range of partners and stakeholders in identifying risks and implementing risk reduction strategies.

Key aspects of mitigation planning include assessment of risk and identification and prioritization of cost-effective actions to mitigate the risk. Strategies highlighted pursuant to Washington County's various mitigation initiatives include public education, stakeholder engagement, land use and natural resource management, and site-specific engineering solutions that increase the built environment's hazard resistance or remove it from harm's way altogether.

Although mitigation planning is largely a separate process from the development of an EOP, they are inherently linked to response and short-term recovery as part of the mitigation - preparedness-response-recovery cycle that characterizes the practice of comprehensive

---

<sup>1</sup> The 2011 Presidential Policy Directive 8 and the resulting National Preparedness Goal (updated in 2015) set a standard of five 'mission areas' for national preparedness: prevention, protection, mitigation, response, and recovery. Some EOPs have adopted these mission areas in place of the original four phases of emergency management. To date, Washington County hasn't established specific plans or policies that implement all five mission areas. Also, the prevention and protection mission areas fall outside of the traditional scope of emergency management. Therefore, for this edition of the plan retains the original four phases of emergency management.

emergency management. In particular, the occurrence of disasters and other major incidents and events represents an opportunity to maintain and update the hazard and threat information that informs mitigation planning. Consequently, information collection and dissemination and related situational awareness processes that are crucial to a successful response will also be of value to subsequent mitigation efforts.

### 2.2.2 Preparedness

Emergency preparedness refers to activities designed to help save lives and minimize damage by preparing people and organizations to respond appropriately when a disaster or other emergency occurs. Activities associated with the preparedness phase include:

- **Planning.** While disasters may occur suddenly, their mechanisms of harm and consequences and the strategies for dealing with them are largely knowable and predictable. Using a pre-determined, carefully-planned approach to managing disasters and emergencies is inherently more effective and efficient than trying to design and implement an ad hoc strategy every time an incident occurs. In the spirit of “leaning forward” Washington County has developed several emergency plans, including this EOP, intended to provide clear, definitive, yet flexible direction when it is needed most.
- **Obtaining Critical Materials and Supplies.** To implement a plan, it is typically necessary to secure equipment and supplies. This may include communications equipment, computers, rescue tools, sandbags, and so on.
- **Facility and System Development and Maintenance.** This involves the development of facilities such as EOCs and DOCs and of communications and software applications that support emergency operations.
- **Training.** Developing the knowledge, skills, and abilities of emergency management personnel and first responders is critical to ensuring that they are able to respond quickly, effectively, and cohesively when a major incident occurs. Washington County and partner organizations engage in training activities to ensure that emergency personnel are ready to respond.
- **Exercises.** Documenting and learning about plans and procedures is essential, but only through actually applying that information can people, processes, and systems truly be tested and validated. Washington County takes part in a variety of local, state, and federal exercises, capturing feedback, lessons learned, and best practices for incorporation into plans and procedures.
- **Public Education.** The public will be better prepared to deal with the impacts of a disaster if they have good information in advance. Many educational materials are available to the public and can be found online (Washington County Emergency Management, the Emergency Management Cooperative, Washington County Health and Human Services, the Red Cross, and Department of Homeland Security have websites with current information on how to prepare). Several cities in Washington County have established Community Emergency Response Teams (CERT) and provided training in emergency preparedness to individuals and team members. The Medical Reserve Corps

(MRC) solicits medical volunteers who may be available following a disaster to provide medical assistance.

Washington County works closely with its partners within the County and countywide to implement these activities. Since disasters often don't fall within local political boundaries and since Washington County has many interdependencies with the Portland Metropolitan Region, it is also imperative for the County to work with the region to advance preparedness. To that end, Washington County is a member of the Regional Disaster Preparedness Organization (RDPO). The mission of the RDPO is to build and maintain regional disaster preparedness capabilities in the five-county Portland Metropolitan Region through strategic and coordinated planning, training and exercising, and investment in technology and specialized equipment

Like mitigation, preparedness is outside the scope of this plan, yet it is linked to the response phase. Developing comprehensive, accurate, usable plans, procedures, and other documentation, then conducting the training and exercises to institutionalize them, is critical to the success of emergency operations.

### **2.2.3 Response**

Response—the focus of this EOP—comprises the activities taken during and immediately after an incident to reduce injuries and loss of life, stabilize the situation, and limit property damage. It encompasses activities at the individual/household, incident command (field), local, state, and federal levels. In the context of this plan, response comprises the various processes and activities the County will undertake in its reaction to an incident, including leveraging law enforcement, firefighting, and other capabilities; developing and maintaining situational awareness; and acquiring and managing resources, coordinating with other response organizations, and informing the public. It is the County's policy to conduct emergency response measures in accordance with NIMS, including the structures and practices of the ICS and the Multiagency Coordination System (MACS), all of which combine to establish a common platform and approach to response.

### **2.2.4 Recovery**

At some point in the response to a disaster, the focus of operations shifts from taking action to protect lives and property to helping impacted areas meet their basic needs, resume self-sufficiency, and return to their pre-existing condition. This phase, known as recovery, normally begins with short-term efforts to reconstitute government, provide essential public health and safety services (e.g., food, water, shelter), and restore critical infrastructures. Once basic needs are met, recovery will become more forward-looking, focusing on activities such as community reconstruction and redevelopment (with emphasis on mitigation and other resilience and sustainability enhancement strategies) and disaster cost recovery. Because disaster recovery can constitute a complex set of processes taking months or even years, long-term recovery activities lie outside the scope of this EOP. However, initial recovery activities often begin concurrently with the early stages of response, and this EOP provides a strategic-level foundation for the transition from response to short-term recovery.

As soon as incident conditions permit, Washington County will begin laying the groundwork for recovery. Typically still working from the EOC, the County will initiate the following short-term recovery activities:

- Damage assessment, including, if appropriate, coordinating with Oregon Emergency Management to deploy Preliminary Damage Assessment (PDA) teams and to initiate the Public Assistance and Individual Assistance grant processes;
- Debris removal, including coordinating public works and contractor efforts; and
- Infrastructure restoration, including coordinating and supporting the efforts of public- and private-sector utility organizations, hospitals and other healthcare providers, transportation agencies, and housing authorities, as well as initiating processes necessary to make disaster assistance available to impacted individuals and businesses.

These efforts will provide the information necessary to understand the scope of the disaster's impacts and to begin development of a comprehensive roadmap for long-term recovery. Once EOC-based response and initial recovery operations are largely complete, recovery operations will transition to a long-term recovery structure in which the County will work with COAD agencies, Oregon Emergency Management, the Joint Field Office (JFO), and/or satellite Disaster Recovery Centers (DRCs) on a wide range of long-term efforts necessary to address the full range of the disaster's social, economic, legal, and environmental consequences.

## 2.3 Incident Types

When an incident occurs, a simple, universally accepted language for describing its nature and magnitude can be a useful tool for estimating casualties, property damage, and resource requirements. Washington County adheres to the incident typing scheme promulgated by the United States Fire Administration (adapted below):

**Type V: Routine Operations.** Type V incidents comprise normal daily activities that are manageable by agency field resources without the need for higher-level coordination, such as responding to calls for service regarding injured persons and traffic accidents, investigating minor crimes, conducting traffic enforcement activities, and enforcing food sanitation rules. Type V incidents are not addressed in this plan.

Operational parameters:

- Direction and control: nominal on-scene Incident Commander (IC)
- Command and General Staff: not activated
- Resources: internally managed; typically one or two single resources with up to six personnel
- Information management: internal
- Written Incident Action Plan (IAP): not required
- Policy coordination: internal, with no major issues
- Duration: one operational period, and often within an hour to a few hours after resources arrive on scene



**Type IV: Complex Routine Incident.** Type IV incidents are those that are larger in scope and magnitude than those typically occurring on a day-to-day basis but are still manageable by agency field resources without the need for higher-level coordination. Examples include responding to major structural fires, tactical law enforcement situations, and hazardous material incidents. Type IV incidents are not addressed in this plan.

