

# **ELECTED OFFICIALS’ EMERGENCY OPERATIONS GUIDE**



Housing Authority of  
Washington County

**Washington County**  
FEBRUARY 2021

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## **Section I – Introduction**

This Emergency Operations Guide is intended as a reference for you, as a member of the Washington County Board of Commissioners, in preparing for and responding to a local emergency or disaster. It includes important information about the emergency management system and processes, emergency contacts, and an incident checklist. Although the guide is primarily geared towards your role on the governing body for Washington County, it also addresses your separate roles serving on the governing bodies for Clean Water Services (CWS) and the Housing Authority of Washington County (HAWC).

As an elected official governing three separate public entities, you play an important community role during disasters by:

- Providing information and support to the County Administrator and County department directors, CWS Chief Executive Officer and CWS leadership team, HAWC management, and emergency response staff from all three organizations;
- Reassuring citizens through your presence and leadership;
- Coordinating with elected officials and senior executives from other jurisdictions, agencies, and businesses; and
- Declaring an emergency, formulating policy, and taking other actions consistent with your authorities to facilitate response and recovery operations and maintain government continuity.

You are encouraged to become familiar with the information in the guide before disaster strikes, and to use it during an actual emergency to help optimize your effectiveness.

**A “GOLDEN RULE” for every emergency is to:**

- 1. Maintain your composure;**
- 2. Assess the situation;**
- 3. Understand your authority and responsibility; and**
- 4. Take appropriate action.**

**Personal and family safety and security should be a key element of your initial situation assessment.**

Your performance during an emergency will be heavily dependent upon individual and family preparedness. If you have adequately prepared yourself and your family, you’ll likely be able to respond with greater confidence knowing your family is safe and capable of managing on their own.

Included in this guide are checklists to help you and your family build an emergency kit, set up an emergency contact plan, and identify other actions

that, if taken *before disaster strikes*, can increase your survivability, effectiveness, and peace of mind. In addition to the actions prompted by the checklists, there are many community programs, including the Community Emergency Response Team (CERT) program, available to help you and your family prepare for disaster.

More information about personal and family preparedness can be found at:

[www.co.washington.or.us/emergencymanagement](http://www.co.washington.or.us/emergencymanagement)  
[www.take5tosurvive.com](http://www.take5tosurvive.com)

**Once you and your family are prepared, you can more effectively focus your attention on the disaster and its impact on the community.**

## **Section II – Emergency Management Authority**

### **State of Oregon**

- A. As noted in ORS Chapter 401, it is declared to be the policy and intent of the Oregon Legislative Assembly that preparations for emergencies and governmental responsibility for responding to emergencies be placed at the local government level. The state shall prepare for emergencies but shall not assume authority or responsibility for responding to such an event unless the appropriate response is beyond the capability of the city and county in which it occurs, the city or county fails to act, or the emergency involves two or more counties.

The Governor is responsible for the emergency services system within the state of Oregon. The executive officer or governing body of each county or city is responsible for the emergency services system within that jurisdiction.

The Governor may declare an emergency by proclamation at the request of a county governing body or after determining that an emergency has occurred or is imminent. When an emergency is declared, the Governor has very broad authority to exercise police powers, regulate commerce, control transportation, remove debris, and more.

The Office of Emergency Management (OEM) is established in the Oregon Military Department. The office is responsible for:

- Preparing a statewide emergency management plan;
- Maintaining a state emergency operations center;
- Coordinating and facilitating private sector and governmental efforts to prevent, prepare for, respond to, and recover from emergencies; and
- Coordinating exercises and training, planning, preparedness, response, mitigation, and recovery activities with state and local emergency services agencies and organizations.

- B. Pursuant to ORS 433.441, the Governor may declare a public health emergency. Such a declaration gives power to the Oregon Public Health Director to order, authorize, and adopt reporting requirements, diagnostic and treatment protocols, public health measures including temporary isolation and quarantine, and other reasonable administrative actions, and to impose civil penalties for non-compliance.
- C. ORS 431A.015 grants authority to the Oregon Public Health Director to take emergency actions in the absence of a gubernatorial declaration of public health emergency, but with gubernatorial permission. Such actions

include coordinating the public health response across jurisdictions and identifying and ordering control measures that mandate enforcement.

- D. Under ORS 431.110, the Oregon Health Authority (OHA) has full power in the control of communicable diseases. The local public health authority shall administer and enforce all public health laws of the state (ORS 431.413(1)(a)). The local public health administrator shall act as the agent of the Oregon Health Authority (OHA) in enforcing state public health laws and rules as may be requested by OHA (ORS 431.418(3)(c)).
- E. When the Oregon State Fire Marshal believes that a fire is causing, or may cause, undue jeopardy to life and/or property, the Governor may invoke the Emergency Conflagration Act (ORS 476) and mobilize local firefighting resources. The Oregon Fire Service Mobilization Plan outlines the process and procedures for mobilization and provides a mechanism for reimbursement of costs by the state. The State Fire Marshal can use the plan, without invocation of the Act, for non-fire emergencies; however, cost reimbursement is not provided in these circumstances.
- F. ORS 176.785 gives the Governor authority to declare an energy resource emergency. The Governor may:
- Order involuntary curtailments, adjustments, or allocations in the supply and consumption of energy resources applicable to all suppliers and consumers;
  - Modify transportation routes and schedules as necessary to conserve energy resources to the extent permissible under federal law and regulations;
  - Specify the times and manner in which energy resources are supplied or consumed; and
  - Prescribe and direct activities promoting the conservation, prevention of waste, and salvage of energy resources.
- G. Under ORS 536.700 to 536.780, the Governor has the authority to declare that a severe, continuing drought exists or is likely to exist and can require state agencies and political subdivisions of the state to implement a water conservation or curtailment plan, or both.

### **Portland Metropolitan Region**

Metro, the area's regional government, has important responsibility for debris management, a critical emergency response and recovery function.

### **Washington County**

As required by ORS 401.305, all Oregon counties must establish an emergency management agency, appoint an emergency program manager,

maintain an emergency operations plan (EOP) and emergency operations center (EOC), and utilize an incident command structure for management of a coordinated response by all local emergency service agencies. Each county may, by ordinance or resolution, establish procedures to respond to or recover from an emergency including provisions for declaring an emergency and ordering mandatory evacuations. Furthermore, each Oregon county is expected to coordinate emergency management program activity with its cities, districts, and other local governments and to be the conduit between local governments and the state during emergency response and recovery operations.

