

# Deschutes County, Oregon EMERGENCY OPERATIONS PLAN



February 2024

**Deschutes County Sheriff's Office, Emergency Management**

**63333 West Highway 20, Bend, OR 97703**





# Immediate Action Checklist

Use the following Immediate Action Checklist to initiate Deschutes County's support to an emergency incident through activation and operation of the County's emergency management organization. If you are not qualified to implement this plan, dial 911 and ask for assistance.

## 1. Receive alert of incident.

- Alerts should be directed to the Sheriff's Office.
- If the Sheriff's Office Emergency Manager is not available, alerts should be directed to the Special Services Lieutenant, based on established lines of succession.
- Alerts may be received through 911 dispatch, responding agencies, the on-scene Incident Commander, the public, or other sources.
- If you are the first person receiving notification of the incident, call 911 and provide as much detail as possible.
- Threatened populations should be alerted as soon as possible to initiate protective actions including evacuation.
- *See ESF 2 – Communications of this plan for more information on alert and warning.*

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

- The Sheriff, or designee should determine, in coordination with the on-scene Incident Commander, what level of support is needed from the County for the incident. This may range from the Emergency Manager monitoring the situation to full activation of the Emergency Operations Center.
- Identify key personnel who will be needed to support emergency operations, including staffing of the Emergency Operations Center, if activated.

## 3. Notify key County personnel and response partners.

- The Sheriff's Office will notify key personnel or Emergency Support Function representatives to staff the Emergency Operations Center based on incident needs.
- Notify appropriate emergency response agencies.
- Emergency response agencies should provide the following information as soon as possible to the EOC or Emergency Manager:

## Immediate Action Checklist

- Operational status
- Readiness and availability of essential resources
- Changing conditions and status of resources
- Significant concerns and issues dealing with potential or actual loss of life or property

**4. Activate the County Emergency Operations Center as appropriate.**

- The County will utilize the Incident Command System in managing the Emergency Operations Center.
- Primary Emergency Operations Center Location: Deschutes County 911, 20355 Poe Sholes Bend, OR 97703
- If the primary EOC is unusable for any reason, a secondary EOC will be established at the Deschutes County Sheriff's Office, 63333 W. Hwy 20, Bend, OR 97703, or one of the following locations:
  - Deschutes County Road Department, 61150 SE 27<sup>th</sup> Street, Bend, OR 97702,
  - Deschutes County Fair and Expo Center, 3800 SW Airport Way, Redmond, OR, 97756
  - A city EOC or in a public building in the city or town nearest the disaster site. For some incidents, the EOC can be co-located with other command structures, or activated virtually.
- *See Section 5.4 of this plan for information on Emergency Operations Center operations.*

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

- Identify primary and back-up means to stay in contact with the on-scene Incident Commander.
- The on-scene Incident Commander may assign a radio frequency that the Emergency Operations Center can use to communicate with the scene.
- *See ESF 2 – Communications of this plan for more information on communications systems.*

**6. Identify key incident needs, in coordination with the on-scene Incident Commander.**

- Consider coordination of the following, as required by the incident:

**Immediate Action Checklist**

- Protective action measures, including evacuation and shelter-in-place
- Shelter and housing needs for displaced citizens
- Emergency public information and coordination with the media
- Provisions for Access and Functional Needs Populations, including unaccompanied children
- Provisions for animals in disasters

**7. Inform the Oregon Emergency Response System of Emergency Operations Center activation and request support as needed.**

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

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

- If the incident has overwhelmed or threatens to overwhelm the County's resources to respond, the County may declare a state of emergency by the Board of County Commissioners
- The declaration should be submitted to the Oregon Emergency Response System.
- *See Section 1.7 of this plan for information on the disaster declaration process. See Appendix B for a disaster declaration form.*

## Preface

This Emergency Operations Plan is an all-hazard plan that describes how Deschutes County will organize and respond to emergencies and disasters in the community. It is a component of the County's comprehensive approach to emergency management that ensures that the County is prepared to prevent, protect against, mitigate the effects of, respond to, and recover from the hazards and threats that pose the greatest risk to the County.

The Deschutes County Emergency Management Program is administered and coordinated by the Deschutes County Sheriff's Office under the supervision of the Sheriff. It is based on, and is compatible with, Federal, State of Oregon, and other applicable laws, regulations, plans, and policies, including Presidential Policy Directive 8, the National Response Framework, and Oregon Department of Emergency Management plans.

The appendices and annexes of the EOP are marked as FOUO (For Official Use Only) and are exempt from public records disclosure under Oregon Revised Statute 192.345 (18). Please contact the Deschutes County Sheriff's Office Emergency Management Program via email at [emergency.management@deschutes.org](mailto:emergency.management@deschutes.org) to request access. Access may be granted after signing a non-disclosure agreement kept on file by the Emergency Management Program.

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

Consisting of a Base Plan, Emergency Support Function Annexes, Support Annexes and Incident Annexes, this Emergency Operations Plan provides a framework for coordinated response and recovery activities during a large-scale emergency. The plan describes how various agencies and organizations in the County will coordinate resources and activities with other Federal, State, local, tribal, community- and faith-based organizations, and private-sector partners.

Deschutes County public officials, departments, offices and employees that perform emergency and/or first response functions must be properly prepared. To the extent possible, Department heads and elected officials are responsible for ensuring that necessary training is provided to themselves and their employees as to further prepare Deschutes County staff for successfully carrying out assigned emergency response roles.

### Legal Disclaimer

It is impossible to anticipate all varying factors which may occur in an emergency. This Emergency Operations Plan and its annexes are a guide to approaching emergency situations. No provision in the Emergency Operations Plan and its supporting chapters is intended to be mandatory. This plan may be carried out in a flexible manner. This plan should not be interpreted as a guarantee that any specific task will be done in a specific order or that any specific task will be done at all. The Emergency Operations Plan represents, what appears to be, at the time of its adoption, an optimal approach to an emergency. It does not create a right to rely on the County, its employees, officers, or agents to carry out the plan in any particular manner or at all.

- Property owners, residents, and visitors should not rely on this plan to assure the operation or availability of any public service. Individual property owners should develop an emergency plan to prevent property damage or loss of life.
- Property owners should not rely on this plan to protect their property from damage or destruction. Property owners should develop their own plan for dealing with an emergency.
- Any emergency will most likely involve other units of City, County, State, or Federal government. Other units of government should not rely on this plan to be implemented.



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# Signatures of Acceptance

_____	_____
Date	County Sheriff, Deschutes County
_____	_____
Date	Commissioner, Chair, Deschutes County
_____	_____
Date	Commissioner, Deschutes County
_____	_____
Date	Commissioner, Deschutes County

We, the above-signed elected officials, acknowledge the responsibilities inherent in disaster response and emergency management planning within our respective jurisdictions. Through the acceptance of this plan, we will undertake reasonable measures to see that Deschutes County and its associated-entities are ready when and if disaster should strike. We are charged with the additional responsibility of keeping this Emergency Operations Plan current and ensuring those persons within City and County government are made aware of their respective roles as described in this plan.

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## Plan Administration

The Sheriff's Office will coordinate review and revise this plan every two years and seek formal re-promulgation of this plan by the Board of County Commissioners every five years. Revisions will also be made when changes occur, such as lessons learned from exercises or events. Changes to the annexes and appendices, and non-substantive changes to the Base Plan, may be made by the Sheriff without formal Board of County Commissioners approval.

All updates and revisions to the plan will be tracked and recorded in the following table. This process will ensure that the most recent version of the plan is disseminated and implemented by emergency response personnel.

Date	Change No.	Department/Office	Summary of Change
2010	Original Release	Sheriff's Office Emergency Management	Original Release
2015	001	Sheriff's Office Emergency Management	Comprehensive internal update
2017	002	Sheriff's Office Emergency Management	Comprehensive update
2024	003	Sheriff's Office Emergency Management	Review and revision

**Plan Distribution List**

Copies of this plan will be provided to the following jurisdictions, agencies, and persons electronically, unless otherwise indicated. Updates will be provided electronically, when available. Recipients will be responsible for updating their Emergency Operations Plans when they receive changes. The Emergency Manager is ultimately responsible for all plan updates. The plan will be posted on the County website as well as be made available digitally to all County departments.

Department/Office	Title/Name
Deschutes County Board of Commissioners	Commissioners
Deschutes County Assessor's Office	Assessor
Deschutes County Administration	County Administrator
Deschutes County Clerk	County Clerk
Deschutes County Sheriff's Office	Sheriff/Emergency Management
Deschutes County Communications	Public Information Officer
Deschutes County Community Development	Department Head
Deschutes County Community Justice	Department Head
Deschutes County District Attorney's Office	District Attorney
Deschutes County Facilities	Department Head
Deschutes County Finance Department	Department Head
Deschutes County Fair and Expo Center	Director
Deschutes County Forester	County Forester
Deschutes County Health Services	Department Head
Deschutes County Human Resources	Department Head
Deschutes County Information Technology	Department Head
Deschutes County Justice Court	Justice of the Peace
Deschutes County Legal Counsel	County Counsel
Deschutes County Risk Management	Deputy County Administrator
Deschutes County Road Department	Department Head
Deschutes County Solid Waste	Department Head
Deschutes County 911 Service District	Department Head

### Emergency Operations Plan Review Assignments

The following table identifies agencies responsible for regular review of specific plan sections and annexes to ensure accuracy. Changes will be forwarded to the Emergency Manager for incorporation into the plan and dissemination of the revised version. This does not preclude other departments and agencies with a vital interest in the plan from providing input to the document; such input is encouraged. It is also encouraged that plan review be performed concurrently with review of other related County emergency plans and procedures to enhance consistency.

Section/Annex	Primary Agency	Supporting Agencies
<b>Base Plan</b>	Deschutes County Sheriff's Office	
<b>Emergency Support Function Annexes (ESFs)</b>		
<b>ESF 1</b> Transportation	Deschutes County Road Department	Sheriff's Office Emergency Management City Public Works Departments ODOT
<b>ESF 2</b> Communications	Deschutes County 911	Sheriff's Office Emergency Management Administrative Services Information Technology
<b>ESF 3</b> Public Works	Deschutes County Road Department	Sheriff's Office Emergency Management Solid Waste City Public Works Departments Utility Providers
<b>ESF 4</b> Firefighting	Deschutes County Fire Defense Board	Sheriff's Office Emergency Management Forester Road Department City and RFPD Fire Departments
<b>ESF 5</b> Information and Planning	Sheriff's Office	Assessor's Office Information Technology Sheriff's Office 911 Health Services Other Agencies as Needed

## Plan Administration

Section/Annex	Primary Agency	Supporting Agencies
<b>ESF 6</b> Mass Care	Health Services City and RFPD Fire Depts	Community Development Fair and Expo Center Sheriff's Office American Red Cross Medical Examiner Area hospitals and health care facilities
<b>ESF 7</b> Resource Support	Sheriff's Office Deschutes County Finance Fair and Expo Center	Health Services Human Resources Department Road Department Administrative Services
<b>ESF 8</b> Health and Medical	Health Services Sheriff's Office	Medical Examiner
<b>ESF 9</b> Search and Rescue	Sheriff's Office	911 Road Department Fire Defense Board
<b>ESF 10</b> Hazardous Materials	Deschutes County Fire Defense Board	Health Services Road Department City Fire and Law Enforcement Agencies
<b>ESF 11</b> Food and Water	Sheriff's Office American Red Cross	Health Services Deschutes County Fair and Expo Center
<b>ESF 12</b> Energy	Sheriff's Office	Road Department Energy, Utility and Fuel Companies
<b>ESF 13</b> Military Support	Sheriff's Office	Oregon Military Department
<b>ESF 14</b> Public Information	Board of County Commissioners Public Affairs	911 Other agencies as needed
<b>ESF 15</b> Volunteer and Donations Management	Sheriff's Office Deschutes County Health Services	Administrative Services Finance Sheriff's Office Emergency Management Human Resources Legal American Red Cross