Operational parameters:

- Direction and control: on-scene IC
- Command and General Staff: activated as needed
- Resources: several resources required to mitigate the incident
- Information management: internal
- Written IAP: not required, but a documented operational briefing is completed for all incoming resources
- Policy coordination: agency administrator may have briefings and ensure that the complexity analysis and delegation of authority are updated; the role of the agency administrator includes operational plans containing objectives and priorities
- Duration: usually limited to one operational period in the control phase

**Type III: Minor Incident.** Type III incidents involve multiple sites and/or agencies, but they still involve a limited area and/or impact a limited population. Warning and public instructions are typically provided in the immediate area involved, and protective actions (evacuation and/or sheltering-in-place) are typically limited to the immediate area of the incident and a short duration. Such incidents can generally be managed with existing department/agency resources, although they may require limited external assistance from other local response agencies or contractors and may demand a higher level of management and coordination. Examples include a winter storm with multiple road closures or a hazardous materials spill requiring an evacuation of a limited area. A local emergency may be declared.

Operational parameters:

- Direction and control: on-scene IC or Unified Command (UC); typically requires coordination at a Department Operations Center (DOC) level and may require coordination at the EOC level;
- Command and General Staff: some or all positions may be activated, as well as Division/Group Supervisor and/or Unit Leader level positions
- Resources: significant resource commitments; typically require coordination at a DOC level and may require coordination at the EOC level

- Information management: typically requires coordination at a DOC level and may require coordination at the EOC level; may require activation of the Joint Information Center (JIC) and the County Public Inquiry Center (PIC) to provide emergency information and recommended actions to the public
- Written IAP: may be required for each operational period
- Policy coordination: may be required at departmental or County level to deal with a few major issues
- Duration: the incident may extend into multiple operational periods

**Type II: Major Incident.** Type II incidents are typically large in scale and scope (e.g., a major flood or moderate earthquake) and affect a wide area, large population, and/or important facilities. Centralization of departments' and agencies' incident management and coordination activities in the form of DOCs and the County EOC will be required; additionally, a JFO, a JIC, a countywide or regional MACG, or Regional Logistics Support Team may be activated to deal with resource, information, and coordination issues.

Such situations may require community-wide warning and public instructions; implementation of large-scale protective measures (evacuation or sheltering-in-place); and activation of temporary shelter and mass care operations, possibly for an extended duration. There may be a need for external assistance from other local response agencies and/or contractors, as well as limited assistance from state or federal agencies. Local emergency declarations (city and County) will be issued as appropriate, and the state may declare an emergency as well; additionally, the governor may request a Presidential Disaster Declaration.

Operational parameters:

- Direction and control: sizable multiagency response operating under one or more ICs; requires coordination at the EOC level
- Command and General Staff: most or all positions filled, along with many functional units
- Resources: operations personnel normally do not exceed 200 per operational period, and total incident personnel do not exceed 500 (guidelines only); may require the response of out of area resources, including regional and/or national resources; resource management requires coordination at the EOC level
- Information management: requires coordination at the EOC level; requires activation of the JIC and County Public Inquiry Center (PIC) to provide emergency information and recommended actions to the public
- Written IAP: required for each operational period

- Policy coordination: required at the county level to deal with many major issues; agency administrator is responsible for the incident complexity analysis, agency administrator briefings, and the written delegation of authority
- Duration: multiple operational periods

**Type I: Catastrophic Incident.** Type I incidents are complex, uncommon events of a scope and magnitude that significantly curtails local government's ability to help the public; examples include a major subduction zone earthquake or a nuclear attack. Such incidents may produce potentially lasting impacts on the population and/or on critical infrastructures and key resources. They would necessitate intensive community-wide warning and public instructions efforts; implementation of extensive protective measures (evacuation or sheltering-in-place); and activation of massive temporary shelter and mass care operations, potentially for an indefinite duration.

Consequently, a Type I incident demands extraordinary incident management and coordination measures, as well as significant external assistance from other local response agencies and contractors, plus extensive state and/or federal assistance. The EOC will be activated to provide strategic guidance and direction, provide emergency information to the public, coordinate state and federal support, and coordinate resource support for emergency operations; in addition, DOCs, a JFO, a JIC, possibly a regional MACG, the State Emergency Coordination Center (ECC), and FEMA Regional Response Coordination Center (RRCC) will be activated to deal with resource, information, and command management. Local and state emergencies will be declared, and the Governor will request a Presidential Disaster Declaration.

Operational parameters:

- Direction and control: incident requires a response by all local agencies operating under one or more ICs, necessitating coordination at the EOC level
- Command and General Staff: all positions are activated, and the ICS organization is substantially developed
- Resources: Operations personnel often exceed 500 per operational period, and total personnel will usually exceed 1,000; significant resource commitments; typically requires coordination at a DOC level and will require coordination at the EOC level
- Information management: community-wide warning and public instructions require coordination at the EOC level and require activation of the County JIC and PIC to provide emergency information and recommended actions to the public.
- Written IAP: required for each operational period

- Policy coordination: required at the County level and above to deal with many major issues
- Duration: multiple operational periods

## 2.4 Response Components

This plan describes response actions typically taken at the DOC level and above. At these levels the response to any incident comprises a system made up of five key components that work together to support incident management policies and priorities, facilitate logistics support and resource tracking, inform resource allocation decisions using incident management priorities, coordinate incident-related information, and coordinate and resolve interagency and intergovernmental issues regarding incident management policies, priorities, and strategies. These components are:

- Facilities (i.e., County EOC, departmental DOCs, WCCCA dispatch center);
- Equipment (e.g., information management systems);
- Personnel (e.g., full-time emergency management staff, EOC staff);
- Procedures (e.g., standard operating guideline for EOC activation); and
- Communications (i.e., landline, wireless, and satellite-based voice and data systems).

## 2.5 EOC Activation

For some types of emergencies, a specific incident scene may not exist in the initial response phase, and the EOC may accomplish initial response actions such as mobilizing resources and warning the public. As the potential threat becomes clearer and a specific impact site, or sites, is identified, an Incident Command Post (ICP) may be established and tactical control of the response transitioned to an IC at the scene. Such situations may include an ice storm or winter storm. In these and other situations, it is imperative to maintain flexibility and determine the best method for accomplishing the mission. Some situations may be better coordinated by combining various EOCs and DOCs; e.g., for a relatively small emergency with a single department focus where resources are needed to assist the DOC.

### 2.5.1 Authority

- On-scene ICs can request activation of the EOC or a DOC if, in their judgment, the situation warrants activation. Authorization for activation of the EOC should be approved by one of the authorized persons listed below if time and circumstances permit.
- The authority to activate a DOC resides with the director of the individual departments for their respective DOC or their designee.
- The authority to activate the County EOC resides with the Chair of the Board of County Commissioners (BCC), the County Administrator, the Sheriff, the Director of Health and Human Services (HHS), the Director of the Department of Land Use &

Transportation (LUT), the Director of Housing Services, the Emergency Management Manager, the Washington County Emergency Management Supervisor, or their designees.

### 2.5.2 Levels

In activating an EOC and/or DOC, commitment of personnel and material should ensure that an appropriate level of coordination and support is provided while also demonstrating responsible stewardship of these public resources. For this reason, Washington County uses a graduated, escalating scheme for EOC and DOC activation that is responsive to the nature, magnitude, scope, and complexity of the incident and the level of support and coordination required. Factors influencing the level at which EOC and/or DOC(s) activation occurs, and the time-phasing of activation (if appropriate) include the amount of lead time in an incident or event with advance warning; an IC's assessment of the situation if there is no warning; estimates of how dynamic the incident is expected to be over time; and the geographic and resource impacts the incident has across the county. Based on this information, the EOC/DOC(s) will be activated at a level necessary to carry out the tasks that must be performed.