- A. Washington County has established an emergency management office and appointed an emergency manager. The emergency management office maintains a comprehensive EOP and has established a primary EOC at the Washington County Law Enforcement Center. The County coordinates its intra-county emergency management program activities primarily through the Emergency Management Cooperative (EMC) of Washington County. The EMC is an intergovernmental agency comprised of the County and many cities and districts within the county, including CWS.
- B. The following Washington County codes and resolutions establish the authority for the county's emergency operations activities:
  - 1. County Code, Chapter 8.36, also known as the Emergency Services Code, specifies criteria for declaring an emergency and gives the Chair of the Board of County Commissioners authority to do so (if the Board is not available). It also describes the list of emergency powers that may be invoked in an emergency declaration.
  - 2. County Resolution #05-150 adopts the Incident Command System (ICS) promulgated by the National Incident Management System (NIMS) for managing emergency situations.

Pursuant to ORS Chapter 431, the Board of County Commissioners is the governing body of the local public health authority and develops the public health policies and goals for the local public health authority (ORS 431.415). Local public health authority activities include epidemiology, control of preventable diseases and disorders, and environmental health services. The Washington County Public Health Division Manager, as the County's Local Public Health Administrator, possesses the powers of a constable or other peace officer in all matters pertaining to public health.

The Oregon Public Contracting Code (ORS 279B.080) authorizes the governing bodies of public entities to declare emergencies for the purpose of suspending procurement rules (e.g., competitive bidding) to facilitate emergency contracting/procurement. The County and CWS have separate policies addressing this authority.

- A. The Washington County Rules of Procurement, Section 20-020, outlines the authority of the Board of Commissioners and County Administrator.
- B. Section 20-020 of the CWS purchasing rules addresses the authority of the agency's Board of Directors.
- C. The HAWC utilizes the Washington County Rules of Procurement, so Section 20-020 of those rules also addresses the authority of the HAWC's Board of Directors.

## **Section III – The Emergency Operations System**

### **Incident Command**

ORS 401.305 requires all counties and any cities with an emergency management agency to establish an incident command structure for management of a coordinated response. Homeland Security Presidential Directive 5 (HSPD-5) encourages all jurisdictions to utilize the National Incident Management System (NIMS) for all emergency operations. The NIMS adopts the incident Command System (ICS) as the preferred national system for incident command. Jurisdictions who accept Homeland Security and other emergency preparedness grants are required to adopt the NIMS and use the Incident Command System for management of all domestic incidents. Washington County and CWS have adopted the NIMS and use the ICS to manage their response operations. Although the HAWC has not separately adopted the NIMS, it is staffed by County employees who use the ICS to manage their response activities in coordination with other county staff.

### **Incident Resources**

- A. Local – Resources provided by agencies and organizations directly affected by or responsible for responding to the emergency. These resources may:
- Include people and equipment that can be applied in operational, advisory, and administrative support functions
  - Be deployed individually or be organized into larger groups such as crews, teams, task forces, and strike teams
  - Include people and equipment from nongovernmental organizations (e.g., the Red Cross and Humane Society), existing volunteer groups (e.g., Amateur Radio Emergency Service and Community Emergency Response Teams), and contractors
  - Include spontaneous or emergent volunteers
- B. Mutual Aid – Resources from other local governments that may be available when those of the responding local government(s) are heavily tasked or exhausted. Mutual-aid resources may be provided pursuant to pre-signed agreements between the governments, through a statewide agreement, or through an interstate compact. The County is signatory to several mutual aid agreements including an omnibus inter-county agreement for the sharing of any resources as well as several other agreements for the sharing of public works and law enforcement resources. CWS is also signatory to several mutual aid agreements for the sharing of public works resources, including the Oregon Water and Wastewater Agency Response Network (ORWARN).

- C. Countywide – In widespread emergencies, the use of local mutual aid agreements is typically suspended and resources are requested and allocated through a more centralized system at the County EOC. The system:
- Links city and special district EOCs and Department Operations Centers (DOCs) to the County EOC and State Emergency Coordination Center (ECC)
  - Facilitates consolidation of requests and prioritization and allocation of resources based on countywide need
- D. State – If the Governor declares an emergency for an impacted county, that action makes state resources available to local governments in the county. The state’s resources are not extensive but do include important transportation, military (i.e., National Guard), public health, agriculture, environmental protection, and other assets.
- E. Federal – A presidential emergency or major disaster declaration for an impacted county opens the door to an extensive array of federal resources including a number of pre-designated specialty teams and their pre-positioned caches of equipment. These teams include various medical, mortuary, veterinary, and urban search and rescue specialties.

### **Emergency Response Entities**

#### A. 9-1-1 Center

The 9-1-1 Center (WCCCA) dispatches fire and law enforcement resources to incidents according to predetermined protocols. When call volume exceeds resource availability, the center activates its emergency guidelines and works with representatives of the impacted agencies and their EOCs to prioritize calls and coordinate response to incidents for which it has no available resources (i.e., lower priority incidents).

#### B. On-scene Incident Command Post (ICP)

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

#### C. Department Operations Center (DOC)

A Department Operations Center (DOC) is a department-level or discipline-specific EOC. Activities within a DOC are focused on management and support of department/agency resources and coordination with other agency EOCs and DOCs.

Washington County maintains and operates two DOCs – one for the Department of Land Use and Transportation located in the Walnut Street Center training rooms and the other for the Support Services Department located in the PSB Sequoia Room.

CWS also maintains and operates a DOC to manage, support, and coordinate its emergency operations. The primary center is located in the Administration Building on Hillsboro Highway.

#### E. Local Emergency Operations Center (EOC)

The EOC is an established facility from which organizational staff and officials can receive information pertaining to an incident and from which they can provide direction, coordination, and support to emergency operations.

The Washington County EOC is located in the Law Enforcement Center and can operate from one, two, or all three of the facility's training rooms depending on the size and complexity of the incident. HAWC staff are trained in EOC functions and work in the center whenever an incident presents shelter and/or housing issues.

#### D. Joint Information Center (JIC)

A JIC is a centralized location, either in a fixed facility (e.g., an EOC) or near an incident scene, established to enhance information coordination, reduce misinformation, and maximize resources by collocating Public Information Officers (PIOs). Multiple JICs may be established (e.g., on scene, county, regional, state) for widespread emergencies.

#### E. Policy Group

A Policy Group is an agency-specific body typically comprised of senior agency executives with statutory, regulatory, and/or financial authorities and which may include elected officials. It is established to support and facilitate an agency's incident management activities.

#### F. Multi-Agency Coordination (MAC) Group

A MAC Group is a group of administrators or executives, or their appointed representatives, who are typically authorized to commit agency resources and funds. A MAC Group can provide coordinated decision making and resource allocation among cooperating agencies, and may establish priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities.

#### G. State Emergency Coordination Center (ECC)

The state Office of Emergency Management (OEM) operates the state's Emergency Coordination Center (ECC). As the name implies, the center coordinates the state's response to emergencies. Representatives from OEM and other state agencies staff the center. The ECC coordinates activities with state agency EOCs (i.e., AOCs), county EOCs, and, if activated, federal agency emergency centers. One of the ECC's primary activities is to identify and provide resources to assist with state agency and local government response and recovery operations.