## Plan Administration

Section/Annex	Primary Agency	Supporting Agencies
<b>ESF 16</b> Law Enforcement	Sheriff's Office	District Attorney Community Justice Sheriff's Office Emergency Management Road Department Health Services
<b>ESF 17</b> Agriculture and Animal Protection	Forestry	Health Services Sheriff's Office Emergency Management Fair and Expo Center
<b>ESF 18</b> Business and Industry	Sheriff's Office Emergency Management	Board of Commissioners Community Development
<b>Support Annexes (SAs)</b>		
<b>SA 1</b> Community Recovery	Sheriff's Office Emergency Management	Community Development Forester Administrative Services
<b>Incident Annexes (IAs)</b>		
<b>IA 1</b> Severe Weather	Sheriff's Office Emergency Management	Multiple
<b>IA 2</b> Flood/Dam Failure	Deschutes County Road Department	Multiple
<b>IA 3</b> Drought	Sheriff's Office Emergency Management	Multiple
<b>IA 4</b> Wildland/Urban Interface Fire	Deschutes County Fire Defense Board	Multiple
<b>IA 5</b> Hazardous Materials Incident	Deschutes County Fire Defense Board	Multiple
<b>IA 6</b> Earthquake	Sheriff's Office Emergency Management	Multiple
<b>IA 7</b> Volcano	Sheriff's Office Emergency Management	Multiple
<b>IA 8</b> Terrorism	Sheriff's Office	Multiple
<b>IA 9</b> Public Health Incident	Health Services	Multiple
<b>IA 10</b> Animal & Agriculture Related Incident	Forester	Multiple



Plan Administration

Section/Annex	Primary Agency	Supporting Agencies
IA 11 Transportation Accidents	Sheriff's Office	Multiple
IA 12 Utility Failure	Road Department	Multiple

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# Table of Contents

<b>Immediate Action Checklist.....</b>	<b>iii</b>
<b>Preface.....</b>	<b>vii</b>
<b>Signatures of Acceptance.....</b>	<b>x</b>
<b>Plan Administration .....</b>	<b>xii</b>
<b>Table of Contents.....</b>	<b>xix</b>
<b>1 Introduction .....</b>	<b>1-1</b>
1.1 General .....	1-1
1.1.1 Whole Community Planning.....	1-2
1.2 Purpose and Scope .....	1-3
1.2.1 Purpose.....	1-3
1.2.2 Scope.....	1-4
1.3 Plan Implementation.....	1-5
1.4 Plan Organization .....	1-5
1.5 Relationship to Other Plans .....	1-7
1.5.1 Federal Plans.....	1-7
1.5.2 State Plans.....	1-7
1.5.3 County Plans.....	1-9
1.5.4 City Plans.....	1-10
1.5.5 Support Agency Plans .....	1-10
1.5.6 Regional Emergency Plans .....	1-10
1.6 Authorities.....	1-11
1.6.1 Legal Authorities.....	1-11
1.6.2 Mutual Aid and Intergovernmental Agreements .....	1-12
1.7 Emergency Powers.....	1-12
1.7.1 General .....	1-12
1.7.2 County Disaster Declaration Process .....	1-13
1.7.3 State Assistance.....	1-14
1.7.4 Federal Assistance.....	1-14
1.8 Continuity of Government and Operations .....	1-15
1.8.1 Lines of Succession .....	1-16
1.8.2 Preservation of Vital Records.....	1-16
1.8.3 COOP Planning .....	1-17
1.9 Administration and Logistics.....	1-18
1.9.1 Request, Allocation, and Distribution of Resources.....	1-18
1.9.2 Financial Management .....	1-19

## List of Tables and Figures

1.9.3	Legal Support and Liability Issues .....	1-20
1.9.4	Reporting and Documentation .....	1-21
1.10	Safety of Employees and Family .....	1-21
<b>2</b>	<b>Situation and Planning Assumptions .....</b>	<b>2-1</b>
2.1	Situation .....	2-1
2.1.1	Community Profile .....	2-1
2.1.2	Hazard Analysis .....	2-4
2.1.3	Capability Assessment .....	2-5
2.1.5	Protection of Critical Infrastructure and Key Resources .....	2-6
2.2	Assumptions .....	2-7
<b>3</b>	<b>Roles and Responsibilities .....</b>	<b>3-1</b>
3.1	General .....	3-1
3.2	Emergency Management Organization .....	3-1
3.2.1	Policy Group .....	3-2
3.2.2	Responsibilities of All Departments .....	3-5
3.2.3	Responsibilities by Function .....	3-6
3.3	Local and Regional Response Partners .....	3-21
3.3.1	Municipalities and Special Service Districts .....	3-21
3.3.2	Private Sector .....	3-21
3.3.3	Nongovernmental and Faith-Based Organizations .....	3-22
3.3.4	Individuals and Households .....	3-22
3.4	State Response Partners .....	3-23
3.5	Federal Response Partners .....	3-23
<b>4</b>	<b>Concept of Operations .....</b>	<b>4-1</b>
4.1	General .....	4-1
4.2	Emergency Management Mission Areas .....	4-1
4.3	Response and Recovery Priorities .....	4-2
4.3.1	Response .....	4-2
4.4	Incident Levels .....	4-3
4.4.1	NIMS Incident Types .....	4-3
4.5	Incident Management .....	4-5
4.5.1	Activation .....	4-5
4.5.2	Alert and Warning .....	4-5
4.5.3	Communications .....	4-6
4.5.4	Situational Awareness and Intelligence Gathering .....	4-7
4.5.5	Resource Management .....	4-8
4.5.6	Emergency Public Information .....	4-9
4.5.7	Access and Functional Needs Populations .....	4-10
4.5.8	Animals and Disasters .....	4-11
4.5.9	Cybersecurity .....	4-11
4.5.10	Demobilization .....	4-11

## List of Tables and Figures

4.5.11	Transition to Recovery .....	4-12
<b>5</b>	<b>Command and Control .....</b>	<b>5-1</b>
5.1	General .....	5-1
5.2	On-Scene Incident Management .....	5-1
5.3	Emergency Operations Center Support to On-Scene Operations .....	5-1
5.4	Emergency Operations Center .....	5-2
5.4.1	Emergency Operations Center Activation .....	5-2
5.4.2	Emergency Operations Center Location .....	5-3
5.4.3	Emergency Operations Center Staffing .....	5-5
5.4.4	Access and Security .....	5-6
5.4.5	Incident Management Software .....	5-6
5.4.6	Deactivation .....	5-6
5.4.7	Department and Agency Operations Centers .....	5-7
5.5	Incident Command System (ICS) .....	5-7
5.5.1	Emergency Operations Center Coordinator .....	5-8
5.5.2	Emergency Operations Center Command Staff .....	5-9
5.5.3	Emergency Operations Center General Staff .....	5-10
5.5.4	Unified Command .....	5-12
5.5.5	Area Command .....	5-13
5.5.6	Multi-Agency Coordination .....	5-13
<b>6</b>	<b>Plan Development, Maintenance and Implementation .....</b>	<b>6-1</b>
6.1	Plan Review and Maintenance .....	6-1
6.2	Training Program .....	6-2
6.3	Exercise Program .....	6-3
6.4	Event Critique and After Action Reporting .....	6-3
6.5	Community Outreach and Preparedness Education .....	6-4
6.6	Funding and Sustainment .....	6-5
<b>A</b>	<b>Authorities and References .....</b>	<b>A-1</b>
<b>B</b>	<b>Disaster Declaration Forms .....</b>	<b>B-1</b>
<b>C</b>	<b>Incident Action Planning Cycle .....</b>	<b>C-1</b>
<b>D</b>	<b>Agreements and Memorandums of Understanding .....</b>	<b>D-1</b>
<b>E</b>	<b>Maps .....</b>	<b>E-1</b>
<b>F</b>	<b>Acronyms and Glossary .....</b>	<b>F-1</b>

List of Tables and Figures

**Emergency Support Function Annexes**

- ESF 1 – Transportation
- ESF 2 – Communications
- ESF 3 – Public Works
- ESF 4 – Firefighting
- ESF 5 – Information and Planning
- ESF 6 – Mass Care
- ESF 7 – Resource Support
- ESF 8 – Health and Medical
- ESF 9 – Search and Rescue
- ESF 10 – Hazardous Materials
- ESF 11 – Food and Water
- ESF 12 – Energy
- ESF 13 – Military Support
- ESF 14 – Public Information
- ESF 15 – Volunteer and Donations Management
- ESF 16 – Law Enforcement
- ESF 17 – Agriculture and Animal Protection
- ESF 18 – Business and Industry

**Support Annexes**

- SA 1 – Community Recovery

**Incident Annexes**

- IA 1 – Severe Weather
- IA 2 – Flood/Dam Failure
- IA 3 – Drought
- IA 4 – Wildland Urban Interface Fire
- IA 5 – Hazardous Materials
- IA 6 – Earthquake
- IA 7 – Volcano
- IA 8 – Terrorism
- IA 9 – Public Health Incident
- IA 10 – Animal/Agriculture Related Incident
- IA 11 – Transportation Accidents
- IA 12 – Utility Failure

# 1

## Introduction

*Section 1 establishes the framework within which this Emergency Operations Plan (EOP) exists and how it fits into existing plans. Additionally, the section outlines federal, state, county, and City emergency management authorities pertaining to the County emergency management program.*

### 1.1 General

The goal of the Deschutes County Emergency Management Program is to ensure that Deschutes County (County) is prepared for a disaster by ensuring coordination of protection, prevention, mitigation, response, and recovery activities that increase the County's capabilities to minimize loss of life and reduce impacts from disasters.

Emergencies are handled effectively in the County every day. These "routine" emergencies are managed by emergency responders as part of their day-to-day responsibilities and are the most common emergency management activities that the County encounters. For the most part, this type of emergency is handled by individual responders or a team of responders who work together regularly to save lives, contain threats, and minimize damage. While the principles described in this Emergency Operations Plan (EOP) can also be applied to these daily responses, the plan is primarily designed to offer guidance for larger or more complex incidents related to a broad spectrum of hazards that exceed the response capability and/or resources of front line responders.

No plan can anticipate all the situations and conditions that may arise during emergencies, and on-scene Incident Commanders must have the discretion to act as they see fit based on the specific circumstances of the incident at hand. It is imperative, however, that all jurisdictions and response agencies have a plan that provides general guidance and a common framework for preparing for, responding to, and recovering from emergencies and disasters. This plan promulgates such a framework within the County that will bring a combination of technical capabilities and resources, plus the judgment and expertise of its emergency response personnel, department heads, directors, elected officials, and other key stakeholders to bear on any incident. This EOP provides the foundation and

#### **Emergency Management Program Mission**

Deschutes County's mission in a disaster is to protect and maintain safety and to ensure the implementation of the following response actions:

- Determine the need for and implement search and rescue, evacuation, and protective actions.
- Support disaster medical operations, including casualty management.
- Support requests for response resources.
- Coordinate terrorism response with local, State, and Federal agencies.
- Strive to maintain the availability of critical services in the absence of normal infrastructure.

## 1. Introduction

guidance for use of National Incident Management System (NIMS) principles necessary to effectively manage incidents within or affecting the County.

No guarantee of a perfect response system is expressed or implied by this plan, its implementing instructions, or procedures. While the County will respond to emergencies to the utmost of its ability, it is possible that some natural or technological disasters may overwhelm its resources. While recognizing this possibility, this plan is designed to help the County fulfill its response function to its maximum capacity.

### 1.1.1 Whole Community Planning

The “Whole Community” planning approach is based on the recognition that it takes all aspects of a community to effectively prepare for, protect against, respond to, recover from, and mitigate against disasters. This includes all emergency management partners, both traditional and nontraditional, such as volunteer-, faith-, and community-based organizations; the private sector; and the public, including survivors of an incident.