Washington County implements the EOC/DOC activation scheme promulgated by FEMA in its Multiagency Coordination System course (adapted below):

- **Level 3: Monitoring.** In some instances, the EOC and/or DOCs may be activated at a monitoring level in order to “lean forward” should a small incident or event rapidly escalate, as in a flood, severe storm, or fire in the wildland-urban interface. In such activation, staffing is typically limited to the IC, a Planning Section Chief, Public Information Officer (PIO), and/or other essential personnel.
- **Level 2: Partial activation.** A limited activation of the EOC or DOCs is typically used for establishing specific functions without activating the entire response organization. This approach may be optimal for planned public events, incidents of moderate size and scope, or incidents requiring specialized resource support. In addition to the staffing for Level 3 activation, Level 2 activation may also include a full complement of Section Chiefs and additional personnel, as required.
- **Level 1: Full activation.** A full activation of the County EOC and DOCs will be implemented during most major and all catastrophic incidents and for some minor incidents. The decision to activate at Level 1 will be based on the resource management, information coordination, and notification requirements of the incident. For full activations, all members of Shift One and Shift Two EOC response teams will be activated. These response teams are composed of pre-designated functional area representatives from County departments and other agencies. Since a DOC is tactical, a DOC will be activated by the affected department based on the needs for coordination of field resources.

In addition to the County's EOC and DOCs, fire agencies within the County can implement an expanded dispatch function that provides a structure and procedure for optimizing fire and rescue resource management during large incidents and major emergencies. This option may be exercised when demand for fire resources exceeds system capacity and incident prioritization may be necessary, but Fire Operations Center (FOC) and EOC activation are not needed.

Expanded dispatch is a function of the Washington County Fire Defense Board and is supported by Hillsboro Fire and Tualatin Valley Fire and Rescue (TVF&R) IMTs and by WCCCA.

Note that there is not a one-to-one correlation between the incident types described above and the activation levels described in this section; however, the activation level scheme generally parallels the incident type scheme such that lower numbers indicate a more aggressive organizational response posture.

### **2.5.3 Notification of EOC Activation**

Emergency Management will:

- Monitor developing or occurring hazardous events;
- Evaluate the need for activation of the EOC or DOCs;
- Confer with department representatives;
- If necessary make notifications for EOC activation; and
- Alert the County Administrator and appropriate department heads of developing and occurring hazardous events

Two methods of activation of the County EOC are utilized. The first is an instantaneous activation shortly after a Type I or Type II incident wherein all communications have failed and it would be impossible or unlikely that notification of the need to activate the EOC would be made. In this case, all EOC responders are expected to respond to the EOC without waiting for a notification to do so. Staffing patterns would be developed during the first 12 to 24 hours of the event.

The second method involves any incident in which communications systems are intact. For these events, County emergency management staff or the County IC will determine the level of activation of the EOC. Procedures for contacting EOC staff members are as follows: For relatively small EOC activations, Emergency Management staff may make the emergency notifications. For any other EOC activation, the EOC Logistics Section, upon a request from the IC or the Emergency Management Manager, will make emergency notifications to EOC staff.

Notifications will be made using the emergency contact information form (each responder will complete an emergency contact information form and update annually). The method of contact may be by phone tree, the Community Notification System or via local media.

For any County EOC activation, the EOC will notify local and regional response agencies, as warranted, of the status of the EOC. In addition, the EOC will notify the State of Oregon via the Oregon Emergency Response System (OERS) and receive an incident number. This number will be posted in the EOC.

## 2.6 Emergency Powers

Washington County Code Chapter 8.36 authorizes the Board of County Commissioners (BCC) to declare an emergency and establish specific emergency authorities. Sample declarations and emergency authorities can be found in the Legal Annex to this plan. If state assistance is required, County Code Chapter 8.36 authorizes the BCC to request that the governor declare a State of Emergency and to request assistance from the state. Sample assistance requests are contained in the Legal Annex to this plan. For large-scale and catastrophic disasters, a Presidential declaration of “emergency” or “major disaster” via the Robert T. Stafford Emergency Relief and Disaster Assistance Act, Public Law 93-288, as amended, allows for federal assistance to be provided to impacted jurisdictions in accordance with the National Response Framework (NRF).

County code authorizes the BCC to require mandatory evacuations. State law gives the Sheriff authority to implement and enforce mandatory evacuation orders where it is needed. Other emergency officials may recommend evacuation of threatened or stricken areas.

## 2.7 Emergency Public Information

In general, emergency public information is organized in the following manner. Refer to Annex I - Emergency Public Information for additional details.

- **Incident command level.** Individual response agencies (law enforcement, fire/EMS, and public works) have public information officers (PIOs) on-scene who can provide information to the media about incidents.
- **Department/Department Operations Center level.** Department PIOs collect, analyze, develop, and release timely, accurate, and important, department-level public information, e.g., road closure information.
- **Emergency Operations Center level.** When the EOC is activated, County PIOs will collect, analyze, develop, coordinate, and release timely, accurate, and important public information. Coordination of media releases is made with DOCs, EOCs, FOCs, and the regional EOC, if activated.

Joint Information System/Joint Information Center. If this function is needed to assist PIOs in the performance of their tasks, Washington County will support a JIS or JIC to collect, coordinate, and disseminate timely, accurate, and approved public information messages. A JIS or JIC may be coordinated by the County EOC. If emergency information activities require coordination at the regional level within the five-county Portland Metropolitan Region, the County may participate in a regional JIS/JIC.

## 2.8 Policy Coordination

An incident may require the creation of policies that address special circumstances and expedite response and recovery. Leadership may need to implement or waive rules and restrictions, curtail services, prioritize the allocation of scarce resources, and provide guidance regarding public messaging. The Washington County EOC Policy Group is responsible for providing policy direction on these issues. The policy group includes the County Administrator, Sheriff,

County Counsel, and all department heads. Based on the extent of a disaster, this group may be expanded to include county commissioners and others as appropriate.

Since emergencies often overlap jurisdictional borders and can have direct and indirect countywide and regional impacts, the County may need to coordinate its emergency policies and decisions with other stakeholder agencies. This coordination can help to minimize public confusion and ensure the most effective use of limited resources.

If the incident requires policy coordination with other stakeholder agencies within the geographic area of Washington County (e.g., cities and special districts) the Washington County Multiagency Coordination Group (MACG) can be activated. The County MACG consists of agency representatives who have jurisdictional, functional, or significant supportive responsibilities in an incident. County MAC Group membership includes one representative from each of the agencies who are partners in the Emergency Management Cooperative of Washington County (EMC) and others as appropriate for the situation.

If policy coordination is required at a regional level, within the five-county Portland Metropolitan Region, the County may participate in the Regional MACG. It consists of representatives of each county and the city Portland and may include other representatives as needed.

The County Emergency Management Manager and the EOC Incident Commander will coordinate to activate these policy coordination entities, ensure County representation, present policy issues, and implement decisions.

## **2.9 National Incident Management System Compliance**

Washington County has adopted the NIMS ICS as the method by which it will manage incidents that arise in the County. In addition, Washington County will manage preplanned (recurring/special) events in accordance with ICS organizational structures, doctrine, and procedures, as defined in NIMS. Where interagency and/or inter-jurisdictional coordination is required, Washington County will implement the NIMS MACS.

## **2.10 Continuity of Emergency Operations**

Washington County has a continuity of operations (COOP) planning program, coordinated by Emergency Management. The County's COOP plans identify how its individual departments, divisions, and work units will ensure the continuity of essential government functions when those functions are threatened, degraded, or disrupted. These 'essential functions' include emergency operations functions, since emergency operations are a critical service provided by the county.

This section of the Basic Plan provides an overview of the key elements of continuity of emergency operations. More detailed information and procedures can be found in department COOP plans.

### **2.10.1 Essential Functions**

The primary essential function in emergency operations is the direction and control of emergency operations. Continuous leadership of emergency operations ensures that response



actions are efficient, coordinated, and properly authorized. This function is described in Section 4, Direction, Control, and Coordination.

To ensure the continuity of direction and control, the County must have a) lines of succession for leadership positions in the event that key personnel are unable to carry out their leadership responsibilities; b) an emergency operations center and department operations centers from which direction, control, and coordination functions are conducted; and c) the ability to communicate with emergency operations personnel. The continuity plans for these supporting essential functions are summarized in the following sections.