#### H. State Agency Operations Center (AOC)

An Agency Operations Center (AOC) is a state agency-level DOC. Activities within an AOC are focused on management and support of the agency's resources and coordination with other AOCs and the state ECC.

#### I. Federal Joint Field Office (JFO)

The JFO is a temporary federal facility typically established near the State ECC to provide a central point for federal, state, local, and tribal executives with responsibility for incident oversight, direction, and/or assistance to effectively coordinate protection, prevention, preparedness, response, and recovery actions. The JFO combines the traditional functions of the Joint Operations Center (JOC), the FEMA Disaster Field Office (DFO), and the Joint Information Center (JIC) within a single federal facility.

#### J. Joint Operations Center (JOC)

The JOC is the focal point for all federal investigative law enforcement activities during a terrorist or potential terrorist incident or any other significant criminal incident. It is managed by the Senior Federal Law Enforcement Official. The JOC becomes a component of the Joint Field Office (JFO) when the National Response Framework (NRF) is activated.

#### K. National Operations Center (NOC)

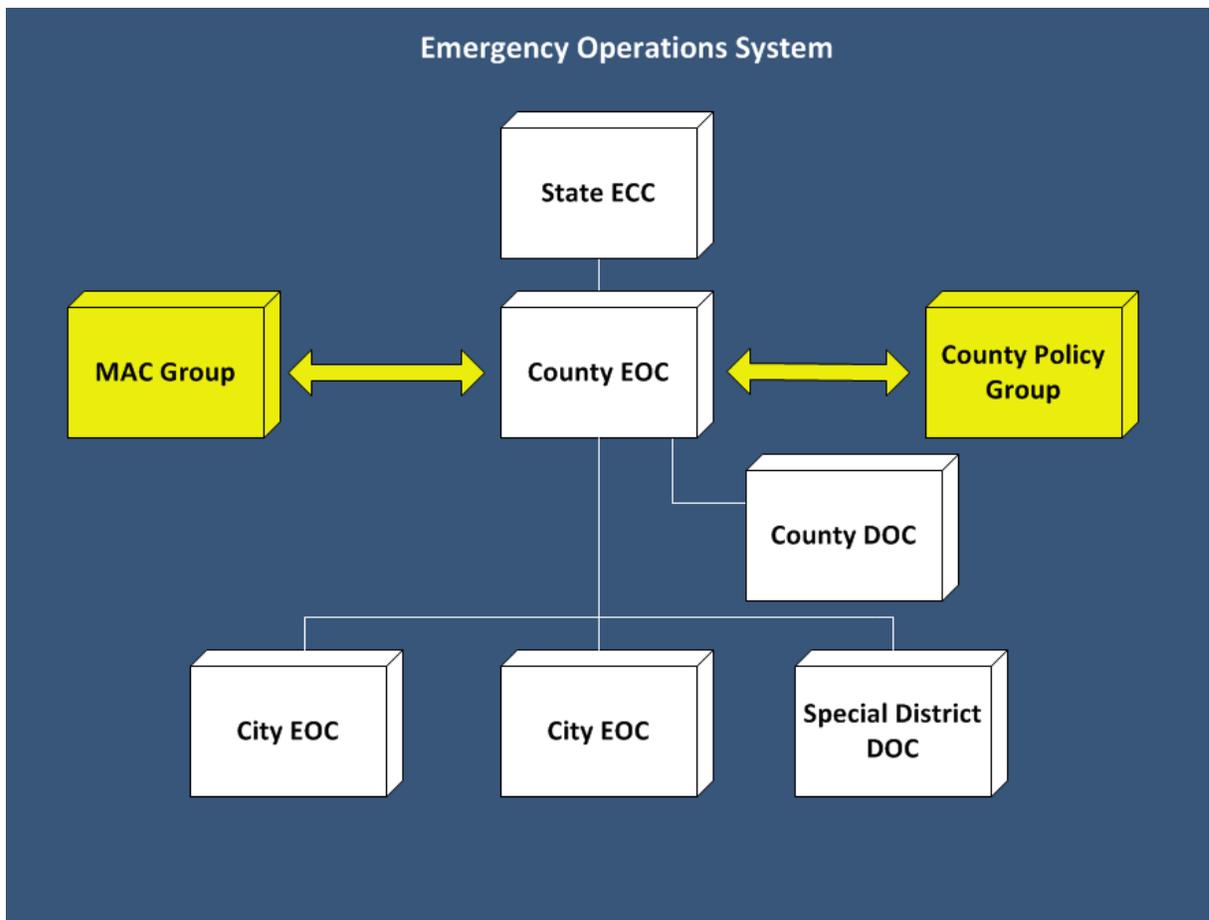
The NOC is the primary national-level hub for domestic situational awareness, common operating picture development, information fusion and sharing, communications, and coordination pertaining to the prevention of terrorist attacks and domestic incident management. The NOC is the primary conduit for the White House Situation Room and the Department of Homeland Security leadership for domestic situational awareness. The NOC facilitates information sharing and operational coordination with other federal, state, local, tribal, and nongovernmental operation centers and the private sector.

## **The Emergency Operations System**

When activated, the Emergency Operations System consists of layered and interconnected field resources, emergency operations centers, and policy and multi-agency coordination bodies.

The County EOC manages county government operations and coordinates with and supports county DOCs. It also coordinates with and supports local government, regional non-governmental organization (e.g., Red Cross), and business EOCs. The EOC establishes strategic response and recovery goals, performs strategic resource management, and coordinates incident and public information. It also serves as the point of entry (i.e., the gateway) for local governments within the county to seek assistance from state and federal agencies.

Larger businesses and non-governmental organizations with an emergency response and/or recovery role typically manage their own incident activities and coordinate their actions with local governments from their EOCs.



## **Role of the Policy Group**

At the county, city, and district levels, a policy coordination body exists or will be established to support and facilitate incident management activities. These Policy Groups typically consist of senior agency executives with statutory, regulatory, and/or financial authorities and may include elected officials.

The Policy Group:

- Coordinates with its agency EOC or DOC leadership;
- Implements emergency authorities;
- Takes regulatory and/or other actions consistent with its authorities as needed to control public activities and facilitate response and recovery activities (e.g., curfews, mandatory evacuation, closures, restriction on sales, suspension of normal procurement rules);
- Prioritizes the delivery and restoration of government services; and
- Coordinates incident activities and policy and regulatory actions with the policy groups of other impacted jurisdictions and senior executives of impacted businesses.

Given your role on the governing bodies for three separate entities (County, CWS, HAWC), you may need to participate in or directly coordinate with the policy groups of each of those entities.

## **Role of the MAC Group**

At the countywide level, a multi-agency coordination body consisting of administrators and executives from agencies heavily involved or committed to the emergency exists to establish multi-jurisdictional incident priorities, allocate scarce resources, and coordinate policies, public messaging, and other inter-agency activities. The Executive Committee of the Emergency Management Cooperative (EMC) of Washington County serves as the Washington County MAC Group. The MAC Group coordinates its activities with the County EOC.