Numerous factors contribute to the resilience of communities and effective emergency management outcomes. However, three principles that represent the foundation for establishing a Whole Community approach to emergency management emerged during the national dialogue.

#### Whole Community Principles:

- **Understand and meet the actual needs of the whole community.**

Community engagement can lead to a deeper understanding of the unique and diverse needs of a population, including its demographics, values, norms, community structures, networks, and relationships. The more we know about our communities, the better we can understand their real-life safety and sustaining needs and their motivations to participate in emergency management-related activities prior to an event.

- **Engage and empower all parts of the community.** Engaging the whole community and empowering local action will better position stakeholders to plan for and meet the actual needs of a community and strengthen the local capacity to deal with the consequences of all threats and hazards. This requires all members of the community to be part of the emergency management team, which should include diverse community members, social and community service groups and institutions, faith-based and disability groups, academia, professional associations, and the private and nonprofit sectors, while including government agencies who may not traditionally have been directly involved in emergency management. When the community is engaged in an authentic dialogue, it becomes empowered to identify its needs and the existing resources that may be used to address them.

- **Strengthen what works well in communities on a daily basis.** A Whole Community approach to building community resilience requires finding ways to



## 1. Introduction

support and strengthen the institutions, assets, and networks that already work well in communities and are working to address issues that are important to community members on a daily basis. Existing structures and relationships that are present in the daily lives of individuals, families, businesses, and organizations before an incident occurs can be leveraged and empowered to act effectively during and after a disaster strikes.

In addition to the three Whole Community principles, six strategic themes were identified through research, discussions, and examples provided by emergency management practitioners. These themes speak to the ways the Whole Community approach can be effectively employed in emergency management and, as such, represent pathways for action to implement the principles.

### **Whole Community Strategic Themes:**

- Understand community complexity.
- Recognize community capabilities and needs.
- Foster relationships with community leaders.
- Build and maintain partnerships.
- Empower local action.
- Leverage and strengthen social infrastructure, networks, and assets.

Every person who lives or works in the County (including vulnerable populations) shares responsibility for minimizing the impact of disasters on the community. These individual responsibilities include hazard awareness, knowledge of appropriate protective actions, taking proactive steps to mitigate the impact of anticipated hazards, and preparations for personal and family safety, as well as the self-sufficiency of neighborhoods. To the greatest extent possible, the County will assist its citizens in carrying out this responsibility by providing preparedness information, as well as emergency public information and critical public services during a disaster. However, a major emergency is likely to damage the County's critical infrastructure and reduce the workforce available to continue essential government services. Knowledgeable community members who are prepared to take care of themselves and their families and to assist neighbors in the early phases of an emergency can make a significant contribution towards survival and community resiliency.

## **1.2 Purpose and Scope**

### **1.2.1 Purpose**

The primary purpose of the EOP is to outline the County's all-hazard approach to emergency operations in order to protect the safety, health, and welfare of its community members throughout all emergency management mission areas. Through this EOP the County designates NIMS and the Incident Command

## 1. Introduction

System (ICS) as the frameworks within which all emergency management activities will be conducted.

The objectives of the Plan include:

- Provide overarching operational structure to support the primary responsibilities of Deschutes County response agencies (the County) during all phases of an emergency.
- Integrate multi-agency, regional, and, if applicable, tribal coordination into emergency operations through implementation of the Incident Command System (ICS)/National Incident Management System (NIMS).
- Establish clear lines of authority and succession during any type of emergency.
- Define roles and responsibilities spanning various departments, offices, agencies, divisions, and management levels in support of critical functions.
- Outline clear guidelines and procedures for ensuring consistent and timely release of emergency public information.
- Provide procedures and criteria for requesting and allocating essential resources to support overall emergency operations.
- Provide a base for emergency operations plans developed by each incorporated municipality within Deschutes County.

### 1.2.2 Scope

The EOP is implemented whenever the County must respond to an emergency incident or planned event whose size or complexity is beyond that normally handled by routine operations. Such occurrences may include natural, technological, or human-caused disasters and may impact unincorporated areas of the County, incorporated municipalities, or a combination thereof. This plan is intended to guide the County's emergency operations while complementing and supporting the emergency response plans and procedures of responding agencies, other local governments, special districts, and other public, nonprofit/volunteer, and private-sector entities.

A community's emergency management infrastructure is a complex network of relationships. The EOP establishes roles, responsibilities, and relationships among agencies and organizations involved in emergency operations, thereby facilitating multi-agency and multi-jurisdiction coordination. Using this framework, County departments, offices and agencies that operate under this plan are expected to develop and keep current lines of succession and standard operating procedures (SOPs) that describe how emergency tasks will be performed. County departments and offices should conduct training and maintain equipment necessary for response operations.

## 1. Introduction

The primary users of this plan are elected officials, department heads and their senior staff members, Sheriff's Offices Emergency Management staff, coordinating response agencies, and other stakeholders that support emergency operations. The public is also welcome to review non-sensitive parts of this plan to better understand how the County manages emergency operations.

Individual communities and incorporated cities may maintain similar plans or procedures for implementation in response to localized incidents or initial activities prior to escalation to the County. If the County EOP is activated during an incident or countywide emergency declaration, cities and communities will adopt command and control structure and procedures consistent with County response operations.

### 1.3 Plan Implementation

Once promulgated by the County's Board of County Commissioners, this EOP is in effect and may be implemented in whole or in part to respond to:

- Incidents in or affecting the County.
- Health emergencies in or affecting the County.
- Non-routine life-safety issues in or affecting the County.

An emergency declaration is not required in order to implement the EOP or activate the Emergency Operations Center (EOC). The Sheriff's Office or Sheriff may implement the EOP as deemed appropriate for the situation or at the request of an on-scene Incident Commander.

### 1.4 Plan Organization

The following figure describes how the EOP is organized to support the County in delivering a coordinated response.

1. Introduction

EOP Base Plan		
<p>The purpose of the Base Plan is to provide a framework for emergency operations and information regarding the County’s emergency management structure. It serves as the primary document outlining roles and responsibilities of County departments, offices and partners during an incident.</p>		
Emergency Support Function Annexes	Support Annexes	Incident Annexes
<p>The ESFs focus on critical tasks, capabilities, and resources provided by emergency response agencies for the County throughout all phases of an emergency.</p> <ul style="list-style-type: none"> <li>• ESF 1 – Transportation</li> <li>• ESF 2 – Communications</li> <li>• ESF 3 – Public Works</li> <li>• ESF 4 – Firefighting</li> <li>• ESF 5 – Information &amp; Planning</li> <li>• ESF 6 – Mass Care</li> <li>• ESF 7 – Resource Support</li> <li>• ESF 8 – Health &amp; Medical</li> <li>• ESF 9 – Search &amp; Rescue</li> <li>• ESF 10 – Hazardous Materials Response</li> <li>• ESF 11 – Food &amp; Water</li> <li>• ESF 12 – Energy</li> <li>• ESF 13 – Military Support</li> <li>• ESF 14 – Public Information</li> <li>• ESF 15 – Volunteer &amp; Donations Management</li> <li>• ESF 16 – Law Enforcement</li> <li>• ESF 17 – Agriculture and Animal Protection</li> <li>• ESF 18 – Business and Industry</li> </ul>	<p>SAs describe functions that do not fit within the scope of the 18 ESF annexes described above or require additional detail.</p> <ul style="list-style-type: none"> <li>• SA 1 – Community Recovery</li> </ul>	<p>While this EOP has been developed as an all-hazards planning document, some hazards may require unique considerations. To that end, the IAs supplement the Base Plan to identify critical tasks particular to specific natural, technological, and human-caused hazards.</p> <ul style="list-style-type: none"> <li>• Severe Weather</li> <li>• Flood including Dam Failure</li> <li>• Drought</li> <li>• WUI Fire</li> <li>• Hazardous Materials</li> <li>• Earthquake</li> <li>• Volcano</li> <li>• Terrorism</li> <li>• Public Health Incident</li> <li>• Animal/Agriculture-Related Incident</li> <li>• Transportation Accident</li> <li>• Utility Failure</li> </ul>

## 1.5 Relationship to Other Plans

### 1.5.1 Federal Plans

The following federal plans guide emergency preparedness, response and recovery at the federal level and provide support and guidance for state and local operations:

- **Presidential Policy Directive 8.** Describes the Nation’s approach to preparing for the threats and hazards that pose the greatest risk to the security of the United States.
- **National Preparedness Goal.** Describes the Nation’s security and resilience posture through identifying key mission areas and core capabilities that are necessary to deal with great risks, using an integrated, layered, and all-of-Nation approach as its foundation.
- **National Preparedness System.** Provides guidance, programs, processes, and systems that support each component of the National Preparedness System to enable a collaborative, whole community approach to national preparedness that engages individuals, families, communities, private and nonprofit sectors, faith-based organizations, and all levels of government.
- **National Incident Management System.** Provides a consistent nationwide framework and comprehensive approach to enable government at all levels, the private sector, and nongovernmental organizations to work together to prepare for, prevent, respond to, recover from, and mitigate the effects of incidents regardless of their cause, size, location, or complexity.
- **National Frameworks.** The National Planning Frameworks, one for each preparedness mission area (Prevention, Protection, Mitigation, Response, Disaster Recovery), describe how the whole community works together to achieve the National Preparedness Goal.

### 1.5.2 State Plans

The following State plans guide emergency preparedness, response and recovery at the State level and provide support and guidance for local operations:

- **State Emergency Management Plan.** The State Emergency Management Plan consists of four volumes that describe the State’s capabilities across the phases of emergency management. This plan is maintained and administered by the Oregon Department of Emergency Management.

## 1. Introduction

- **Cascadia Subduction Zone Catastrophic Operations Plan.** Describes the roles and responsibilities of state agencies in addressing emergency response and recovery missions in a coordinated manner with local, tribal, and federal agencies after a catastrophic earthquake and tsunami.
    - **Cascadia Playbook.** A cross-cutting emergency management tool for the State that supports various existing plans and efforts for the first 14 days of a catastrophic incident.
  - **State Debris Management Plan.** Provides a framework for State agencies and municipalities to facilitate and coordinate the evaluation, removal, collection, and disposal of debris following a disaster. It is an annex to the State EOP and was developed by Oregon Department of Emergency Management, Oregon Department of Transportation, and Oregon Department of Environment Quality in April 2011.
  - **Mount Hood Coordination Plan.** Outlines how various agencies will coordinate their actions to minimize the loss of life and damage to property before, during, and after hazardous geologic events at the Mount Hood volcano.
  - **State Emergency Alert System Plan.** This plan, mandated by the Federal Communications Commission, outlines the organization and implementation of the State of Oregon Emergency Alert System (EAS). It is the guideline for State broadcasters and cable television operators, and State and local entities authorized to use the EAS, to determine the distribution of the President's message, mandated and optional monitoring assignments, and participation by the National Weather Service and local and State emergency agencies.
  - **Oregon Resilience Plan.** The plan summarizes the science of Cascadia subduction zone earthquakes and estimates their impacts; it
- Volumes of the State Emergency Management Plan**

  - **Volume I: Oregon Natural Hazards Mitigation Plan.** Identifies and prioritizes potential actions throughout Oregon that would reduce the State's vulnerability to natural hazards.
  - **Volume II: State of Oregon Preparedness Plan (in development).** Includes the plans and guidance necessary for the State to prepare for the effects of a disaster including guidance and requirements for the State's training and exercise program.
  - **Volume III: State of Oregon Emergency Operations Plan.** Establishes the procedures by which the State coordinates response to an emergency including processes for resource requests from local and tribal partners, established roles and responsibilities for State agencies, and procedures for activation and operation of the State Emergency Coordination Center (ECC).
  - **Volume IV: State of Oregon Recovery Plan.** Establishes a State Recovery Organization and describes how the State will coordinate short, intermediate, and long-term recovery activities.