### **2.10.2 Lines of Succession and Delegations of Authority**

Some emergencies and disasters may render one or more members of the senior leadership and management of the Sheriff's Office and County departments incapable of fulfilling their duties, disrupting normal chains of command and organizational hierarchies. To ensure that leadership, management, and key decision-making authority are maintained and visible, lines of succession and delegations of authority have been established and may be invoked in accordance with standing procedures internal to each affected department.

Similarly, if for any reason a quorum of the BCC is unable to convene after reasonable efforts have been made, the following persons are delegated authority, in the order listed, to declare an emergency and to exercise all of the authority of the board in accordance with the terms of Washington County Code Chapter 8.36.040.

- Chair of the Board
- Vice-Chair of the Board
- Any District Commissioner
- County Administrator
- Assistant County Administrator
- Sheriff

### **2.10.3 Alternate EOC and DOCs**

It is possible that the County EOC or one or more DOCs may be rendered unusable due to damage, lack of access, or other conditions.

To the maximum extent possible, an alternate EOC and DOC(s), will accommodate the following capabilities at a level at least equivalent to their primary capabilities:

- Establishment and maintenance of situational awareness/common operating picture, including recognition of indicators and warnings;
- Priority-setting and operational planning;

- Decision-making;
- Resource needs analysis, acquisition, allocation, distribution, tracking, and accountability;
- Communication, including interoperable communication among response operations as well as external communication with response partners, stakeholders, and the public; and
- Information collection/reception, analysis, sharing, and dissemination.

#### **2.10.4 Information Management and Communications**

Information, including electronic and hard-copy documents, data, and other materials that are essential to emergency operations will be identified, protected, and maintained in a ready state in all primary and alternate EOC and DOC facilities. Likewise, emergency managers must be able to communicate with response elements as well as with the public and other stakeholders. To ensure the continuous implementation of essential emergency functions, Washington County provides robust, redundant voice and data communication in support of emergency operations. For additional guidance on communications, see Annex D - Communications.

# 3

## Organization and Assignment of Responsibilities

### 3.1 Organization

In accordance with NIMS, multiagency coordination systems (MACs) include the following components:

- ICS-based **on-scene command structures** such as single command, unified command, etc;
- **Dispatch centers** that can deploy resources, including immediate mutual aid, to on-scene commanders;
- **Emergency operations centers** and **department operations centers**, which serve as venues for information sharing, resource coordination, and other support activities in an incident; and
- **Multiagency Coordination Groups (MACG)** that implement decision-making, policy coordination and other incident management processes;

All four of these MACS elements are present in Washington County's emergency management organizational structure. Each key element is described below.

#### 3.1.1 Emergency Management Infrastructure

- **Board of County Commissioners.** The BCC is the chief legal, fiscal, and political body of the County. By law and tradition, this arm of government is responsible for the general safety and well-being of Washington County residents and for policy decision-making.
- **EOC Policy Group.** The policy group includes the County Administrator, the Sheriff, County Counsel, and all department heads. Based on the extent of a disaster, this group may be expanded to include county commissioners and others as appropriate. The policy group makes decisions regarding major policy issues affecting the County.
- **Washington County MACG.** The County MACG provides a forum for policy coordination among stakeholder agencies within the geographic area of Washington County. The County MACG consists of agency representatives who have jurisdictional, functional, or significant

supportive responsibilities in an incident. County MAC Group membership includes one representative from each of the agencies who

- are partners in the Emergency Management Cooperative of Washington County (EMC) and others as appropriate for the situation.
- **Regional MACG.** This MACG supports policy coordination for the five-county Portland Metro Region. It consists of representatives of each county and the city of Portland and may include other representatives as needed.**Emergency Operations Center.** The County EOC is the primary facility for management of County, and oversight of countywide, activities and coordination. It establishes strategic goals for County and countywide activities, manages resources and information, and coordinates with the state and other outside agencies. The EOC is generally responsible for coordinating public information, resource allocation decisions, and policy decisions on a countywide basis in support of DOCs, FOCs, city EOCs, other EOCs, and a regional multiagency coordination group.
- **Joint Information Center.** The County JIC is a physical location where public information staff involved in incident management activities can co-locate to manage critical emergency information, crisis communications, and public affairs functions.
- **Joint Information System.** The County EOC includes a public information process. When incident demands require, the Emergency Public Information function, as defined earlier in this plan, can be expanded into a JIS. PIOs from multiple agencies and jurisdictions work together to provide information about the incident and recommended actions for public benefit.
- **Public Inquiry Center.** A facility established by the EOC to provide information to the public about incident activity, impacts, actions recommended, and available resources. It also serves as a point to receive public offers of assistance for volunteers and goods.
- **Washington County Consolidated Communications Agency.** WCCCA provides public safety answering point (9-1-1) and communications (dispatch and associated operations) services for law enforcement, fire-rescue, and emergency medical services in Washington County as well as emergency alerts and notifications to the public.
- **Department Operations Centers.** Land Use and Transportation, Support Services, and the Sheriff's Office maintain DOCs that focus on tactical management of department-owned and controlled resources. The DOCs work in concert with the County EOC for overall management of County resources. A DOC is generally responsible for managing department resources during an incident when a higher level of coordination is needed.
- **Field Responders.** Field personnel from the Sheriff's Office and LUT typically have primary responsibility in the unincorporated areas of the county for immediate actions in response to incidents. These activities include situation assessment (tactical), saving lives and property, stabilizing the incident, and reporting in accordance with their SOPs. Other field responders include County personnel assigned to an incident by the EOC, a

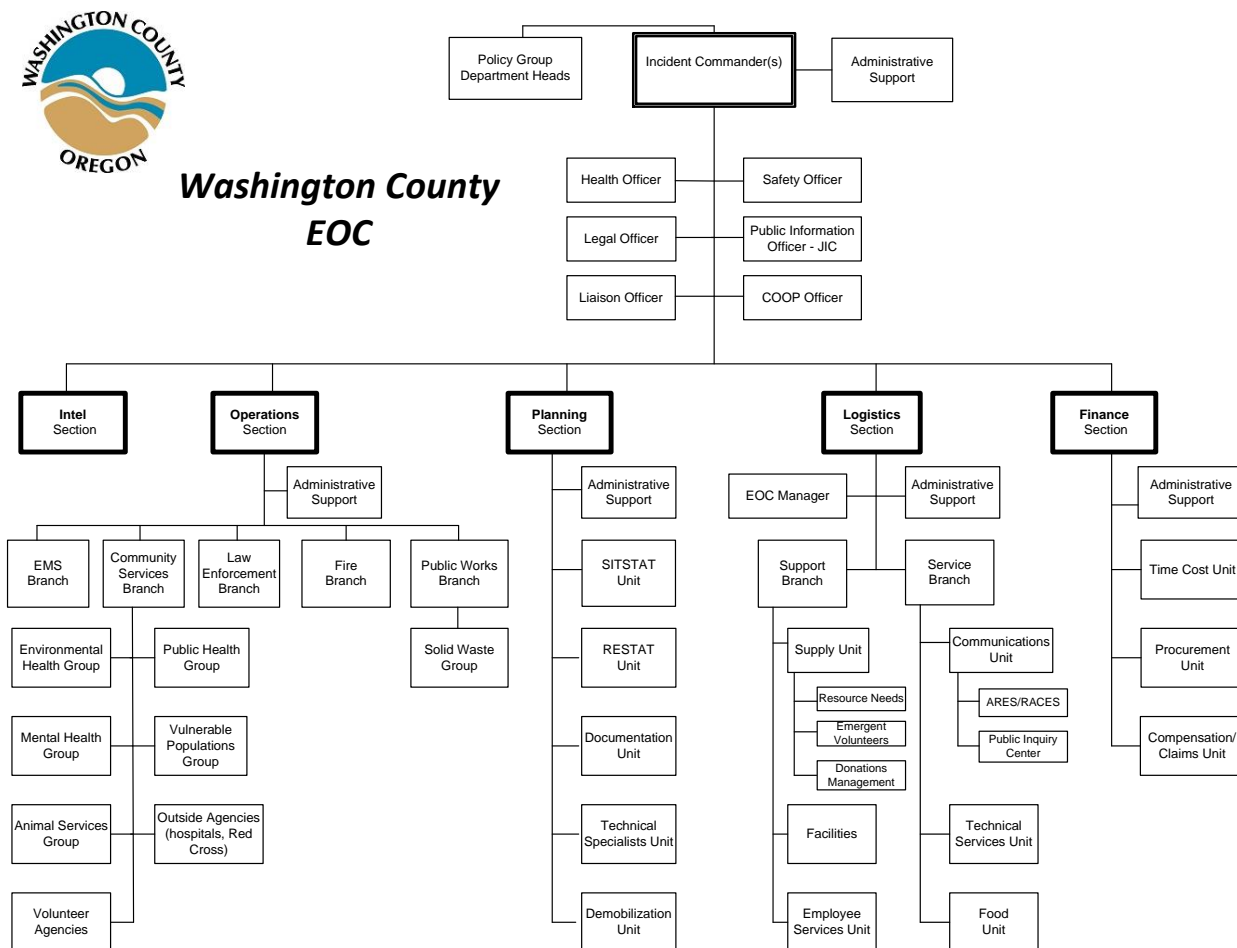
DOC, or a field incident commander who supports the damage assessment process, investigation, client support, and other response or restoration activities.