## **Section IV – Emergency and Disaster Declarations**

### **Declarations Defined**

#### **Local Emergency and Disaster Declarations**

- A. A “local emergency” or “disaster” exists whenever a jurisdiction or an area therein is suffering, or is in imminent danger of suffering, an event that may cause injury or death to persons, or damage to or destruction of property to the extent that extraordinary measures must be taken to protect public health, safety, and welfare. A local emergency may also exist whenever a jurisdiction’s resources (people, equipment, and/or facilities) are suffering, or in imminent danger of suffering, an event that may injure or damage them. Such an event includes, but is not limited to, the following: fire, explosion, flood, severe weather, drought, earthquake, volcanic activity, spills or releases of oil or hazardous material as defined in ORS 466.605, contamination, utility or transportation emergencies, disease, blight, infestation, civil disturbance, riot, sabotage, terrorist attack, and war. Importantly, a local emergency can be a small, confined incident such as a landslide or a widespread event such as an earthquake or windstorm.

When a local emergency exists, the affected jurisdiction(s) may declare both an emergency and a disaster. The declarations can occur simultaneously, or a disaster declaration may follow an emergency declaration. An emergency declaration is issued to implement specific local measures necessary to protect life, public health, or property and/or to suspend rules or procedures in order to expedite response operations. A disaster declaration is used to request assistance from the next higher level of government (local-county-state-federal), to include requesting a “state of emergency” declaration from the Governor and asking the Governor to seek a presidential emergency or major disaster declaration which would initiate actions necessary for local governments and individuals to receive federal disaster assistance.

As noted above, a local emergency may be declared simply to suspend rules to expedite emergency response operations and/or mitigate a specific threat. A declaration in this context is most commonly used to suspend normal procurement rules and allow emergency purchasing without a competitive bidding process. The Oregon Public Contracting Code and procurement rules adopted by the County, CWS, and HAWC require this declaration to be made by the governing body of the agency or by an authorized representative of the agency subject to subsequent governing body ratification.

- B. A local agricultural emergency exists whenever the local agricultural industry suffers an event that causes severe physical and/or production losses. An agricultural emergency may affect a small geographic area or single agricultural sector or impact a larger geographic area and involve multiple sectors.

### **State Emergency Declarations**

- A. The Governor may declare a state of emergency pursuant to ORS Chapter 401. The declaration can be made by proclamation at the request of a county governing body or be made after separately determining that an emergency has occurred or is imminent.

During a state of emergency, the Governor may:

- Exercise authority over all state agencies and suspend state laws, orders and rules
  - Provide temporary housing
  - Control, restrict, and regulate the use, sale, or distribution of food, feed, fuel, clothing, and other commodities, materials, goods, and services
  - Prescribe and direct activities in connection with use, conservation, salvage, and prevention of waste of materials, services, and facilities
  - Assume complete control of all emergency operations in the area specified in the emergency proclamation, direct all rescue and salvage work, and do all things deemed advisable and necessary to alleviate the immediate conditions
  - Assume control of all police and law enforcement activities in such area, including the activities of all local police and peace officers
  - Close all roads and highways in such area to traffic or limit the travel on such roads to such extent as deemed necessary and expedient
  - Designate persons to coordinate the work of public and private relief agencies operating in such area and exclude from such area any person or agency refusing to cooperate with and work under such coordinator or to cooperate with other agencies engaged in emergency work
  - Require the aid and assistance of any state or other public or quasi-public agencies in the performance of duties and work attendant upon the emergency conditions in such area
- B. The Governor may declare a catastrophic disaster which invokes the authorities of Article X-A of the Oregon Constitution. Under a catastrophic declaration, which is limited to 30 days, the Governor shall convene a special session of the legislature which may operate by less restrictive rules. Article X-A also give additional financial authorities to the Governor and legislature, including re-appropriating funds and using lottery funds.
- C. The Governor may declare a public health emergency pursuant to ORS 433.441. Such a declaration gives power to the Oregon Public Health

Director to order, authorize, and adopt reporting requirements, diagnostic and treatment protocols, public health measures including temporary isolation and quarantine, and other reasonable administrative actions, and to impose civil penalties for non-compliance.

- D. The Governor may declare a fire emergency and invoke the Emergency Conflagration Act pursuant to ORS 476. Such a declaration gives broad authority to the Oregon State Fire Marshal to mobilize and deploy structural fire protection resources from throughout the state.
- E. The Governor may declare an energy resource emergency pursuant to ORS 176.785 and order involuntary curtailments, adjustments, or allocations in the supply and consumption of energy resources, modify transportation routes and schedules as necessary, and take other actions to conserve energy resources.
- F. The Governor may declare a drought emergency pursuant to ORS 536.740 and require state agencies and political subdivisions of the state to implement water conservation and/or curtailment plans.

### **Federal Emergency and Disaster Declarations**

The President and a number of federal agencies are authorized to declare emergencies or disasters pursuant to statute and regulation. The presidential declarations are summarized below. When the threshold for a presidential declaration is not met, other federal agencies or departments such as the Department of Transportation, the Department of Agriculture, the Natural Resource Conservation Service, and/or the Small Business Administration may declare emergencies and activate specific assistance programs pursuant to their own authorities.

- A. An “emergency” is any occasion or instance for which, in the determination of the President, federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States. An emergency declaration opens the door to direct assistance (i.e., people, equipment, and other resources) from federal departments and agencies.
- B. A “major disaster” is any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under the Stafford Act to supplement the efforts and available resources of states, local governments, and disaster relief organizations in

alleviating the damage, loss, hardship, or suffering caused thereby. A major disaster declaration opens the door to direct federal assistance as well as to financial assistance for state and local governments and possibly for impacted individuals and businesses.

Of note is that a local emergency declaration is not always needed to receive a federal major disaster declaration since the federal disaster declaration process can be driven by public agency financial impacts calculated weeks and months after an incident rather than by the direct physical impacts to citizens, homes, and businesses.

### **The Declaration Process**

- A. The local declaration process is a coordinated effort between agency emergency managers, legal, and other executive staff, the incident management team (field and EOC), and agency elected officials. It is typically triggered by the results of a damage assessment performed during or immediately after an incident impacts an area. In the case of widespread and/or catastrophic incidents where the impacts are obvious, the declaration process may occur immediately without waiting for completion of a formal assessment.

For small or more localized incidents where outside (i.e., state/federal) assistance is not required, agency elected officials will likely be asked to declare an emergency to invoke specific emergency authorities authorized in their jurisdictional codes, ordinances, or policies (e.g., suspension of normal contracting rules). The emergency declaration must specify the time, duration, area impacted by the incident, and the specific actions being taken.