## 1. Introduction

then provides detailed analysis of the current vulnerability of our buildings and business community, and our transportation, energy, communication, and water/wastewater systems.

- **Oregon Disaster Recovery Plan.** The plan summarizes the State Recovery Functions and how the Recovery Organization will coordinate recovery activities.

### 1.5.3 County Plans

The County EOP is part of a suite of plans that address various elements of the County's emergency management program. While the EOP is focused on short-term recovery, other plans address the County's approach to mitigation, continuity, and other aspects of emergency management. These plans work in concert with the County EOP, and are outlined below:

- **Hazard Mitigation Plan.** The County prepared a Deschutes County Multi-Jurisdictional Natural Hazards Mitigation Plan (NHMP) in Fall 2020. The NHMP was created through collaborative efforts between stakeholders including cities, nonprofits, private sector, regional entities, and community members. The mitigation plan creates a framework for risk-based decision making to reduce deaths and injuries, property damage, and the economic impact from future disasters. Mitigation plans form the foundation for a community's long-term strategy to reduce disaster losses and break the cycle of disaster damage, reconstruction, and repeated damage. Hazard mitigation is sustained action taken to reduce or eliminate long-term risk to people and their property from hazards.
- **Guide to Disaster Fuel Operations.** This document outlines the various fuel points of distribution throughout Deschutes County as well as the prioritization structure that could be implemented to disseminate fuel to critical partners throughout the county during a disaster.
- **Deschutes County Long Term Recovery Plan.** This document identifies strategies for whole community recovery in the months and years following a disaster.
- **Public Health Emergency Preparedness Program.** Deschutes County Health Services is responsible for developing plans to address how public health personnel plan for, respond to, and recover from all hazards that may impact public health, including communicable disease, pandemic scenarios, chemical incidents, radiological incidents, and bioterrorism. The Deschutes County Health Services department maintains the Public Health All-Hazard Emergency Operations Plan.

## 1. Introduction

- **Community Wildfire Protection Plans (CWPP).** There are seven CWPPs covering different areas of Deschutes County. These plans were developed using a collaborative process between the County and agencies reducing wildfire risk.
- **Continuity of Operations (COOP) Plan.** Deschutes County maintains a COOP program including plans for individual County departments and offices. These plans may be used in conjunction with the EOP during emergencies.

### 1.5.4 City Plans

The County EOP provides a basis of information for emergency operations plans developed by each incorporated municipality within County. The following incorporated municipalities are located in the County:

- City of Bend
- City of La Pine
- City of Redmond
- City of Sisters

Deschutes County also includes the special districts of Sunriver and Black Butte Ranch. All city and special district EOPs are to be consistent with the County EOP and each should complement the other resulting in streamlined emergency planning and response efforts within the County.

### 1.5.5 Support Agency Plans

The County is supported by a number of partner agencies (e.g., school districts, hospitals, utilities) that are responsible for their own emergency planning efforts. To the greatest extent possible, the County encourages support agencies to design their plans to complement the County EOP, and the County will seek to engage support agencies in the EOP update process to ensure appropriate linkages.

### 1.5.6 Regional Emergency Plans

The County is a partner in a number of regional planning efforts, including:

- **Central Oregon Mutual Aid Response Plan.** Provides operational standards for implementation of the Central Oregon Mutual Aid Agreement and the Central Oregon Cooperative Wildland Fire Agreement.
- **Central Oregon Interagency Operations Plan for Multi-Agency Coordination.** The principal mission of the Central Oregon Multi-Agency Coordination (MAC) Group is the cost effective and timely



## 1. Introduction

coordination of local emergency response for wildfire suppression and other incidents.

- **Central Cascades Volcano Coordination Plan.** Developed by the Central Cascades Facilitating Committee, this plan is intended to coordinate efforts among governmental agencies in the event of volcanic unrest in the Central Cascades of Oregon.

## 1.6 Authorities

### 1.6.1 Legal Authorities

In the context of this EOP, a disaster or major emergency is characterized as an incident requiring the coordinated response of all government levels to save the lives and protect the property of a large portion of the population. This plan is issued in accordance with, and under the provisions of, ORS, Chapter 401, which establishes the authority for the County to establish an emergency management organization and appoint an Emergency Manager who will be responsible for the organization, administration and operation of the organization. It is compatible with the Deschutes County Emergency Management Program and adopts the County's Emergency Operations Plan, as authorized in ORS 401.305.

The emergency management functions include, at a minimum:

- Coordination of the planning activities necessary to prepare and maintain a current emergency operations plan, management and maintenance of emergency operating facilities from which elected and appointed officials can direct emergency and disaster response activities;
- Establishment of an incident command structure for management of a coordinated response by all local emergency service agencies
- Coordination with the Oregon Department of Emergency Management to integrate effective practices in emergency preparedness and response as provided in the National Incident Management System established by the Homeland Security Presidential Directive 5 of February 28, 2003. [1983 c.586 §12; 1993 c.187 §9; 2005 c.825 §11; 2013 c.189 §2]

The Emergency Management Program, under the Sheriff's Office, has been identified as the lead agency in the EMO. In Deschutes County, the main responsibilities of emergency management fall with the Deschutes County Sheriff. Emergency Management Program duties are delegated by the Sheriff to the appointed Emergency Manager, designated hereafter as the Sheriff's Office Emergency Manager. The Sheriff has authority and responsibility for the organization, administration, and operations of Emergency Management. The Sheriff may delegate any of these activities to designees, as appropriate.

## 1. Introduction

The County EMO is consistent with NIMS and procedures supporting NIMS implementation and training for the County will be developed and formalized by the Sheriff.

*Appendix A sets forth the federal, State, and local legal authorities upon which the organizational and operational concepts of this EOP are based.*

### 1.6.2 Mutual Aid and Intergovernmental Agreements

State law (ORS 402.010 and 402.015) authorizes local governments to enter into Cooperative Assistance Agreements with public and private agencies in accordance with their needs (e.g., the Omnibus Mutual Aid Agreement). Personnel, supplies, and services may be used by a requesting agency if the granting agency cooperates and extends such services. However, without a mutual aid pact, both parties must be aware that State statutes do not provide umbrella protection, except in the case of fire suppression pursuant to ORS 476 (the Oregon State Emergency Conflagration Act). Liability and indemnification will be consistent with current state and federal law as well as any agreements entered into by the county. Deschutes County is not obligated to provide resources to the requesting jurisdiction. Deschutes County is also a signatory to:

- Central Oregon Cooperative Policing Agreement
- Central Oregon Cooperative Wildland Fire Agreement
- Deschutes County Victim and Social Services Emergency Response

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

## 1.7 Emergency Powers

### 1.7.1 General

The Board of County Commissioners is responsible for declaring a state of emergency for Deschutes County as authorized by ORS 401.309. Based on local ordinances and State statutes, a local declaration by the Board of County Commissioners allows for flexibility in managing resources under emergency conditions, such as:

- Diverting funds and resources to emergency operations to meet immediate needs.
- Authorizing implementation of local emergency plans and implementing extraordinary protective measures.
- Receiving resources from organizations and individuals initiated through mutual aid and cooperative assistance agreement channels.

## 1. Introduction

- Providing specific legal protection for actions initiated under emergency conditions.
- Setting the stage for requesting State and/or Federal assistance to augment local resources and capabilities.
- Raising public awareness and encouraging the community to become involved in protecting its resources.

County Legal Counsel should review and advise County Officials on possible liabilities arising from disaster operations, including the exercising of any or all of the above powers.

### 1.7.2 Disaster Declaration Process

The County may declare an emergency for any of several reasons, such as authorizing additional budget authority, implementing emergency measures, or accessing State, or Federal disaster assistance. To declare a state of emergency, the Sheriff will either request a regular or special meeting of the Board of County Commissioners to request a declaration of emergency or immediately declare an emergency in writing.

A declaration by the Board of County Commissioners will be effective for no longer than one month, but it may be extended in limited increments, should an emergency continue to exist.

A declaration shall:

- Describe the nature of the emergency.
- Designate the geographic boundaries of the area where the emergency exists, as well as the portion of the affected area lying within County boundaries.
- Estimate the number of individuals at risk, injured, or killed.
- Describe the actual or likely damage caused by the emergency.
- State the type of assistance or resources required to respond to the emergency.
- Estimate the length of time during which the designated area will remain in an emergency status.
- State the specific regulations or emergency measures imposed as a result of the declaration of emergency.

The declaration of emergency will be written based upon the best information available at the time. It may be amended, based upon additional information or changes in the situation. County Legal Counsel may be consulted to review the declaration for legality or sufficiency of emergency measures and emergency powers invoked within the document. If State or Federal assistance is needed, the

## 1. Introduction

declaration must also state that all appropriate and available local resources have been expended, are nearing depletion, or are projected to be inadequate and that mutual aid agreements have been initiated, as well as contain a specific request for the type(s) of assistance required.

EOC Command and General Staff have the following responsibilities in the declaration process:

- **EOC Coordinator:** With guidance from Policy Group, present the declaration to the Commissioners.
- **Operations:** Identify necessary resources and outline any special powers needed to respond to the emergency. Assist in the Initial Damage Assessment (IDA).
- **Planning:** Provide situation and resource summaries; conduct a windshield survey, IDA, and Preliminary Damage Assessment (PDA).
- **Logistics:** Compile resource requests.
- **Finance:** Track incident costs, assist in the PDA, and coordinate damage survey activities.

*See Appendix B for sample Declaration of Emergency forms.*

### 1.7.3 State Assistance

In order to justify receipt of assistance from the State, the County must prepare an Initial Damage Assessment (IDA). The IDA and Declaration of a Local State of Emergency are attached to the County Request for State Assistance letter and form sent to the Governor to declare a State Emergency. This provides the basis of a Federal Disaster Declaration and Federal disaster funding.

The ODEM Operations Officer coordinates with the agencies represented in the State ECC to determine the best way to support local government requests. Local government requests will be made by the Sheriff or designee. The ODEM Operations Officer evaluates resource requests based on the goals and priorities established by the ODEM Director. Agency representatives keep the Operations Officer informed of resources assigned, resources available for commitment, and the status of assigned missions.

State resources are provided to Sheriff's Office Emergency Management or to the on-scene Incident Commander as agreed by the entities concerned. The OEM Director makes final decisions in cases of conflicting interest such as competing resource requests or priority questions. The County may be charged for services provided in the absence of a justification for State or Federal reimbursement.

### 1.7.4 Federal Assistance

If Deschutes County has conducted an IDA and a request for Federal assistance is anticipated, the OEM Director may request the FEMA regional office to conduct a

## 1. Introduction

joint Preliminary Damage Assessment. This involves a team of local, State, and Federal personnel jointly reviewing the local IDA to verify and expand upon findings to further justify a request for Federal assistance. Such an assessment will assist the Governor in determining whether Federal assistance is necessary, and it will serve to support a request for a Presidential emergency or major disaster declaration.

The request and supporting information from local officials must be submitted to the Governor through the Director of Oregon Emergency Management (OEM) as prescribed under ORS 401. If it is determined that local and state resources are insufficient to meet the needs of the area impacted, the Governor may submit a request to the President through the FEMA Regional Director. Stafford Act disaster assistance generally follows a cost share of 75% federal and 25% non-federal.