- Departments.** Individual departments are an integral part of the emergency organization. Some department staff are responders, while the remainder of department staff focus on support of these first responders or on the continuity of services they provide to the public. Organizationally, they are a component that provides support and communication for responders.

### 3.1.2 Emergency Operations Center Organization

Figure 3-1 shows the Washington County EOC organization.

Figure 3-1 EOC Org Chart



## 3.2 Roles and Responsibilities

### 3.2.1 Emergency Operations Entities

- Board of County Commissioners.** The major functions of the BCC are to provide fiscal support, provide policy level guidance to the IC, impose necessary restrictions,

and make high level decisions that provide input for strategic goals. The BCC is briefed by the Policy Group and IC regarding activities. When appropriate, the BCC will declare a local emergency and request a governor's emergency declaration. During a declared emergency, they have authority to establish spending authorities and exemptions to existing law. They also have responsibility to ensure essential information is communicated to the public.

- **Policy Group.** The Policy Group provides strategic guidance to the EOC/DOC ICs, coordinates departmental support to incident command organizations, and oversees continuity of government operations.
- **Emergency Operations Center.** The EOC is established as a location from which County officials can receive information pertaining to an incident and from which they can provide direction, coordination, and support to emergency operations. The EOC is staffed by County personnel and others who are assigned to specific positions within the EOC's ICS organizational structure. EOC staff provides information and recommendations to the IC to help determine a course of action to respond to, contain, control, and recover from an emergency. General responsibilities are listed below.
  - Receive emergency warnings and disseminate warnings to the public.
  - Provide emergency information and instructions to the County, general public and private institutions..
  - Coordinate public information collection and dissemination.
  - Coordinate command decisions and prioritization of response activities.
  - Utilize all available supporting technologies such as Geographic Information Systems, communication systems, and information management software to enhance situational awareness.
  - Collect, assess, collate, and display resource and situational information.
  - Disseminate situation and resource status information to the DOC, FOC, local EOCs, regional MACG, and State ECC.
  - Analyze information and process it into usable and relevant intelligence to assist with command decisions.
  - Set strategic goals for County and countywide actions.
  - Develop tactical objectives for department actions where those departments are not represented by a DOC.
  - Provide resource support to DOCs and other local agencies.
  - Coordinate the Initial Damage Assessment (IDA) process countywide.
  - Organize and implement large-scale evacuations.

- Organize and implement mass shelter operations and other arrangements for evacuees.
  - Request assistance from the state and other external sources.
  - Prioritize resource allocations.
  - Receive requests for assistance and emergency information from the public.
  - Establish guidelines for the ordering, use, and release of resources to meet emergency needs.
  - Document incident activity.
  - Track incident costs
- **Joint Information Center.** JIC is a facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media. Public information officials from all participating agencies should collocate at the Joint Information Center.
- **Joint Information System.** The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the Incident Commander (IC) or Unified Command; advising the IC/UC 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.
- **Public Inquiry Center.** The Public Inquiry Center receives information released from the EOC PIO staff, notifies them of any information issues, provides incident activity/impact and available resource information to the public, and serves as the initial point of entry for public offers of assistance.
- **Washington County Consolidated Communications Agency.** WCCCA is the county's 9-1-1 call and dispatch center and coordinates emergency communications among fire, law enforcement, EMS, and emergency management.
- **Department Operations Center.** The responsibilities of DOCs are to:
- Provide departmental resource support for on-scene operations.
  - Establish tactical objectives for department actions.
  - Maintain tactical control of department resources not assigned to an on-scene IC.
  - Coordinate with mutual aid response agencies.
  - Coordinate resource allocation between emergency operations and normal day-to-day activities.
  - Provide situation and resource status information to the EOC.

- Coordinate public information collection and dissemination.
- Coordinate command decisions and prioritization of response protocols.
- Document staff time and costs for incident activities.

### 3.2.2 Washington County Departments

- All Washington County departments are responsible for emergency functions in addition to their routine duties. Each department is responsible for developing and maintaining procedures to implement its emergency functions. All County departments have the common responsibilities listed below.
  - Develop alert and notification procedures for department personnel.
  - Develop operating guidelines to implement duties assigned in this plan.
  - Track incident-related costs incurred by the department.
  - Establish internal lines of succession of authority.
  - Ensure that vehicles and other equipment are equipped and ready, in accordance with existing SOPs.
  - Ensure that forms and supplies are maintained to implement duties assigned in this plan.
  - Identify essential functions and develop procedures for maintaining and/or reestablishing those functions.
  - Assign personnel to the EOC in coordination with Washington County Emergency Management and support the participation of assigned staff in EOC training and exercises.
  - Develop and implement procedures for the protection of vital records, materials, and facilities.
  - Promote family preparedness among employees.
  - Ensure that staff complete any required NIMS training.
  - Ensure that department plans and SOPs incorporate NIMS components, principles, and policies.
  - Allow staff time for preparedness training and participation in exercises.

In addition to these common responsibilities, each department has assigned response functions that are generally related to that department's day-to-day activities. Some departments may share response functions with other departments. These functions are described below and summarized in two matrices for response and short-term recovery in Addendum 2 – Response and Recovery Matrix.



- Assessment and Taxation
  - Conduct damage assessment of residential and commercial buildings to estimate costs; and
  - Forecast economic impacts on County revenues.
- Community Corrections
  - Support Sheriff's Office functions as requested;
  - Provide community service workers as appropriate; and
  - Assess impact on clients and coordinate efforts to mitigate those impacts.
- Community Development
  - Support community recovery through block grant and other emergency-focused development funds.
- County Administrative Office
  - Ensure continuity of County administration;
  - Support County role in alert and warning of the public;
  - Ensure continuity of government;
  - Coordinate dignitary/VIP visits with the JIC;
  - Provide necessary direction, guidance, and support to the EOC and County government;
  - Assign ICs and ensure that the County follows NIMS ICS; and
  - Coordinate accurate, timely public information messages with the JIC/JIS.
- County Counsel
  - Provide legal guidance to the EOC, IC, CAO, Policy Group, and BCC.
  - Manage legal programs and policies;
  - Coordinate the declaration process;
  - Approve (where necessary) public information messages; and
  - Advise the EOC IC, Policy Group and BCC on legal authorities and limitations.