If an incident is of such a nature or scope that it exceeds the resources available to a local government, the elected officials of the impacted government can declare a disaster and request assistance from the next higher level of government (city/special district to county to state). In many cases, a local government will declare an emergency and disaster and request assistance simultaneously.

When the County receives a declaration and request for assistance from a city or special district, it is expected to provide direct assistance to the local government and/or coordinate assistance from other local governments. If assistance is unavailable or inadequate or if the assistance needed is only available from state or federal agencies, the County should also declare a disaster and seek assistance from the state. The County may also declare an emergency and disaster and seek help from the state without receiving a request from a local government. That would be the case when the primary incident impacts are in the unincorporated areas of the county.

An agricultural emergency can occur as part of a widespread incident and be included in the disaster declaration of the impacted jurisdiction or it can occur independently of a broader emergency. Such is the case in a severe but short duration weather event (e.g., freeze) that heavily damages crops but doesn't broadly impact people or infrastructure. When such an incident occurs, the local office of the U.S. Department of Agriculture's (USDA) Farm Service Agency (FSA) gathers disaster impact information and prepares a Loss Assessment Report (LAR). The LAR is then reviewed by the County Emergency Board (CEB), which consists of the FSA's County Executive Director, the USDA's local Natural Resources Conservation Service (NRCS) District Conservationist, and the Washington County Emergency Manager. If the assessment indicates the disaster has resulted in severe production losses (i.e., a minimum of 30% production loss of at least one crop), the CEB submits a Secretarial disaster designation request along with the LAR and other supporting documentation to the USDA's State Executive Director for evaluation and processing.

The Department of Agriculture's emergency declaration procedures include a provision for inclusion of contiguous counties. So, for example, if Multnomah, Yamhill, or other county contiguous to Washington County receives an agricultural emergency declaration, Washington County would also be included in the declaration and the department's emergency assistance programs would be made available to Washington County agricultural businesses.

- B. The Governor may declare a state of emergency by proclamation at the request of a county governing body or after determining that an emergency has occurred or is imminent. All requests by a county governing body that the Governor declare an emergency must be sent to the state Office of Emergency Management. Cities and special districts must submit requests through the governing body of the county in which the majority of the city's/district's property is located. Requests from counties must be in writing and include the following:
1. The type of emergency or disaster;
  2. The location(s) affected;
  3. Deaths, injuries, population still at risk;
  4. The current emergency conditions or threat;
  5. An initial estimate of the damage and impacts;
  6. Specific information about the assistance being requested; and
  7. Actions taken and resources committed by local governments (city, district, and county).

Upon the recommendation of the Oregon State Public Health Director, the Governor may declare a public health emergency. Identification of such an emergency is likely to arise from information provided by local public

health officials and medical providers or from an expanding regional, national, or international public health event.

Upon the recommendation of the Oregon State Fire Marshal, the Governor may declare a fire emergency and invoke the Emergency Conflagration Act.

Upon the request of the Director of the Oregon Department of Energy, the Governor may declare an energy resource emergency and implement energy curtailment and conservation measures.

Upon the recommendation and request of the Oregon Drought Council, the Governor may declare a drought emergency and order that water conservation measures be taken.

If the resources of the state are insufficient to meet the needs of the incident, the Governor may seek assistance from the President by submitting a formal request through the Federal Emergency Management Agency (FEMA). Such requests must include a copy of the Governor's "State of Emergency" declaration and an Initial Damage Assessment outlining the state's physical and financial impacts and losses.

### **Role of County Board in Declaring Emergencies**

Under the County Charter and Code, the Board of Commissioners can swiftly declare emergencies in the unincorporated area of the county. Under the Emergency Services Code (Chapter 8.36), the Board may determine that part or all of the unincorporated area "is suffering or is in imminent danger of suffering a natural or manmade event" including:

1. Civil disturbances,
2. Natural disasters,
3. Federal or state emergency declarations,
4. Major disruptions to community services,
5. Health hazards,
6. Releases of hazardous materials, or
7. An influx of refugees.

The Emergency Services Code requires that the declaration be in writing, if practical under the circumstances, and specify:

1. The nature of the emergency,
2. The area impacted,
3. The effective time and date and duration of the emergency, and
4. To the extent reasonably known at the time, the actions or measures authorized to be taken.

The Code refers to actions and orders that “are determined to be necessary and prudent to protect the public and property and to efficiently conduct activities that minimize or mitigate the effects of the emergency.” These actions might include, but are not limited to:

1. Establishing curfews,
2. Mandating evacuations,
3. Prohibiting gatherings of people in outdoor areas,
4. Closing or restricting use of public roads,
5. Restricting the sale of products deemed dangerous,
6. Abating nuisances including damaged buildings,
7. Waiving or modifying government rules for purchasing or contracting,
8. Suspending or modifying personnel rules,
9. Imposing, waiving, or modifying fees,
10. Prohibiting or restricting the possession of weapons (as permitted by law), and
11. Restricting commercial activity (as permitted by law).

A county declared emergency lasts for up to 30 days unless renewed.

Finally, the Charter and Emergency Services Code provide the means for emergency declarations to be made and for authority to be delegated if a quorum of the Board cannot be convened after reasonable efforts have been made to do so. Once these reasonable efforts have been attempted, the Code assigns the Board’s emergency authority to the following officials and vests that authority in the following order of succession:

1. Chair of the Board
2. Vice Chair
3. Any District Commissioner
4. County Administrator
5. Assistant County Administrator
6. Sheriff

The Emergency Services Code requires that “a declaration of emergency by an individual shall be subject to modification, rescission, or ratification by the Board at the first reasonable opportunity in light of the circumstances. If the Board is not available, it shall be brought in the same manner to the preceding official in the line of authority.”

### **Role of CWS and HAWC Boards in Declaring Emergencies**

Both the CWS and HAWC Boards have the authority to declare emergencies and disasters as previously described in this guide. However, their authority to implement emergency measures is significantly limited when compared to the authority of the County Board of Commissioners. They can declare

emergencies to suspend agency procurement rules or to ratify the emergency procurement actions previously taken by authorized agency representatives and they can declare disasters to seek assistance from the County, state, or federal agencies.

## Section V – Incident Response Checklist

The intent of the checklist on the following page is to guide your initial actions, help you gather appropriate incident information, and focus your attention on the issues most critical to your policy role. You will need the information to better assess the situation and formulate your response plan.

When using the checklist in an actual incident, it would be beneficial to create a log to track your contacts, information received, and any decisions made or agreements reached.