Requests for State/Federal assistance need to include:

- Language stating that local and county, mutual aid resources are depleted or nearly so.
- Specific assistance requirements to be requested (e.g., type and quantity of equipment needed, purpose for which it is needed, and location of the area in need. Multiple requests on the same declaration may be necessary. Be as detailed as possible, and explain the requested mission, not “who” could provide the requested resources.
- Time element: expected duration of event or expected time required to gain control

### 1.8 Continuity of Government and Operations

The County Administrator, with policy guidance from the Policy Group, is the chief executive local authority for the unincorporated area of the county and is principally responsible (unless otherwise prohibited) for assuming centralized control over all county departments, divisions, and agencies once the Board declares a state of emergency. Independently elected officials (e.g., Assessor, District Attorney, County Clerk, and Sheriff) maintain control of resources under their authority and will coordinate with the Sheriff’s Office. If circumstances prohibit the timely action of the Board of County Commissioners, the Chair of the Board of County Commissioners may declare such a state of emergency, provided the Chair seeks and obtains approval from a majority of the Board at the first available opportunity.

A state of emergency exists whenever the unincorporated area of the county or any part thereof 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 the public

1. Introduction

health, safety, and welfare. Such an event shall include, but not be limited to the following:

- A civil disturbance or riot;
- A disaster such as flood, windstorm, snow or ice storm, earthquake, volcanic eruption or related activity, fire, explosion or epidemic;
- The declaration of a war-caused national emergency;
- Any major disruption of community services such as transportation, power supply, water supply, sanitation or communications; and/or
- A health hazard, whether natural or manmade.

The Chair of the Board of County Commissioners is responsible for performing the Board of County Commission’s duties to declare a state of emergency, designate emergency area(s), and/or impose regulations when the Board of County Commissioners is unable or unavailable to perform such duties.

**1.8.1 Lines of Succession**

Table 1-1 presents the policy and operational lines of succession (as opposed to chain of command) during an emergency for the County.

<b>Table 1-1 County Lines of Succession</b>	
<b>Emergency Coordination</b>	<b>Emergency Policy and Governance</b>
1. Emergency Manager	1. BOCC Chair
2. Special Services Lieutenant	2. Vice Chair
3. Detective Division Captain	3. County Commissioner
4. Sheriff	4. Deschutes County Sheriff
	5. County Administrator

Each County department/office is responsible for pre-identifying staff patterns showing a line of succession in management’s absence. All employees should be trained on the protocols and contingency plans required to maintain leadership within the department/office. The Sheriff or designee will provide guidance and direction to department heads and elected officials to maintain continuity of government and operations during an emergency. Individual department heads and elected officials within the County are responsible for developing and implementing continuity of operations and government plans to ensure continued delivery of essential functions during an emergency.

**1.8.2 Preservation of Vital Records**

Each County department or office are responsible for providing protection for the accessibility and recovery of vital records, systems, and equipment. Vital records and documents which require safeguarding fall into three general categories:

## 1. Introduction

- Records that protect the rights and interests of individuals; vital statistics, land and property records, financial and tax records, election records, license registers, articles of incorporation, etc.
- Records required for effective emergency operations; plans, procedures, resource inventories, lists of succession, maps, memorandums of understanding, agreements, and lists of regular and auxiliary personnel.
- Records required to re-establish normal governmental functions and protect the rights and interests of government; Federal and State laws, rules and regulations, official proceedings, financial and court records.

Each department/office should have a maintenance program for the preservation and quality assurance of data and systems. The program should take into account the cost of protecting or reconstructing records weighed against the necessity of the information for achieving the agency mission.

### 1.8.3 Continuity of Operations Planning

Deschutes County maintains a Continuity of Operations (COOP) program including plans for individual County departments. These plans may be used in conjunction with the EOP during various emergency situations. COOP plans detail the processes for accomplishing administrative and operational functions during emergencies that may disrupt normal business activities. Parts of these plans identify essential functions of county and local government, private sector businesses, and community services and delineate procedures developed to support their continuation. COOP elements may include but are not limited to:

- Ensuring the County's continuous functions and operations during an emergency.
- Maintaining clear lines of authority and, when necessary, implementing the approved line of succession and proper delegation of authority.
- Protecting critical facilities, equipment, vital records, and other assets.
- Reducing or mitigating disruptions to operations and essential community services.
- Reducing loss of life, minimizing property damage, and protecting the local economy from significant impacts.
- Achieving a timely and orderly recovery from emergencies and resumption of full services to the public.

## 1.9 Administration and Logistics

### 1.9.1 Request, Allocation, and Distribution of Resources

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

The executives of the County's incorporated cities are responsible for the direction and control of their communities' resources during emergencies and for requesting additional resources required for emergency operations. All assistance requests will be made through the EOC. Sheriff's Office Emergency Management processes subsequent assistance requests to the State.

#### 1.9.1.1 Conflagration

In the case of emergencies involving fires threatening life and structures, the Emergency Conflagration Act (ORS 476.510) can be invoked by the Governor through the Office of State Fire Marshal. This act allows the State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations.

When, in the judgment of the local Fire Chiefs or County Fire Defense Board Chief, an emergency is beyond the control of the local fire suppression resources, including primary mutual aid, the Fire Defense Board Chief may report the conditions of the emergency to the Office of State Fire Marshal and/or request mobilization of support for the fire service agency. After verifying the need for mobilized support, the State Fire Marshal shall, if appropriate, request authorization from the governor to invoke the Emergency Conflagration Act.

The local Fire Chief is responsible for:

- Contacting the Fire Defense Board Chief to request that the Conflagration Act be invoked.
- Participating in an incident conference call.
- Providing local GIS capabilities or maps.

**Requests for conflagration should be made when a significant threat exists. Examples of those are:**

***Life threatening situations (firefighter or public safety)***

- Evacuations currently taking place
- Advisory evacuations
- Evacuation plans in place
- Road, highway, or freeway closure

***Real property threatened***

- Number of structures, commercial, and/or residents
- Number of subdivisions
- Population affected
- Historically significant cultural resources
- Natural resources, such as crops, grazing, timber, watershed
- Critical infrastructure, such as major power lines

***High damage potential***

- Long-term or short-term damage potential
- Plausible impacts on community
- Fuel type; fire size and growth potential
- Political situations
- Severity, extreme behavior, and fuel conditions



## 1. Introduction

- Working with the Incident Management Team (IMT) to locate a base camp.
- Maintaining communications with the IMT throughout the deployment to assist with emergency management and other local issues.

The Fire Defense Board Chief is responsible for:

- Notifying the State Fire Marshal via OERS.
- Providing the following information to the Oregon State Fire Marshal Duty Officer or Chief Deputy:
  - Incident name
  - Contact information
  - Type and location of incident
  - Situation description
  - Confirmation that local and mutual aid resources are depleted.
  - Incident Commander information
  - Weather information
  - What resources are being requested
- Participating in an incident conference call.

When unprotected lands are threatened, the Sheriff or designee is responsible for:

- Coordinating the signing of county declaration of emergency
- Providing necessary information throughout the incident to support the incident management team with emergency management and other local issues.
- Participating in an incident conference call.

*Source: 2013 Fire Service Mobilization Plan*

### 1.9.2 Financial Management

During an emergency, the County is likely to find it necessary to redirect its funds to effectively respond to the incident. The authority to adjust department budgets and funding priorities rests with the Board of County Commissioners. If an incident in the County requires major redirection of County fiscal resources, the Board of County Commissioners will meet in emergency session to decide how to respond to the emergency funding needs, declare a state of emergency, and request assistance through the County as necessary. The following general procedures will be carried out:

## 1. Introduction

- The Board of County Commissioners will meet in emergency session to decide how to respond to emergency funding needs.
- The Board of County Commissioners will declare a state of emergency and may request assistance through Sheriff's Office Emergency Management.
- If a quorum of commissioners cannot be reached, and if a prompt decision will protect lives, County resources and facilities, or private property, the County Administrator (or designee) may act on emergency funding requests. The Board of County Commissioners will be advised of such actions as soon as practical.
- To facilitate tracking of financial resources committed to the incident, and to provide the necessary documentation, a discrete charge code for all incident-related personnel time, losses, and purchases will be established by the Finance Section.
- Incident-related costs may occur during response or recovery phases and may include personnel overtime, equipment used/expended, and contracts initiated.

Expenditure reports should be submitted to the Finance Department and managed through the Finance Director to identify budgetary shortfalls. The Human Resources Department will support procurement issues related to personnel, both volunteer and paid. In addition, copies of expense records and all supporting documentation should be submitted for filing FEMA Public Assistance reimbursement requests. During activation of the EOC, financial management will be handled by the Finance Section, which will be staffed by the Finance Department.

### 1.9.3 Legal Support and Liability Issues

Legal support for the County's emergency management organization is provided by County Counsel. Responsibilities related to legal services include:

- Advising County Officials regarding the emergency powers of local government and necessary procedures for invocation of measures to:
  - Implement wage, price, and rent controls
  - Establish rationing of critical resources
  - Establish curfews
  - Restrict or deny access
  - Specify routes of egress
  - Limit or restrict use of water or other utilities
  - Remove debris from publicly or privately owned property

## 1. Introduction

- Reviewing and advising County officials in determining how the County can pursue critical objectives while minimizing potential exposure.
- Preparing and recommending local legislation to implement emergency powers when required.
- Advising County officials and department heads regarding record keeping requirements and other documentation necessary for exercising emergency powers.
- Thoroughly reviewing and maintaining familiarity with current ORS 401 provisions as they apply to County government in disaster events.

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

### 1.9.4 Reporting and Documentation

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

- Incident and damage assessment reports
- Incident Command logs
- Cost recovery forms
- Incident critiques and After Action Reports (AARs)

All documentation related to the County's emergency management program will be maintained in accordance with Oregon's public records and meetings law (ORS 192), subject to applicable exemptions such as for "Public Safety Plans," as appropriate.

### 1.10 Safety of Employees and Family

All department heads and elected officials (or designees) are responsible for the safety of employees. Employees should attempt to contact their supervisors and managers within the first 24 hours following an incident. Emergency 911 should only be utilized if emergency assistance is needed. Agencies, departments and offices with developed COOP plans will establish alternate facilities and staff locations, as applicable. Notification procedures for employee duty assignments will follow the required procedures established by each agency, department or office.

**1. Introduction**

During biological incidents or public health emergencies such as pandemics, maintaining a resilient workforce is essential to performing the overall response activities required to protect the County and surrounding community from significant impacts to human lives and the economy. Thus, personnel should be provided with tools to protect themselves and their families while they provide health and medical services during a pandemic or other type of public health emergency.

Plans formally addressing the safety and protection of medical personnel and response staff during a biological incident and/or contagious outbreak are part of the County Health Services Emergency Operations Plan. Safety precautions and personal protective equipment decisions will be specific to the type of incident and will require just-in-time training among the first responder community and other support staff to implement appropriate procedures.

If necessary, the Oregon Occupational Safety and Health Administration, in coordination with the Oregon Health Authority, may provide assistance and guidance on worker safety and health issues.

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

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

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# 2

## Situation and Planning Assumptions

*Section 2 of this EOP provides the context for the County's emergency management program and lays the foundation for a risk-driven plan. It profiles the County's risk environment, identifies specific planning considerations, and describes the predicate assumptions underlying this plan.*

### 2.1 Situation

Deschutes County may be exposed to hazards that can potentially disrupt the community, cause damage, and create casualties. Natural hazards to which the County may be exposed include droughts, floods, wildfires, and winter storms. The threat of a technological and human-caused chemical, biological, radiological, nuclear, or explosive incident is present as well. Other disaster situations could develop from hazardous material accidents, health-related incidents, conflagrations, major transportation accidents, or acts of terrorism.

#### 2.1.1 Community Profile

##### 2.1.1.1 Geography

Located in Central Oregon, the high desert region of the state, Deschutes County has an area of 3,055 square miles. This area includes varied terrain, ranging from the snowcapped crest and timbered slopes of the Cascade Range on the west to the sagebrush plateau of the High Desert to the east (Deschutes County Transportation System Plan).