**■ Health and Human Services**

- Coordinate emergency medical response in cooperation with fire agencies, the ambulance service provider, and WCCCA;
- Coordinate public health, mass prophylaxis, environmental health, and mental health response and recovery operations;
- Coordinate support to specific populations including the needs of children, developmental disabilities, aging, and veterans;
- Coordinate public health alert and warning messages;
- Coordinate solid waste and debris management with Washington County LUT, Housing Services, and Support Services;
- Coordinate animal control, services, and sheltering;
- Coordinate disaster mortuary response/mass fatality response with the SO and fire agencies;
- Support donations management;
- Support emergent volunteers with Community Corrections, the Cooperative Library Services, Juvenile Services, the Sheriff's Office, and the Red Cross;
- Support hazardous materials response with fire agencies;
- Support heavy rescue with fire agencies (EMS);
- Support search and rescue with fire agencies and the Sheriff's Office (EMS);
- Support public information messages with the JIC/JIS; and
- Support shelter and care with Housing Services and the Red Cross;

**■ Housing Services**

- Coordinate damage assessment of Housing Authority owned housing facilities;
- Support public information messages;
- Coordinate shelter and care with the Red Cross, Community Services, and Juvenile Services;
- Coordinate temporary housing; and
- Support solid waste and debris management with the HHS, LUT, and Support Services.

**■ Juvenile Services**

- Support Sheriff's Office functions as requested;
- Support shelter and care operations with Housing Services, and the Red Cross; and
- Support volunteer coordination with HHS.

**■ Land Use and Transportation**

- Coordinate damage assessment, engineering, maintenance, and repair of County-managed roads, bridges, and surface water systems;
- Conduct life safety assessments of impacted buildings within LUT's area of responsibility;
- Coordinate safety inspections of County buildings with Support Services (ITS and Facilities & Parks Services);
- Support traffic and access control, in coordination with the Sheriff's Office, by:
  - Planning routes
  - Closing roads
  - Providing barriers and signage
  - Managing traffic control devices
- Provide road status information (open, closed, or restricted) to the EOC;
- Provide heavy equipment and other equipment and services in support of emergency operations (e.g., urban search and rescue) and consistent with personnel and equipment certifications;
- Coordinate the removal of vegetative debris from the County right-of-way;
- Support solid waste and debris management in coordination with HHS, Housing Services, and Support Services; and
- Support public information activities with the EOC JIC.

**■ Sheriff's Office**

- Support public alert and warning in coordination with the CAO and Emergency Management;
- Coordinate evacuation operations with support from fire agencies and LUT;
- Support implementation of the shelter-in-place protective action in coordination with fire agencies;

- Coordinate security and traffic control around impacted areas and incident facilities;
  - Coordinate security for dignitary/VIP visits, supply routes, airport, and other activities and locations;
  - Support initial damage assessment activities;
  - Coordinate intelligence and investigation activities with other law enforcement agencies;
  - Coordinate law enforcement with support from Community Corrections and Juvenile Services;
  - Coordinate search and rescue activities;
  - Support public information activities with the JIC/JIS and the County Administrative Office;
  - Coordinate efforts to find missing persons; and
  - Support mass fatality operations with HHS.
- Support Services
- Coordinate telecommunications and information technology services
  - Coordinate damage assessment of County-owned facilities and parks;
  - Coordinate emergency repair of County-owned facilities and parks;
  - Manage financial record keeping for FEMA and other reimbursement programs;
  - Manage human resources;
  - Coordinate County-owned transportation resources and support transportation needs;
  - Manage county-owned utilities;
  - Support solid waste and debris management with HHS, LUT, and Housing Services.
- Cooperative Library Services
- Support donations management with HHS;
  - Support environmental services with LUT;
  - Support public information activities with the County Administrative Office and the JIC/JIS;
  - Support transportation needs with Support Services; and

- Support volunteer coordination with HHS.

### **3.2.3 Non-County Organizations Which May be Called Upon to Support County Emergency Activities**

#### **■ American Red Cross**

- Support damage assessment by providing information regarding human impact;
- Provide shelter and mass care services in coordination with Housing Services and Community Corrections;
- Support missing persons locator activities with the Sheriff's Office;
- Support public information activities with the County Administrative Office and the JIC/JIS;
- Support transportation needs with Support Services; and
- Support volunteer coordination with HHS.

#### **■ Clean Water Services**

- Support storm water management in coordination with LUT;
- Support hazardous materials response in coordination with fire agencies;
- Coordinate maintenance and repair of Clean Water Services (CWS)-owned facilities; and
- Coordinate CWS utility response, recovery, and restoration operations.

#### **■ Fire Agencies**

- Provide damage assessment information to the appropriate city EOC or the County EOC;
- Direct and control fire resources;
- Coordinate emergency medical response with the ambulance service provider, HHS, and WCCCA;
- Support EOC operations;
- Coordinate evacuation and shelter-in-place operations with the Sheriff's Office;
- Perform fire containment and suppression;
- Respond to hazardous materials incidents;
- Respond to heavy rescue events;
- Establish/Participate in IC/UC at incident scenes;

- Support mass fatality operations or calls for mortuary services;
  - Develop public information messages and function within the JIS and/or JIC when established; and
  - Support the Sheriff's Office in rural search and rescue.
- Ambulance Service Franchisee
    - Provide emergency medical transport and coordinate emergency medical functions with WCCCA, Fire Services, and HHS.
  - Washington County Consolidated Communications Agency (WCCCA)
    - Coordinate communications with Emergency Management; and
    - Provide communications support to response agencies
  - Washington County Amateur Radio Emergency Service (ARES)
    - Support communications with the County EOC, DOCs, and other EOCs, when activated.

### **3.2.4 Response (Includes Short-Term Recovery) Matrix**

Primary and support departments and agencies by local plan annexes and Emergency Support Functions can be found in Addendum 2 – Response Matrix.

# 4

## Direction, Control, and Coordination

### 4.1 General

The Board of County Commissioners (BCC) is responsible for providing policy guidance, financial support, and coordination for disaster response and recovery operations and providing critical information to the public. The County Administrator will provide overall direction to the response and short-term recovery activities of all departments. In addition, the sheriff will provide overall direction to the County's incident-related law enforcement operations and will coordinate those activities with the County Administrator and Policy Group. The sheriff and department heads retain administrative and operational control over their employees and equipment unless they are operationally assigned to the EOC or a field IC. Each department and agency is responsible for having its own procedures to be followed during response and short-term recovery operations, but interagency procedures, such as a common communications protocol, may be adopted to facilitate a coordinated effort.

Pre-designated Washington County EOC ICs will manage the EOC and assigned resources. The IC will be an appointed official from Land Use & Transportation, Sheriff's Office, or Health and Human Services, depending on which department has the greatest authority and responsibility for the incident. If two or three of these departments share authority and responsibility for the incident, they will form a unified command (UC). A written delegation of authority will be signed by the County Administrator, establishing the financial limits to the authorities granted to the IC/UC at the time of event. Similarly, pre-designated County DOC ICs will manage their respective DOCs and assigned resources. An on-scene IC, assisted by staff sufficient for the tasks to be performed, will manage resources assigned to the incident. If County resources are insufficient or inappropriate to deal with an incident, the County may request assistance from other jurisdictions, organized volunteer groups, and/or the state.

### 4.2 Coordination among Response Elements

- **From Single Resources to EOC/DOC.** Single resources that are not part of an existing on-scene Incident Command organization will communicate situation and resource information directly with the EOC/DOC.
- **From ICP to DOC and/or EOC.** The on-scene IC will manage on-scene response from the ICP. The EOC or supporting DOC will provide support for on-scene activities. The on-scene IC will provide periodic situation updates to the supporting DOC or the EOC. Emergency operations with

different objectives may be conducted in multiple jurisdictions or at geographically separated scenes within the county.

In this event, more than one on-scene Incident Command operation may be established. Should this occur, it is important that the allocation of resources to specific field operations be coordinated through the DOCs and/or EOC.