### Elected Official Response Checklist

Check Complete	Action Item
	Ensure the health, safety, and security of your family
	Contact the agency executive to get an initial situation assessment and identify current needs
	<p>Gather essential information from staff. Agency staff will do their best to keep you informed and let you know about issues requiring your attention; however, keep in mind that in a fast evolving, complex incident it will take time for responders to develop an accurate situation assessment.</p> <p>Key questions:</p> <ul style="list-style-type: none"> <li>• What are the impacts of the incident on people, property, and the environment?</li> <li>• What are the impacts to agency personnel, facilities, resources, and services?</li> <li>• What are the agency’s resource commitments (i.e., facilities activated, resources committed, and overall resource status)?</li> <li>• What are the expected costs? How will the incident impact agency finances?</li> <li>• What are the key messages for the public?</li> <li>• Is an emergency declaration needed?</li> </ul>
	In coordination with public information officers, support efforts to inform the public, encourage safe and healthy public actions, dispel rumors, and maintain public trust
	Support the issuance of an emergency declaration
	In coordination with agency executives, adopt temporary policies or regulatory adjustments or waivers that will support response and recovery efforts

Check Complete	Action Item
	Assess the agency's financial situation; consider budget or financial policy adjustments; identify short- and long-term funding needs
	Bring any complaints, problems, or concerns of the public, private sector, or other stakeholders to the immediate attention of staff
	Coordinate with elected officials from involved jurisdictions (e.g., bordering counties, cities, and special districts within Washington County) to address common needs and interests
	Coordinate with state legislators, the Governor, and congressional delegation, as appropriate, to advocate for Washington County needs and interests and ensure adequate support from the state and federal governments
	Start thinking about recovery; the response may last a few hours or a few days; the recovery process may last years; support efforts to rapidly restore the community and, where feasible, build back better

## **Section VI – Personal Preparedness**

No matter how prepared public safety agencies are to respond to emergencies, they are never able to get to everyone as fast as they'd like to in a disaster. Those agencies will be victims of the disaster themselves, may be hampered in their response by damage to roads, bridges, and communications systems, and can be overwhelmed by emergency calls. In view of these impacts and limitations, it is important that all citizens be prepared to fend for themselves in the first hours and perhaps days and weeks of a major emergency.

The following actions are recommended for every household:

### **Develop a Plan**

Prepare a plan that addresses or includes the following elements:

- Evacuation – A plan for evacuating your home and office in case of fire or other emergency
- Reunification – A plan for reunifying with your family or coworkers following a home or office evacuation
- Emergency Contacts – Contact information for family members and an out-of-area contact that you and your family can check in with in case you can't reunite right away
- Pets – A plan for management of your pet(s) if forced from your home

### **Obtain Training**

- First Aid – Attend basic first aid and CPR classes
- Automated External Defibrillator (AED) – Learn how to use an AED
- Fire Suppression – Learn how to use a fire extinguisher
- Utility Shutoff – Know where utility shutoffs are located and how to operate them

### **Create and Maintain an Emergency Supplies Kit**

- Food and drinking water for 3-4 days; two weeks is even better. Stock non-perishable items that you and your family will eat and don't forget a can-opener.
- Temporary shelter in case your home is uninhabitable (e.g., tent, sleeping bag, or camper)
- A first-aid kit and a tool kit
- A way to heat or cook (e.g., Sterno, outdoor grill, or camp stove)
- Clothing for several days including outerwear and sturdy footwear
- Appropriate supplies for infants, seniors, and others with special needs
- Supplies for pets
- A battery, crank, or solar-powered radio

- One or more flashlights, at least one of which can be used in a “hands-free” mode
- Extra batteries for anything in your kit that needs them
- Critical documents and contact information ((e.g., important phone numbers (utilities, pharmacies, schools) and copies of birth certificates, passports, insurance policies, and other proof of identity and ownership)
- Cash (quarters and small bills and traveler’s checks))
- A current map of the area
- Spare personal items (e.g., toiletries, glasses, and hearing-aids/batteries)
- One to two weeks of *whatever you can’t live without*. If you rely on medication, home oxygen, powered life-support equipment, or other critical items, don’t rely on pharmacies or other suppliers to be open or able to restock immediately after a disaster. Even when emergency shelters are opened and people can be fed and housed, certain materials may be unavailable or in short supply for an extended period of time.

As noted earlier in this guide, the effectiveness of your response as an elected official will be significantly impacted by the confidence you have in the safety and security of your family.

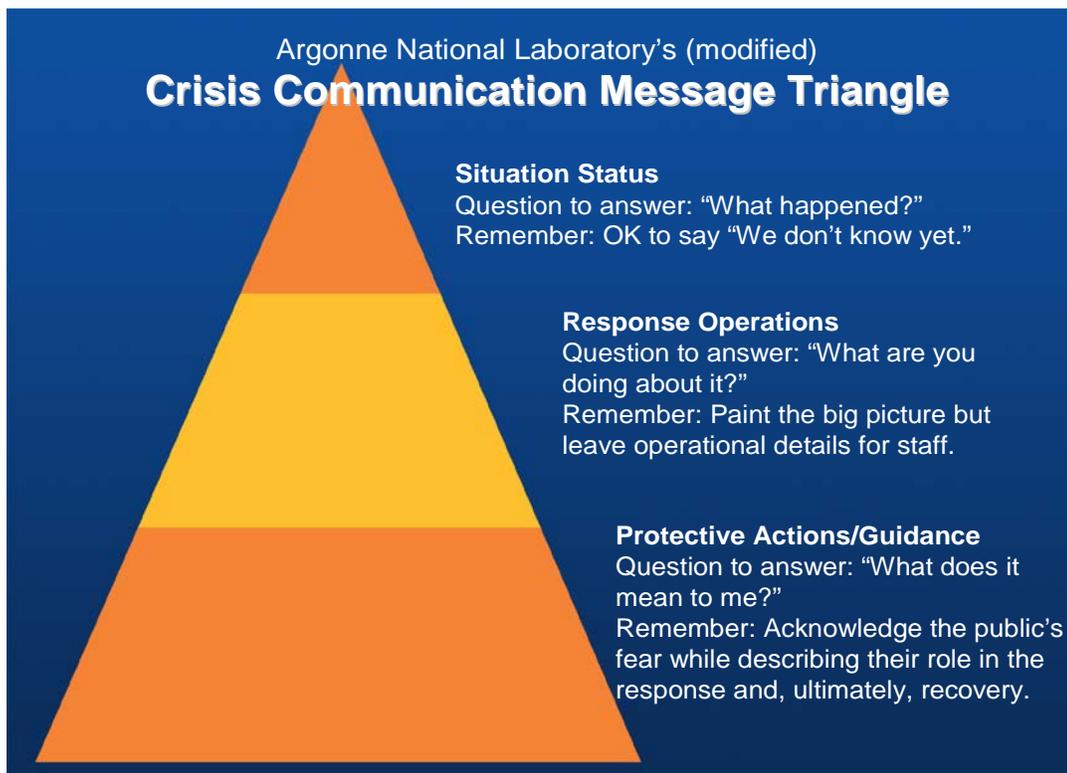
## Section VII – Emergency Communications Guide

### Washington County Emergency Public Information

In a major incident, the County plans to bring public information staff from the County and other jurisdictions together in a Joint Information Center (JIC) to enhance information coordination and reduce the risk of misinformation. Regular news briefings and interviews with the local, national, and possibly international media would be part of the JIC's responsibilities. These briefings would feature command-level staff from responding agencies alongside their elected and appointed leaders.