Central Oregon summers are marked by their very large diurnal temperature ranges, with typical daily temperatures ranging from 46 to 90 °F (8 to 32 °C). Hard frosts are not unheard of during the summer months. Autumn usually brings warm, dry days and cooler nights. According to National Weather Service Climate Statistics, the mean of the monthly average maximum temperatures in July, the hottest month in Bend, between 1901 and 2019 was 82.9 °F (28.3 °C).

The County's natural features make the environment and population vulnerable to natural disaster situations. The County is subject to occasional minor flooding, earthquakes, wildfires, severe winter storms, windstorms, and potential volcanic activity. It is impossible to predict exactly when these disasters will occur, or the extent to which they will affect the County. With careful planning and collaboration among public agencies, private sector organizations, and community members it is possible to mitigate the losses that can result from natural disasters.

## 2. Situation and Assumptions

### 2.1.1.2 Demographics

The majority of people across Deschutes County reside in Bend or within the unincorporated areas of the county. Between 2010 and 2019, Deschutes County experienced a 22.4% increase in population. The Portland State University Population Research Center projects that by 2035 Deschutes County's population will increase to 266,840 people, a 34% increase. Bend is by far the most populated city in the county, followed by Redmond; Sisters and La Pine are significantly smaller communities. The Coordinated Population Forecast projects that La Pine and Sisters will be the fastest growing communities between 2018 and 2043 and Bend will have the largest growth in population, with the unincorporated county growing, but at a slower rate than the cities. The unincorporated county growth rate slows notably in the distant future (2043-2068).

### 2.1.1.3 Economy

Deschutes County has had a history of relying on industries such as timber, cattle and agriculture. More recently, it has relied more on tourism as the county's weather and physical features such as rainfall and elevation, have become a draw for hunting, fishing, downhill and cross-country skiing, off-roading, and hiking. Additionally, the County has rural industry, manufacturing, and research (Deschutes County Transportation System Plan). As of 2019, the median household income in the county was \$47,595.

### 2.1.1.4 Education

Based on 2011-2015 Census date, 93% of people over the age of 25 in the County have education level of high school graduate or higher and 33% over the age of 25 have a bachelor's degree or higher.

School districts within Deschutes County include Bend-La Pine, Redmond, and Sisters School Districts.

The Bend-La Pine School District includes 17 elementary schools (including 3 magnet schools), 2 K-8 schools (including 1 magnet school), 6 conventional middle schools, 1 choice middle school, 4 conventional high schools and 3 choice high schools.

There are several private schools within the area as well. Central Oregon Community College (COCC) and the OSU-Cascades Campus of Oregon State University serve the community with both two- and four-year programs.

Redmond School District has over 7,000 students from a 550 square mile area which includes Redmond and the neighboring communities of Alfalfa, Crooked River Ranch, Eagle Crest, Terrebonne and Tumalo. The Redmond district currently operates eight K-5 elementary schools, two middle schools, one charter school, one educational center and two comprehensive high schools.

## 2. Situation and Assumptions

Sisters School District is comprised of three schools; an elementary, a middle, and a high school. The school district also offers online classes and special programs such as Talented & Gifted Program, the Heart of Oregon, Youth Transition Program and other special education options.

### 2.1.1.5 Transportation

The main highways to Deschutes County are US 97, running north to south on the east side of the Cascades, US 20/OR 22 from the mid-Willamette Valley, OR 126 from the Upper Willamette Valley, and US 20 and OR 31 from eastern Oregon. Most of the vehicle movements in Deschutes County occurs on the state highway system, particularly on US 97 between Redmond and Bend, US 20 between Sisters and Bend, and US 97 between Bend and Sunriver. US 97 runs north about 113 miles to Interstate 84 and the Columbia Gorge and south approximately 152 miles to California (Deschutes County Transportation System Plan).

The County has developed the Deschutes County Transportation System Plan. The plan analyzes the current land use, traffic patterns and operations of all transportation modes in the County and develops projections of the future land use, traffic patterns and mode operations to the year 2030.

### 2.1.1.6 Community Events

This plan is also a tool to use for planned events that might tax the community's ability to respond or recover. Large community events can result in congregations of people or an influx of visitors that can create traffic problems, result in a surge in people trying to access medical services, or result in incidents of civil unrest. Pre-planning for community events is critical to mitigating their potential impacts on the County's ability to conduct emergency response operations. Additionally, planned events are ideal opportunities to practice the concepts that are presented in this plan including activation of the EOC, implementation of the Incident Command System, and coordination of public information.



## 2. Situation and Assumptions

Figure 2-1 Map of Deschutes County



## 2.1.2 Hazard Analysis

The County may be subject to a variety of natural, technological, and human-caused hazards and threats, as described below:

- **Natural Hazards:** Result from acts of nature.
- **Technological Hazards:** Result from accidents or failures of systems and structures.
- **Human-Caused/Adversarial Threats:** Result from intentional actions of an adversary.

The Hazard Analysis identifies the relative risk posed to the County by each of the hazards and threats described above, in order to ensure that high priority hazards are addressed in the County's hazard mitigation planning, emergency response, and recovery procedures. Each natural and technological/human-caused hazard is scored using a formula that incorporates four independently weighted rating criteria (history, vulnerability, maximum threat, and probability) and three levels of severity (low, moderate, and high). For each hazard, the score for a given rating criterion is determined by multiplying the criterion's severity rating by its weight factor. The four rating criteria scores for the hazard are then summed to provide a total risk score for that hazard. Note that while many hazards may occur together or as a consequence of others (e.g., dam failures

## 2. Situation and Assumptions

cause flooding, and earthquakes may cause landslides), this analysis considers each hazard as a singular event.

Hazard	History	Vulnerability	Maximum Threat	Probability	Total Threat Score	Hazard Rank
Winter Storm	20	50	90	70	230	# 1
Wildfire	20	50	80	70	220	# 2
Windstorm	20	40	80	70	210	#3
Drought	20	15	70	70	175	#4
Volcano	2	50	100	21	173	#5
Earthquake (Cascadia)	2	40	100	7	149	#6
Flood	8	10	40	56	114	#7
Earthquake (Crustal)	2	20	80	7	109	# 8
Landslide	20	5	20	42	87	# 9

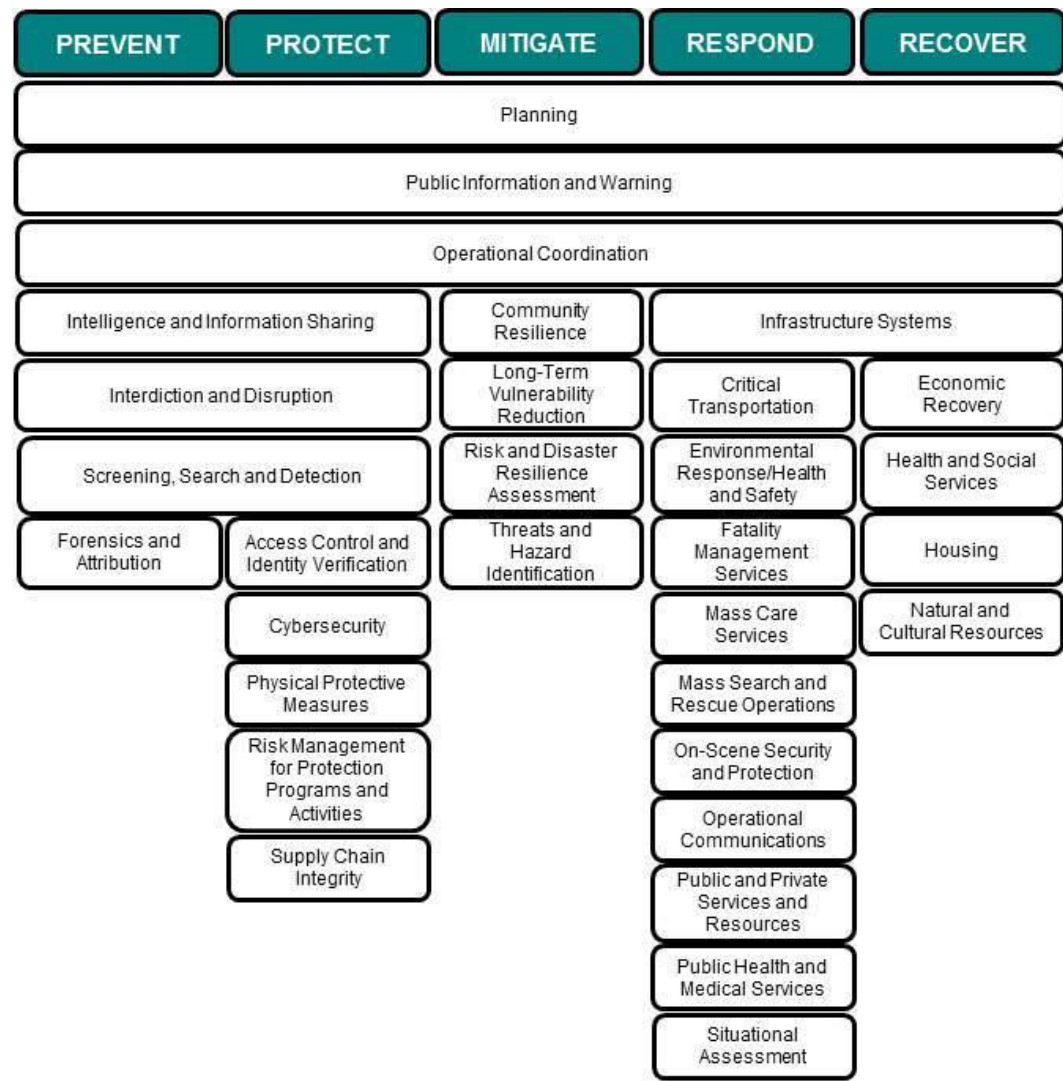
### 2.1.3 Capability Assessment

The availability of the County's physical and staff resources may limit its capability to conduct short- and long-term response actions on an independent basis. County response capabilities are also limited during periods when essential staff are on vacation, sick, or under furlough due to budgetary constraints.

A community capability assessment is a low impact systematic approach to evaluate the County's emergency plan and capability to respond to hazards. Deschutes County assesses the capability of its emergency management program against the Federal Emergency Management Agency's core capabilities. This information is gathered and maintained in a web-based capability assessment tool administered by the Oregon Department of Emergency Management. Feedback provided by the County contributes to preparation of the annual State Preparedness Report.

2. Situation and Assumptions

Figure 2-2 Core Capabilities List



2.1.5 Protection of Critical Infrastructure and Key Resources

Critical Infrastructure and Key Resources (CIKR) support the delivery of critical and essential services that help ensure the security, health, and economic vitality of the County. CIKR includes the assets, systems, networks, and functions that provide vital services to cities, states, regions, and, sometimes, the nation. Disruption of these resources could significantly impact vital services, produce cascading effects, and result in large-scale human suffering, property destruction, economic loss, and damage to public confidence and morale.

Key facilities that should be considered in infrastructure protection planning include:

- Structures or facilities that produce, use, or store highly volatile, flammable, explosive, toxic, and/or water-reactive materials.

## 2. Situation and Assumptions

- Government facilities, such as departments, agencies, and offices.
- Hospitals, nursing homes, and housing likely to contain occupants who may not be sufficiently mobile to avoid death or injury during a hazard event.
- Police and Sheriff stations, fire stations, vehicle and equipment storage facilities, and EOCs that are needed for disaster response before, during, and after hazard events.
- Public and private utilities and infrastructure that are vital to maintaining or restoring normal services to areas damaged by hazard events
- Communications and cyber systems, assets and networks such as secure County servers and fiber optic communications lines.