- **DOC to DOC.** Information and resource needs will be coordinated between DOCs as necessary to most effectively manage the incident. However, once the EOC is activated, information and resource needs will be coordinated through the EOC.
- **DOC to EOC.** The EOC will coordinate with the DOCs and the on-scene ICs not being supported by a DOC for optimal use of resources, external resource and technical support, researching problems, providing information to senior managers, gaining information essential to allow the EOC to develop strategic goals for coordinating and disseminating emergency public information, and performing other tasks to support on-scene operations.
- **DOC to External EOCs.** Situation and resource information will be coordinated between DOCs and city, utility, and other EOCs prior to activation of the County EOC. Following activation of the County EOC, DOCs may still coordinate operational activities and situational information with external EOCs, but external resource requests will be made through the County EOC.
- **EOC to External Agencies.** The EOC will coordinate external situation and resource information and requests, formulation of strategic goals, public information, policy decisions, and technical support with other agency EOCs.
- **EOC to State.** The EOC will prepare local declarations to be submitted by the BCC to the state. The EOC will coordinate resource needs with the state for all DOCs and agency EOCs in the County. The EOC will also provide routine situation updates to the state.
- **EOC to Regional EOC or MACG.** The EOC will coordinate strategic information, resource management, and policy guidance with the regional EOC or MACG.
- **EOC to Policy Group.** The EOC will brief the Policy Group and make recommendations, request strategic guidance and priorities, and coordinate funding.

### 4.3 Emergency Facilities

- **Incident Command Post.** Except when an emergency threatens but has not yet occurred and in situations that have no specific incident site (such as a severe winter storm or area-wide utility outage), one or more ICPs will be established in the vicinity of the incident site(s). The on-scene ICs will be responsible for directing the emergency response and managing resources at the incident scenes.

Washington County has a mobile command and control center, operated by the Washington County Sheriff's Office Search and Rescue Explorer Post, which may be



used as an ICP. The Search and Rescue program and HHS have several portable shelters that could also be used as command posts.

- **Emergency Operations Center.** When incident activity demands it, the County will activate the EOC. Pre-designated representatives of several departments and agencies assigned emergency functions in this plan will staff the EOC. EOC operations are addressed in the Roles and Responsibilities Section of this plan. An alternate EOC will be used if the primary EOC becomes unusable.
- **Joint Information Center.** The JIC is a physical location where public information staff involved in incident management activities can co-locate to manage critical emergency information, crisis communications, and public affairs functions. Normally, the JIC is located in the EOC and activated whenever responding agency PIOs can more effectively coordinate and disseminate information when co-located.
- **Department Operations Centers.** When incident activity demands it, departments with DOCs will activate their DOCs. Pre-designated representatives of those departments will staff their respective DOC. DOC operations are addressed in the Roles and Responsibilities Section of this plan.
- **Public Inquiry Center.** The PIC will be activated whenever necessary to provide incident information, suggest available resources when needed, recommend protective actions, and receive offers of help from the public. Initially, it will be staffed by pre-designated personnel with plans to hand over staffing to an existing volunteer group for a protracted event.

This page left blank intentionally

# 5

## Administration, Finance, and Logistics

### 5.1 Logistics Management and Resource Support

**County Resources.** County resources may be managed by an on-scene IC, a DOC, the EOC, or a combination of the three. The County EOC will provide strategic direction for all County resources and will provide tactical direction to resources not assigned to a DOC, LUT, HHS, the Sheriff's Office, or an on-scene IC. Resources from those elements of County government will be tactically managed by their respective organizations. The County EOC will also serve as the clearinghouse for resource requests from local government agencies, coordinate with other responding organizations, arrange for state and federal resource support, if warranted, and carefully monitor and document usage of personnel, equipment, and consumable resources. An EOC Activation Manual provides specific information on the location and activation procedures of the county EOC and alternate EOC.

**Local Resources, Agreements, and Contracts.** Washington County will first use its own resources to respond to emergencies, purchasing supplies and equipment if necessary, and request assistance if those resources are insufficient.

- If additional resources are required, the County will:
  - Request resources available pursuant to existing mutual aid agreements, including regional resources. However, if limited mutual aid resources exist for demands in the County, the County EOC will suspend mutual aid requests and begin strategic management of resources countywide;
  - Request assistance from volunteer groups or agencies; and
  - Seek assistance from the private sector or from individuals who have resources needed to deal with the emergency.

If the County needs resources that are available from the other counties in the Portland Metro Region, the County EOC may request assistance from the Regional Logistics Support Team (RLST). The RLST is a specialty team that can assist with requesting, mobilizing, and tracking resources from the other counties.

When external agencies respond to an emergency within the County's jurisdiction, they will be expected to conform to the guidance and direction

provided by on-scene ICs or the supporting DOC or EOC, as appropriate. County emergency operations personnel will document the sourcing, tracking, and disposition of non-County resources.

- **Emergent Volunteers.** It is expected that emergent volunteers will seek to assist the public in any disaster. Information regarding emergent volunteers will be collected and disseminated to County departments and other agencies for best utilization of their skills.

County emergency operations personnel will maintain documentation of the utilization of volunteers. For further information, refer to the Emergent Volunteer Management Annex (Annex J).

**State, Federal, and Other Assistance.** If local and regional resources are inadequate to deal with an emergency, the County will request assistance from the state of Oregon. State assistance furnished to local governments is intended to supplement local resources and not substitute for such resources, including mutual aid resources, equipment purchases or leases, or resources covered by emergency service contracts. Cities must request assistance from the County before the County may request state assistance on the cities' behalf using the declaration of emergency process.

If resources required to control an emergency are not available within the state, the Governor may request assistance from other states through the Emergency Management Assistance Compact (EMAC), or from the Federal Government through FEMA. FEMA has the primary responsibility for coordinating federal disaster assistance, but to ensure backup and accountability, County emergency operations personnel will document the sourcing, tracking, and disposition of non-County resources.

## 5.2 Documentation

### 5.2.1 Reports and Logs

- **Hazardous Materials Spill Reporting.** If Washington County is responsible for a release of hazardous materials of a type or quantity that must be reported to state and federal agencies, the department or agency responsible for the spill will make the required report. If the party responsible for a reportable spill cannot be located, the on-scene IC will ensure that the required report(s) are completed.
- **Incident Action Plan.** Responders and EOC personnel will utilize NIMS ICS and other similar forms to facilitate planning and documentation of incident information.
- **Initial Emergency Report.** This short, verbal report should be prepared and transmitted by the EOC to OERS when activating the EOC or when an ongoing emergency incident appears likely to worsen and assistance may be needed from other local governments or the state.

- **Initial Damage Assessment (IDA).** Any time a request for state assistance is contemplated, an IDA will be completed by the EOC. (See the Damage Assessment Annex to the County EOP for a description and copy of the IDA).
- **Situation Report (SitRep).** A daily (or more frequent) SitRep should be prepared and distributed by the EOC to OEM and other EOCs, DOCs, and stakeholders in the county during major emergencies or disasters.
- **Other Reports.** Several other reports covering specific functions are described in the annexes to this plan.
- **Activity Logs.** All ICPs and the EOC/DOCs will maintain accurate logs of key response activities, including:
  - Activation or deactivation of emergency facilities;
  - Emergency notifications to local governments and to state and federal agencies;
  - Issuance of emergency declarations;
  - Significant changes in the emergency;
  - Major commitments of resources or requests for additional resources from external sources;
  - Issuance of protective action recommendations to the public;
  - Evacuations;
  - Casualties;
  - Containment or termination of the incident; and
  - Dispatch logs (DOCs only).

### 5.2.2 Records Management

Under state law, incident records are permanent. Washington County is responsible for establishing the administrative controls necessary to manage the expenditure of funds and to provide reasonable accountability and justification for expenditures made to support emergency operations. This shall be done in accordance with established fiscal policies and standard cost accounting procedures. In the EOC and DOCs, the Documentation Unit in the Planning Section is responsible for compiling that information.

Additionally, in order to continue normal government operations during and following an incident, vital records must be protected. These include legal documents as well as property and tax records. The principal causes of damage to records are fire and water. All departments have responsibility for protection and preservation of records vital to continuity of government operations. Essential records will be protected accordingly.

### 5.2.3 Information Security

#### Open Records and Meetings

For reasons of operational practicality and government transparency, the majority of this EOP is subject to public disclosure in accordance with the provisions of the Oregon Public Records Law; however, given the sensitivity and criticality of response operations, it may be necessary to withhold some EOP content from the public. Specifically, portions of the EOP and/or associated documents may contain information that, if made public, could endanger the safety of emergency operations personnel and/or the public, compromise the security of essential equipment, services, and systems, or otherwise impact the County's ability to perform its essential emergency management functions. Such portions may be exempted from public disclosure requirements in accordance with the provisions of ORS 192.501.