As members of the governing bodies of three separate government entities, you are important community leaders, connected with your peers at all levels of government and widely associated by the public with County government, CWS, and the Housing Authority, and with each agency's services. Participation in major policy decisions and ongoing emergency public information efforts are key areas for involvement by each of the agency's elected boards. Getting board members connected to and coordinated with the work of the JIC are critical for effective – and possibly life-saving – communication with the community in the wake of a major emergency or disaster. Not connecting and coordinating in this way before making statements to the media and public could be detrimental.

### Remember the Crisis Communications Triangle



There are three basic questions the public will demand answers to during an emergency:

What happened?

As agencies begin responding to major incidents, initial information about the situation will often be scarce, unclear, and even contradictory. Instead of waiting for official information, the media will likely be covering the most visually shocking aspects of the disaster, including live interviews with affected citizens. As part of the Incident Command System's organizational structure, public information officers (PIOs) associated with the responding agencies will be gathering the basics about the unfolding situation and disseminating information that has been verified and approved. Elected officials, who may have access to both confirmed and unconfirmed information, will need to work closely with their PIOs before relaying situation status to the media. Remember: it's OK to say "we don't know yet" or "we will get back with you as soon as possible with an answer to that." Finally, the general tone for delivering situation status should be calm, professional, and to-the-point. This composed attitude will serve to counterbalance the alarming tone the public will hear from the media.

What are you doing about it?

More confirmed information is likely to be available about response operations (number of fire trucks deployed, roadblocks established, debris hauling activity, etc.), especially during the early stages of an incident. PIOs will help to prioritize response information so the public can better understand how the response corresponds with the situation (or why there isn't much of a response yet, despite the situation). Response operations may cause disruptions to traffic or otherwise restrict public activity, thereby requiring explanation. In addition, as elected officials, you will be uniquely engaged in response activities that can and should be described to the public, such as your meetings with command staff, contacts you've made with fellow elected officials at other levels of government, preparations underway to tour the incident scene, and so forth. The tone for this category of information should be that of confidence and gratitude, but not to the point of boastfulness. Remember, live broadcast coverage of your remarks may be "split screened" with images of victims and devastated areas.

What does this mean to me?

Most of the information available for release in the beginning stages of an incident can be applied to this question. The public will need to have their fear, sorrow, and frustration acknowledged while also being guided on their role during the response and recovery phases of the incident. Examples include recommendations about protective actions for families and individuals, generic descriptions of particular hazards, contextual information about affected communities, and so forth. In many cases, PIOs have worked ahead of time so this information is pre-scripted and pre-

approved for rapid dissemination in the early stages of response. As the faces and voices of the communities you represent, you can help establish the public's attitude and expectations during incident response and recovery. The tone for this category of information should be humble but resolute. Although the public's morale may be low, elected officials are in a unique position to help focus the community on the overall goal of recovery.

## Section VIII – Training Recommendations

Additional information that can enhance understanding of your emergency role and responsibilities is available through FEMA’s online independent study program.

**ICS 100, Introduction to the Incident Command System**, describes the history, features and principles, terminology, and organizational structure of the Incident Command System, and provides the foundation for higher level ICS training. It also explains the relationship between ICS and the National Incident Management System (NIMS).

<https://training.fema.gov/is/courseoverview.aspx?code=IS-100.C>

**IS 700, National Incident Management System (NIMS), An Introduction**, describes the key concepts and principles of the NIMS, and the benefits of using the system for domestic incident response. The NIMS provides a consistent nationwide template to enable all government, private-sector, and nongovernmental organizations to work together during domestic incidents.

<https://training.fema.gov/is/courseoverview.aspx?code=IS-700.B>

**IS 800, National Response Framework, An Introduction**, describes the concept of operations upon which the National Response Framework (NRF) is built, the roles and responsibilities of the key players, and the organizational structures used to manage these resources. The NRF provides a framework to ensure that we can all work together when the Nation is threatened. The NRF specifies how the resources of the Federal Government will work in concert with state, local, and tribal governments and the private sector to respond to Incidents of National Significance. The NRF is predicated on the National Incident Management System (NIMS). Together, the NRF and the NIMS provide a nationwide template for working together to prevent or respond to threats and incidents regardless of cause, size, or complexity.

<https://training.fema.gov/is/courseoverview.aspx?code=IS-800.C>

Additionally, the **G402, National Incident Management System Overview for Senior Officials (Executives, Elected, & Appointed)** is a classroom course that can provide elected officials with a working knowledge of the National Incident Management System. In addition to explaining NIMS, the course explains the senior official’s role in preparedness.

## **Section IX – Key Contacts**

Emergency contact information for the County’s key department and office staff is maintained by the County Administrative Office. The information is updated periodically and distributed to the Board of Commissioners and staff on the list.

Emergency contact information for the CWS leadership team is maintained by the Chief Executive Officer’s staff.

Emergency contact information for key HAWC staff is maintained by the Washington County Department of Housing Services director’s office.

## Section X – Glossary

**AOC** – Agency Operations Center - The DOC for a state agency (e.g., ODOT, DEQ, ODF).

**BCP** – Business Continuity Plan - An all-encompassing term covering both disaster recovery planning and business resumption planning. This umbrella term also refers to other aspects of disaster recovery, such as emergency management, human resources, media, or press relations, etc. From the National Institute of Standards and Technology perspective, BCP identifies procedures for sustaining essential business operations while recovering from a significant disruption.

**CEB** – County Emergency Board - A county-level group consisting of local representatives from U.S. Department of Agriculture agencies, other agriculture programs, and the County Emergency Manager.

**CERT** – Community Emergency Response Team - A federally-recognized program that educates volunteers about disaster preparedness for the hazards that may impact their area and trains them in basic disaster response skills, such as fire safety, light search and rescue, team organization, and disaster medical operations.

**CNS** – Community Notification System - A system designed to rapidly notify a predefined area of an emergency by sending a recorded message through the landline telephone system. Residents can also subscribe to the system in a local area and receive emergency messages via cellphone, email, and text. Community notification systems allow local officials to alert citizens of emergencies and provide protective action information.

**COOP** – Continuity of Operations - A public enterprise's ability to survive and sustain critical core business operations and functions during an unforeseen emergency or disaster. Continuity of operations is essential for the welfare of any organization in order to mitigate the negative effects of an interruption.

**COG** – Continuity of Government - The principle of establishing defined procedures that allow a government to continue its essential operations in case of a disaster or emergency.