### 2.2 Assumptions

This EOP is based on the following assumptions and limitations:

- Essential County services, as defined by the County's Continuity of Government Plan and department/agency Continuity of Operations plans, will be maintained as long as conditions permit.
- An emergency will require prompt and effective response and recovery operations by emergency services, disaster relief, volunteer organizations, and the private sector.
- All emergency response staff are trained and experienced in operating under the NIMS/ICS protocol.
- Each responding County agency will utilize existing directives and procedures in responding to major emergencies and disasters.
- Environmental, technological, and civil emergencies may be of a magnitude and severity that require State and/or Federal assistance.
- Considering shortages of time, space, equipment, supplies, and personnel during a catastrophic disaster, self-sufficiency will be necessary for the first hours or days following the event.
- Local emergency planning efforts focus on accommodating residents while preparing for changes in population trends throughout the year. However, significant increases to the local population may introduce challenges in meeting the needs of non-residents and other travelers during an emergency or disaster.
- All or part of the County may be affected by environmental and technological emergencies.

## 2. Situation and Assumptions

- The United States Department of Homeland Security tracks threat conditions across the United States and identifies possible targets.
- A terrorist-related incident or attack may occur without warning. If such an attack occurs, the County could be subject to radioactive fallout or other hazards related to weapons of mass destruction. In accordance with national nuclear civil protection policy, two options have been developed to counteract such a threat: population protection and shelter-in-place programs.
- Outside assistance will be available in most major emergency/disaster situations that affect the County. Although this plan defines procedures for coordinating such assistance, it is essential for the County to be prepared to carry out disaster response and short-term actions on an independent basis.
- Control over County resources will remain at the County level even though the Governor has the legal authority to assume control in a State-declared emergency.
- County communication and work centers may be destroyed or rendered inoperable during a disaster. Normal operations can be disrupted during a general emergency; however, the County can still operate effectively if public officials, first responders, employees, volunteers, and residents are:
  - Familiar with established policies and procedures
  - Assigned pre-designated tasks
  - Provided with assembly instructions
  - Formally trained in the duties, roles, and responsibilities required of them during emergency operations.
- Emergency response staff may be delayed or unavailable due to personal or familial impact, or associated challenges.

# 3

## Roles and Responsibilities

*Section 3 of this EOP describes the County's emergency management organization and assigns responsibilities to specific departments and agencies.*

### 3.1 General

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

The Sheriff's Office is responsible for emergency management planning and operations for the area of the County lying outside the limits of the incorporated municipalities. The mayor or other designated official (pursuant to City charter or ordinance) of each incorporated City is responsible for emergency management planning and operations for that jurisdiction.

Most County departments and offices have emergency functions that are similar to their normal duties. Each department and office is responsible for developing and maintaining its own procedures for carrying out these functions during an emergency. Specific responsibilities are outlined below, as well as in individual annexes.

### 3.2 Emergency Management Organization

For the purposes of this plan, the County's emergency management structure will be referred to generally as the County EMO. Roles and responsibilities of individual staff and agencies are described throughout this plan to further clarify the County's emergency management structure.

The Sheriff or designee may, depending on the size or type of incident, delegate the authority to lead response and recovery actions to other County staff. Additionally, some authority to act in the event of an emergency may already be delegated by ordinance or by practice. As a result, the organizational structure for the County's emergency management program can vary depending upon the location, size, and impact of the incident. The EMO for the County is divided into two general groups, organized by function—the Policy Group and Emergency Response Agencies.

### 3. Roles and Responsibilities

#### 3.2.1 Policy Group

The Policy Group may include representation from each County department and office during an event. The Policy Group is responsible for the activities conducted within its jurisdiction. The members of the group include both elected and appointed executives with legal responsibilities. Key general responsibilities for local elected and appointed officials include:

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

##### 3.2.1.1 Elected Officials

The ultimate responsibility for policy, budget, and political direction for the County government is borne by County elected officials including the Board of County Commissioners, County Sheriff, and Assessor. During emergencies, this responsibility includes encouraging community member involvement and assistance, issuing policy statements as needed to support actions and activities of recovery and response efforts, and providing the political contact needed for visiting State and Federal officials. Additionally, the Board of County Commissioners will provide elected officials access to liaisons with the community and other jurisdictions. In the event that a declaration of emergency is needed, the Chair will initiate and terminate the state of emergency through a declaration by the Board of County Commissioners.

### 3. Roles and Responsibilities

General responsibilities of County elected officials may include:

- Oversee implementation of the County EOP and establish liaison relationships with local, state, and federal agencies.
- Establish emergency management authority by County resolution.
- Adopt an EOP and other emergency management-related resolutions.
- Declare a state of emergency and providing support to the on-scene Incident Commander in requesting assistance through the County.
- Act as liaison to the community during activation of the EOC.
- Monitor County financial resources to ensure emergency operations do not deplete funding for critical County services.
- Expropriate or reallocate current budgets, or appropriate reserves for emergency expenditures.
- Attend Public Information Officer (PIO) briefings.

#### 3.2.1.2 County Administrator

The County Administrator is responsible for continuity of government, overall direction of County Administrator emergency operations, and dissemination of public information, including the following tasks:

- Assisting the Board of County Commissioners with their responsibilities.
- Evaluating emergency procedures to determine feasibility and consequences.
- Managing the contract and procurement of equipment, supplies, and services that are not available through County resources.
- Assisting in the compilation, preparation, and presentation of supporting documentation of County requests for State and Federal disaster declarations and assistance.
- Coordinating the placement of personnel for the most effective work assignments through the emergency response and recovery framework. Manage the hiring of temporary personnel and contractual personnel service.
- Supporting the overall preparedness program in terms of its budgetary and organizational requirements.
- Implementing the policies and decisions of the governing body.
- Ensuring that plans are in place to protect and preserve County records.



### 3. Roles and Responsibilities

#### 3.2.1.3 Emergency Manager

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

- Serving as staff advisor to the County elected officials and County Administrator for emergency matters.
- Coordinating the planning and general preparedness activities of the government and maintenance of this plan.
- Analyzing the emergency skills required and arranging the training necessary to provide those skills.
- Preparing and maintaining a resource inventory (including call-down lists).
- Ensuring the operational capability of the EOC.
- Activating the EOC to an appropriate level to ensure satisfactory incident management.
- Facilitating incident management steps through the EOC, alternative EOC, or command post/center as necessary.
- Process any declarations of disaster or emergency declarations to facilitate formal assistance requests from the state and federal government, and work with policy makers to apply emergency powers, and expedite decision-making efforts of the EOC staff and responders.
- Keeping the governing body apprised of the County's preparedness status and anticipated needs.
- Serving as day-to-day and emergency liaison between the County and ODEM and the State Emergency Coordination Center.
- Maintaining liaison with organized emergency volunteer groups and private agencies.
- Facilitate and coordinate the implementation of continuity of operations and continuity of government procedures.

### 3. Roles and Responsibilities

#### 3.2.1.4 County Department and Agency Heads

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

#### 3.2.2 Responsibilities of All Departments and Offices

Individual departments and offices are an integral part of the emergency organization. While some departments' staff comprises emergency response personnel, the majority of County departments and offices focus on supporting emergency response personnel and/or the continuity of services they provide to the public.

All County departments and offices are responsible for:

- Supporting EOC operations, including providing representatives, to ensure that the County is providing for the safety and protection of the community members it serves.
- Establishing, in writing, an ongoing line of succession and/or delegation of authority for each department. This document must be made known to employees, and a copy must be filed with the County Administrator.
- Developing alert and notification procedures for department and office personnel.
- Developing guidelines to implement assigned duties specified by this plan.
- Tracking incident-related costs incurred by the agency, in coordination with the EOC Finance Section if activated, and submitting expenditure reports in accordance with financial management practices.
- Ensuring that vehicles and other equipment are equipped and ready, in accordance with standard SOPs.
- Notifying the Emergency Manager or the EOC of resource shortfalls.
- Identifying essential functions and developing procedures for maintaining and/or re-establishing services provided to the public and other County agencies.

### 3. Roles and Responsibilities

- Developing and implementing procedures for protecting vital records, materials, and facilities.
- Promoting individual and family preparedness among employees.
- Ensuring that employees complete required training (including required NIMS and ICS training), and dedicating staff time for participation in training exercises.
- Preparing and maintaining supporting SOPs and annexes (including incorporation of NIMS components, principles, and policies).

#### 3.2.3 Responsibilities by Function

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

Departments or agencies assigned as primary may only be responsible for coordinating with other primary or supporting agencies to ensure continuity. "Emergency Services" as used below denotes the unit of the Sheriff's Office which has been separated out for clarity.

##### ■ Primary Agency(s)

- Identify lead agencies for emergency functions based on the agency's coordinating responsibilities, authority, functional expertise, resources, and capabilities in managing incident activities. Primary agencies may not be responsible for all elements of a function and will coordinate with supporting agencies.

##### ■ Supporting Agency(ies)

- Identify agencies with substantial support roles during major incidents.

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

### 3. Roles and Responsibilities

#### 3.2.3.1 Transportation

**Primary Agency:** Road Department

**Supporting Agencies:** Emergency Services, Sheriff's Office, City Public Works Departments, Area Airports, Cascades East Transit, School Districts, Private Transportation Providers

**Primary State Agency:** ODOT

**Primary Federal Agency:** Department of Transportation

Transportation-related responsibilities include:

#### Transportation

- Monitoring and reporting the status of damage to the County's transportation system and infrastructure.
- Identifying temporary alternative transportation solutions that can be implemented by others when County systems or infrastructure are damaged, unavailable, or overwhelmed.
- Coordinating the restoration and recovery of County transportation systems and infrastructure.
- Coordinating support of emergency operation activities among transportation stakeholders within the County's authority and resource limitations.

#### Evacuation Support

- Confirming and managing locations of staging areas and pick-up points for evacuees requiring public transportation.
- Providing guidance on commuting arrangements for essential workers during the evacuation period.

*See ESF 1 – Transportation for more details.*

#### 3.2.3.2 Communications

**Primary Agency:** 911 Service District

**Supporting Agencies:** Sheriff's Office, Emergency Services, Administrative Services, Information Technology

**Primary State Agency:** Department of Administrative Services

**Primary Federal Agency:** Department of Homeland Security

#### Alert and Warning

Responsibilities related to alert and warning include:

- Monitoring emergency communications networks.
- Disseminating emergency alerts as requested by the on-scene Incident Commander, EOC Coordinator, or PIO.

### 3. Roles and Responsibilities

- Receiving and disseminating warning information to the public and key County Officials.
- Facilitating the dispatch of personnel and resources to support incident requirements.

#### Communication Systems

Communication-related responsibilities include:

- Establishing and maintaining an interoperable and redundant emergency communications system.
- Coordinating the use of all public and private communication systems necessary during emergencies.
- Managing and coordinating all emergency communication within the EOC, once activated.
- Managing and coordinating all emergency notifications to departments and officials (e.g., during transition to continuity facilities or succession notification).

*See ESF 2 – Communications for more details.*

#### 3.2.3.3 Public Works

**Primary Agency:** Road Department, Assessor's Office

**Supporting Agencies:** Emergency Services, Community Development Department, Solid Waste Department

**Primary State Agency:** ODOT

**Primary Federal Agency:** Department of Defense/USACE, Department of Homeland Security

Responsibilities related to public works include:

#### Infrastructure Repair and Restoration

- Conducting pre-incident and post-incident assessments of public works and infrastructure.
- Executing emergency contract support for life-saving and life-sustaining services.
- Coordinating repair of damaged public infrastructure and critical facilities (i.e., water, electrical, natural gas, sewer, storm water collection, generating, and distribution systems).
- Coordinate with private utility owners to facilitate their performance of damage assessment and restoration of service to their customers.