#### Protection of Sensitive Information

Information that has been determined to be exempt from public disclosure must be safeguarded. Electronic and hard copies of all such documentation will be properly marked, stored, transmitted, and disposed of. Protected Critical Infrastructure Information, Sensitive Homeland Security Information, and similarly designated information will be safeguarded in accordance with the guidelines established by the designating authority and/or in the applicable regulations. Finally, County personnel will implement basic operations security practices where necessary to maintain the safety, security, and integrity of emergency operations, such as using discretion when discussing tactical or operational matters in public places.

### 5.3 Accounting and Cost Recovery

All departments and agencies participating in the response will maintain detailed financial records related to their participation in emergency operations, to include:

- Personnel time and costs, including overtime and food costs;
- Equipment time and costs;
- Costs for leased or rented equipment;
- Costs for contract services to support emergency operations;
- Costs of specialized supplies expended for emergency operations;
- Time and costs for personnel and equipment obtained through mutual aid or other agreement;
- Costs of providing support to outside resources (e.g. state and/or federal teams); and
- Records of mishaps or other incidents involving injury and/or property damage.

These records may be used to recover costs from the responsible party or from insurers or as a basis for requesting financial assistance for certain allowable response and recovery costs from the state and/or the federal government. Similarly, they may be used to support adjudication of

requests for compensation submitted by individuals, owners of private property used by the County, and other such claimants.

#### **5.4 Post-Incident and Exercise Review**

WCEM is responsible for organizing and conducting a critique following the conclusion of any incident involving EOC activation. The critique will entail both written and verbal input from appropriate participants.

This page left blank intentionally



# 6

## Plan Development and Maintenance

### 6.1 Content Development

WCEM is responsible for coordinating the development and maintenance of the Basic Plan, its functional and hazard-specific annexes, and related materials. County departments are responsible for supporting the development and maintenance of the plan, as spelled out in the response and recovery matrices.

### 6.2 Maintenance Cycle

WCEM is responsible for coordinating all plan maintenance activities. To ensure the plan's sufficiency, compliance, and consistency with best practices and guidance, EOP stakeholders will convene periodically to review the Basic Plan, its annexes, and addenda and to make any updates needed.

In addition to the scheduled maintenance processes described below, the EOP stakeholders may convene at any time to review all or part of the plan in response to any one or more of the following conditions:

- Changes arise in response capabilities or in the risk environment that alter one or more of the plan's provisions or assumptions, or that could otherwise impact its effectiveness;
- An incident or exercise demonstrates a shortcoming in the plan's provisions or assumptions; or
- Significant changes are made to federal and/or state doctrine or guidance that necessitates plan revision.

#### 6.2.1 Plan Review Schedule

WCEM will coordinate the revision and update of the plan. The plan will be updated based upon deficiencies identified during regular assessments, actual incidents and exercises, and/or when changes in hazards, resources, capabilities, processes, or organization occur.

Plan maintenance shall be conducted by a working group comprised of appropriate stakeholders. No organization will unilaterally change the plan; all stakeholders will participate in the review and update processes, and all changes will be generated collaboratively and will reflect the group consensus. Upon completion of the revision process, the Basic

Plan must be re-approved by the BCC prior to distribution in accordance with the Distribution Record at the front of the plan. The plan must be re-promulgated every four years.

When a change to plan content is required, WCEM will develop the official copy of the new text, preserving an archive copy of the previous version showing all changes in underline/strikethrough for future reference. All changes will also be summarized in the new EOPs Record of Changes.

EOP stakeholders will review the annexes every two years to validate the existing content and identify any needed changes. Each review cycle will begin with a discussion of each exercise and/or major incident (e.g., those requiring activation of the County EOC) that have occurred in Washington County since the last annex update, highlighting any lessons learned and/or implications for annex content. Each stakeholder will provide relevant information about the status of their respective policies, plans, and procedures. The group will then jointly conduct a cover-to-cover review of the annexes and highlight areas where change may be required during the next plan revision cycle.

# 7

## Authorities and References

### 7.1 Authorities

Oregon Revised Statutes (ORS) Chapter 401.305 states that “each county of this state shall, and each city may, establish an emergency management agency which shall be directly responsible to the executive officer or governing body of the county or city.” In fulfillment of this provision, Washington County maintains an emergency management program. ORS Chapter 401 confers upon the organization a variety of powers and duties associated with planning, EOC establishment and adoption of an incident command structure, vertical and horizontal coordination, emergency declaration, evacuation, emergency housing acquisition, and appropriation and taxation. The authorities conferred upon Washington County under ORS Chapter 401 do not represent the totality of the agency’s activities, however. The organizational and operational concepts set forth in this plan are linked to a wide range of local, state, and federal authorities as identified below.

#### 7.1.1 Federal

- United States Code (laws)
  - Emergency Planning and Community Right-to-Know Act, 42 U.S.C. §11001 et seq. (Title III of the Superfund Amendments and Reauthorization Act, P.L. 99-499)
  - Earthquake Hazards Reduction Act of 1977, 42 U.S.C. § 7701 et seq.
  - Homeland Security Act of 2002, 6 U.S.C. § 101
  - Robert T. Stafford Disaster Relief & Emergency Assistance Act, 42 U.S.C. 5121 § et seq.
- Code of Federal Regulations (rules)
  - Emergency Management and Assistance, 44 C.F.R. Parts 0-399
  - Hazardous Waste Operations & Emergency Response, 29 C.F.R. Part 1910.120

## 7.1.2 State

- Oregon Revised Statutes
  - Chapter 131, Procedure in Criminal Matters Generally
  - Chapter 190, Cooperation of Governmental Units; State Census; Arbitration
  - Chapter 401, Emergency Services and Communications
  - Chapter 431, Administration of Health Laws
  - Chapter 433, Public Health and Safety
  - Chapter 476, Protection from Fire (Contains Emergency Conflagration Act)

## 7.1.3 Local

- Washington County Ordinance 235, Ordinance Providing Procedures for Declaration of Emergency
- Washington County Code, Chapter 8.36
- Washington County Resolution and Order 84-219 Emergency Management Functions
- Washington County Resolution and Order 95-56 Emergency Management Functions
- Washington County Resolution and Order 05-150 Adopting NIMS
- Office of Consolidated Emergency Management Intergovernmental Agreement

## 7.2 References

The Washington County EOP represents one component of a local, state, and federal structure for managing emergencies and disasters. As such, it is informed by a wide range of information sources, including other policies, plans, and procedures; plan development guidance and benchmarks; and reports, analyses, and other data sources. Key references are listed below.

### 7.2.1 Federal

- Developing and Maintaining Emergency Operations Plans: Comprehensive Preparedness Guide (CPG) 101 (Federal Emergency Management Agency)
- Federal Continuity Directive 1, Federal Executive Branch National Continuity Program and Requirements (U.S. Department of Homeland Security)
- National Response Framework (U.S. Department of Homeland Security)
- National Incident Management System (U.S. Department of Homeland Security)
- National Preparedness Goal (U.S. Department of Homeland Security)

- Local and Tribal NIMS Integration (Federal Emergency Management Agency)
- Continuity Guidance Circular 1 (CGC1) (Federal Emergency Management Agency,)

### **7.2.2 State**

- State of Oregon Emergency Operations Plan (Oregon Emergency Management)
- State of Oregon Natural Hazards Mitigation Plan (Oregon Department of Land Conservation and Development)

### **7.2.3 Local**

- Washington County Hazard Analysis (Washington County Emergency Management, 2015)
- Washington County Natural Hazards Mitigation Action Plan (Washington County Emergency Management, 2017)
- Incident Management Enhancement Task Force (IMET) Report to the Executive Committee of the Office of Consolidated Emergency Management for Washington County (June 20, 2008)

This page left blank intentionally