**CWS** – Clean Water Services - A county service district that serves as a separately managed and financed public utility responsible for wastewater and surface water management.

**DOC** – Department Operations Center - A centralized location established during emergencies and disasters from which a single department or a

discipline-specific agency can receive information pertaining to an incident and from which they can provide direction, coordination, and support to department emergency operations including deployed field resources.

**EAS** – Emergency Alert System - A digital technology (voice/text) communications system consisting of broadcast stations and interconnecting facilities authorized by the Federal Communications Commission. The system provides the President and other national, state, and local officials the means to broadcast emergency information to the public before, during, and after disasters.

**ECC** – Emergency Coordination Center - Similar to an EOC, but does not exercise control of resources. An ECC coordinates and supports the incident response activities of other organizations. Oregon Emergency Management (OEM) uses its ECC to coordinate and support the state's response efforts.

**EMC** – Emergency Management Cooperative of Washington County - An organization formed through intergovernmental agreement to develop, enhance, maintain, and coordinate emergency management structures, systems, facilities, plans, procedures, training, and exercising within and between the participating jurisdictions.

**EOC** – Emergency Operations Center - The physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by ICS functions (i.e., Command, Operations, Planning, etc.), by discipline (e.g., fire, public works, law enforcement, emergency medical services, etc.), by jurisdiction (e.g., federal, state, regional, county, city, district, tribal), or some combination thereof.

**EOP** – Emergency Operations Plan - The "steady-state" emergency plan maintained by state and local governments, as well as private entities, for responding to a wide variety of potential hazards. Although there are many styles of EOPs, critical contents include authorization, emergency powers and trigger points, roles and responsibilities of departments/divisions before, during, and after emergencies, and how the organization responds to extraordinary events. An EOP typically applies to a range of hazards, but may contain hazard-specific considerations.

**FEMA** – Federal Emergency Management Agency - The federal agency established to coordinate and oversee federal assistance to state and local governments before, during, and after major disasters.

**FSA** – Farm Service Agency - The United States Department of Agriculture agency responsible for the implementation of farm conservation and regulation laws across the country.

**HAWC** – Housing Authority of Washington County – A local government entity formed in 1970 to provide affordable housing opportunities to help break the cycle of poverty and improve the quality of life in the community. The Housing Authority contracts with the County to implement and administer Housing Authority programs and provide all support services (e.g. finance, purchasing, and personnel).

**HSPD 5** – Homeland Security Presidential Directive 5 - A directive intended to enhance the ability of the United States to manage domestic incidents by establishing a single, comprehensive national incident management system.

**ICP** – Incident Command Post - A field location at which the primary, tactical-level, on-scene incident command functions are performed.

**ICS** – Incident Command System - A flexible, scalable, temporary emergency organizational structure designed for effective resource management during emergencies and disasters using functional groupings of responsibilities, management by objectives, and clearly identified chains of communication and command.

**JFO** – Joint Field Office – A temporary federal facility established locally to provide a central point for federal, state, local, and tribal executives with responsibility for incident oversight, direction, and/or assistance to effectively coordinate protection, prevention, preparedness, response, and recovery actions.

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

**JOC** – Joint Operations Center - The focal point for all federal investigative law enforcement activities during a terrorist or potential terrorist incident or any other significant criminal incident.

**LAR** – Loss Assessment Report - A report prepared by the USDA County Emergency Board (CEB) documenting the number of farms affected, crop and/or pasture losses, livestock destroyed, and other property losses associated with a disaster.

**MAC Group** – Multi-Agency Coordination Group - A group of administrators or executives (or their appointed representatives) from multiple agencies who are typically authorized to commit agency resources and funds. A MAC Group

can provide coordinated decision making and resource allocation among cooperating agencies, and may establish priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities.

**NGO** – Nongovernmental Organization - Any non-profit organization which is independent from government. NGOs are typically value-based organizations which depend, in whole or in part, on charitable contributions and voluntary service. NGOs pursue activities to relieve suffering, promote the interests of the poor, protect the environment, provide basic social services, or undertake community development. Examples of emergency-focused NGOs include the American Red Cross and many faith-based charity organizations.

**NIMS** – National Incident Management System - The system mandated by HSPD-5 to provide a consistent nationwide approach for federal, state, local, and tribal governments, the private-sector, and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. The NIMS includes a core set of concepts, principles, and terminology including: the ICS; multi-agency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

**NOC** – National Operations Center - The primary national-level hub for domestic situational awareness, common operating picture development, information fusion and sharing, communications, and coordination pertaining to the prevention of terrorist attacks and domestic incident management.

**NRCS** – Natural Resources Conservation Service - An agency of the United States Department of Agriculture that provides financial and technical assistance to farmers and other private landowners and managers.

**NRF** – National Response Framework - A plan mandated by HSPD-5 that integrates federal domestic prevention, preparedness, response, and recovery plans into one all-discipline, all-hazards plan.

**OEM** – Oregon Emergency Management - The state agency responsible for execution of the Governor's responsibilities to maintain an emergency services system as prescribed in Oregon Revised Statutes (ORS) 401. This is accomplished through the prevention, mitigation, and management of emergencies or disasters that present a threat to the lives and property of citizens and visitors to the state of Oregon.

**OERS** – Oregon Emergency Response System - The primary point of contact by which any public agency provides the state notification of an emergency

or disaster, or requests access to state or federal resources. The purpose of the Oregon Emergency Response System is to coordinate and manage state resources in response to natural and technological emergencies and civil unrest involving multi-jurisdictional cooperation between all levels of government and the private sector.

**OHA** – Oregon Health Authority - The state agency responsible for overseeing most of Oregon's health-related programs including behavioral health, public health, Oregon State Hospital for individuals requiring secure residential psychiatric care, and the state's Medicaid program.

**ORS** – Oregon Revised Statutes - The codified laws of the state of Oregon.

**ORWARN** – Oregon Water/Wastewater Agency Response Network - A mutual aid and assistance program and agreement through which water and wastewater agencies can coordinate response activities and share resources during emergencies.

**PIO** – Public Information Officer - The point of contact for the media and for other organizations seeking general information directly from the incident scene or from the Emergency Operations Center, as well as the primary avenue for an organization to release emergency information and monitor the media for accurate delivery.

**USDA** – United States Department of Agriculture - The U.S. federal executive department responsible for developing and executing federal laws related to farming, forestry, rural economic development, and food.

**WEA** – Wireless Emergency Alerts - A public safety system that allows users of smart wireless phones and other enabled mobile devices to receive geographically-targeted, text-like messages alerting them of imminent threats to safety in their area. Local, state, and federal officials can utilize WEA to notify all citizens with enabled devices of emergencies in a specific geographic area and provide protective action information.

**WCCCA** – Washington County Consolidated Communications Agency - The Washington County agency established to provide 9-1-1 service and public safety communications for participating police, fire, and emergency medical service agencies and for other governments under contract.