### 3. Roles and Responsibilities

- Providing technical assistance to the on-scene incident commander and EOC with respect to flooding, structure integrity assessments, and impact assessments of infrastructure.
- Provide resource support including, but not limited to:
  - Equipment such as dump trucks, front end loaders, and other heavy equipment
  - Support equipment such as barricades
  - Equipment operators
  - Personnel and equipment to assist law enforcement in closing streets and detouring traffic
  - Personnel to assist in evacuation as directed by the incident commander
  - Personnel and equipment as needed by the incident commander
  - Heavy equipment contractors
  - Additional construction equipment
  - Consultants, engineering resources

#### Damage Assessment

- Establishing a damage assessment team from among County agencies (e.g., Road Department, Assessor's Office) with assessment capabilities and responsibilities.
- Training and providing damage plotting team members to the EOC.
- Assisting in reporting and compiling information regarding deaths, injuries, and dollar damage to tax-supported facilities and to private property.
- Assisting in determining the geographic extent of the damaged area.
- Evaluating the effect of damage on the County's economic index, tax base, bond ratings, insurance ratings, etc. for use in long-range recovery planning.

#### Debris Management

- Coordinating disaster debris management activities.

*See ESF 3 – Public Works for more details.*

### 3. Roles and Responsibilities

#### 3.2.3.4 Firefighting

**Primary Agency:** Fire Defense Board, City and RFPD Fire Departments

**Supporting Agencies:** 911 Service District, County Forester, Health Services, Road Department, Sheriff's Office Emergency Management and Patrol

**Primary State Agency:** Oregon Department of Forestry, Oregon State Fire Marshal (OSFM)

**Primary Federal Agency:** United States Department of Agriculture/Fire Service

Responsibilities related to fire service include:

- Providing fire prevention, fire suppression, and emergency medical aid to prevent loss of life, loss of property, and damage to the environment.
- Performing life-safety inspections and recommendations for activated emergency shelters.
- Conduct fire ground search and rescue operations.

*See ESF 4 – Firefighting for more details.*

#### 3.2.3.5 Information and Planning

**Primary Agency:** Sheriff's Office Emergency Management

**Supporting Agencies:** 911 Service District, Assessor's Office, Health Services, Information Technology, Sheriff's Office

**Primary State Agency:** OEM

**Primary Federal Agency:** Department of Homeland Security/FEMA

The following activities are necessary for the County to compile, analyze, and coordinate overall information planning activities during a disaster:

- Providing a centralized location for the receipt and dissemination of incident information.
- Coordinating with County departments and offices, community partners, and county agencies.
- Collecting, processing, analyzing, and disseminating information to guide response and recovery activities.
- Collecting and aggregating damage assessment data.

Coordinating incident planning in the EOC including development of information products.

*See Chapter 5 – Command and Control and ESF 5 – Information and Planning for more details.*

### 3. Roles and Responsibilities

#### 3.2.3.6 Mass Care

**Primary Agency:** Sheriff's Office Emergency Management, Health Services

**Supporting Agencies:** American Red Cross, Community Development, Fair and Expo Center, Sheriff's Office

**Primary State Agency:** Department of Human Services (DHS)

**Primary Federal Agency:** Health and Human Services

The County Health Services Department and Emergency Services are responsible for ensuring that the mass care needs of the affected population are met, including sheltering, feeding, providing first aid, and reuniting families. Relevant operations are detailed in ESF 6 – Mass Care and ESF 17 – Agriculture and Animal Protection. Responsibilities related to mass care include:

- Maintaining and implementing procedures for care and shelter of displaced community members.
- Maintaining and implementing procedures for the care and shelter of animals in an emergency.
- Coordinating support with other County departments and offices, relief agencies, and volunteer groups.
- Designating a coordinator/liaison to participate in all phases of the County emergency management program, when necessary or as requested.
- Providing emergency counseling for disaster victims and emergency response personnel suffering from behavioral and emotional challenges.
- Coordinating with faith-based organizations and other volunteer agencies.
- Identifying emergency feeding sites (coordinating with the Red Cross and Salvation Army).
- Identifying sources of clothing for disaster victims (may coordinate with the Red Cross, Salvation Army, or other disaster relief organizations).
- Securing sources of emergency food supplies (with the Red Cross and Salvation Army).
- Coordinating operation of shelter facilities operated by the County, local volunteers, or organized disaster relief agencies such as the Red Cross.
- Coordinating special care requirements for sheltered groups such as unaccompanied children and the elderly.

*See ESF 6 – Mass Care and ESF 17 – Agriculture and Animal Protection for more details.*



### 3. Roles and Responsibilities

#### 3.2.3.7 Resource Support

**Primary Agency:** Sheriff's Office Emergency Management, Finance Department  
**Supporting Agencies:** Health Services, Personnel Department, Road Department  
**Primary State Agency:** Department of Administrative Services  
**Primary Federal Agency:** Department of Homeland Security/FEMA

Responsibilities related to resource support include:

- Establishing procedures for employing temporary personnel for disaster operations.
- Establishing and maintaining a staffing reserve, in cooperation with law enforcement.
- Coordinating deployment of reserve personnel to County departments and offices requiring augmentation.
- Establishing emergency purchasing procedures and/or a disaster contingency fund.
- Maintaining records of emergency-related expenditures for purchases and personnel.

*See ESF 7 –Resource Support for more details.*

#### 3.2.3.8 Health and Medical

**Primary Agency:** Health Services, City and RFPD Fire Departments  
**Supporting Agencies:** Sheriff's Office Emergency Management, Deschutes Disaster Medical Care Coalition, Medical Examiner, Area Hospitals and Healthcare Facilities  
**Primary State Agency:** Oregon Health Authority (OHA)  
**Primary Federal Agency:** Health and Human Services

#### Public Health

County Health Services is responsible for coordinating the public health and welfare services required to cope with the control of communicable and non-communicable diseases associated with major emergencies, disasters, and/or widespread outbreaks. Such outbreaks may be caused by bioterrorism, epidemic or pandemic diseases, novel and highly fatal infectious agents, or biological or chemical toxin incidents. The County Health Services Director also serves as the public health representative for the County EMO. Relevant operations are detailed in ESF 6 – Mass Care and ESF 8 – Health and Medical.

Responsibilities related to public health include:

- Coordinating with hospitals, clinics, nursing homes/care centers, and behavioral health organizations for adequate provision of public health, medical, and behavioral health services, including making provisions for populations with functional needs.

### 3. Roles and Responsibilities

- Coordinating public health surveillance.
- Providing personnel and laboratory facilities to assist in identifying agents or substances.
- Coordinating mass prophylaxis and delivery and distribution set-up of the Strategic National Stockpile, if needed.
- Coordinating mass fatality operations with the Medical Examiner and funeral service providers to provide identification and disposal of the dead.
- Coordinating isolation and/or quarantine actions, as needed and permitted.
- Coordinating dissemination of public health information.
- Designating a coordinator/liaison to participate in all phases of the County emergency management program, when necessary or as requested.
- Considering the needs of special populations (e.g., elderly and school-age children) that may be affected by the release and coordinating with law enforcement and fire agencies to provide specialized protection (e.g., shelter-in-place, minimum evacuations, bringing prophylaxes to those who cannot mobilize to a point of dispensing site).

*See ESF 8 –Health and Medical for more details.*

#### **Medical Services**

Within Deschutes County, Emergency Medical Services (EMS) is a function of fire services. Deschutes County fire services will provide emergency medical care in the field and prepare victims for transport by EMS from an incident.

Medical-related responsibilities include:

- Providing emergency medical care and transport.
- If needed or requested, set up Medical Care Points.
- Coordinating EMS resources.
- Requesting additional EMS assets as necessary.
- Identify and prepare alternate care sites if there is a surge of victims.

*See ESF 8 –Health and Medical for more details.*

### 3. Roles and Responsibilities

#### 3.2.3.9 Search and Rescue

**Primary Agency:** Sheriff's Office

**Supporting Agencies:** 911 Service District, Emergency Management, Road Department, City and RFPD Fire Departments, City Police Departments, Amateur Radio Emergency Services

**Primary State Agency:** OEM, OSFM

**Primary Federal Agency:** Department of Defense, Department of Homeland Security/FEMA and United States Coast Guard

Search and Rescue (SAR) activities are a mandated function of the Sheriff's Office. Responsibilities related to SAR include:

- Coordinating available resources to search for and rescue persons lost outdoors.
- Performing specialized rescue (e.g., water, high-angle, structural collapse), as needed and practical.
- Cooperating with and extending assistance to surrounding jurisdictions, on request and as resources allow.
- Establishing and monitoring training standards for certification of search and rescue personnel.

*See ESF 9 – Search and Rescue for more details.*

### 3. Roles and Responsibilities

#### 3.2.3.10 Hazardous Materials Response

##### Hazardous Materials Response

**Primary Agency:** Fire Defense Board

**Supporting Agencies:** Emergency Management, Health Services, Road Department, City Fire and Law Enforcement Agencies, City Public Works Departments

**Primary State Agency:** ODEM, Oregon State Fire Marshal Regional Hazardous Materials Teams

**Primary Federal Agency:** Department of Defense, Department of Homeland Security/FEMA and United States Coast Guard

Responsibilities related to hazardous materials include:

- Conducting oil and hazardous materials response (chemical, biological, etc.).
- Providing remote consultation, as needed.
- Assessing the potential health effects of a hazardous materials release.
- Identifying the needs for hazardous materials incident support from regional and State agencies.
- Recommending protective actions related to hazardous materials including:
  - Proper PPE
  - Time, Distance, and Shielding
  - Protective Action Recommendations
- Provide decontamination for first responders and civilians.
- Provide the transport of decontaminated injured to care facilities.
- Conducting environmental short- and long-term cleanup.

##### Radiological Protection

**Primary Agency:** Oregon Health Authority, Radiation Protection Services

**Supporting Agencies:** Oregon State Fire Marshal Regional Hazardous Materials Team No. 13

**Primary State Agency:** OHA, Radiation Protection Services, OSFM Regional Hazardous Materials Teams

**Primary Federal Agency:** EPA

Responsibilities related to radiological protection include:

- Providing localized radiological monitoring and reporting network, when necessary.

### 3. Roles and Responsibilities

- Securing initial and refresher training for instructors and monitors.
- Providing input to the Statewide monitoring and reporting system from incident scenes, as necessary.
- Under fallout conditions, providing County officials and department heads with information regarding fallout rates, fallout projections, and allowable doses provided by the State Radiation Protection Services or federal government.
- Providing monitoring services and advice at the scenes of accidents involving radioactive materials.

*See ESF 10 –Hazardous Materials for more details.*

#### 3.2.3.11 Food and Water

**Primary Agency:** Emergency Management

**Supporting Agencies:** Health Services, American Red Cross, Community- and Faith-Based Partners, Private Sector Partners

**Primary State Agency:** DHS

**Primary Federal Agency:** Department of Homeland Security/FEMA

Responsibilities related to food and water include:

- Assessing food and water needs for the community.
- Identifying food and water resources.
- Storing of food and water resources.
- Monitoring the collection and sorting of all food and water supplies and establishing procedures to ensure that they are safe for consumption.
- Coordinating transportation of food and water resources to the community.

*See ESF 11 – Food and Water for more details.*

#### 3.2.3.12 Energy

**Primary Agency:** Emergency Management

**Supporting Agencies:** Road Department, Area Utilities, Area Fuel Providers

**Primary State Agency:** Oregon Public Utility Commission

**Primary Federal Agency:** Department of Energy

Responsibilities related to energy include:

- Forecasting energy needs and supply.
- Coordinating with local utilities to restore and repair damaged infrastructure and accompanying systems.

### 3. Roles and Responsibilities

- Coordinating with local utilities to reduce the risk of physical or cyber-attack on lifeline utility systems.
- Coordinating temporary emergency power generation capabilities to support critical facilities until permanent restoration is accomplished. Critical facilities may include primary and alternate EOCs, hospitals/critical care facilities, designated shelters, government offices/facilities, water/sewage systems, and other essential community services.

*See ESF 12 – Energy for more details.*

#### 3.2.3.13 Military Support

**Primary Agency:** Sheriff's Office Emergency Management

**Primary State Agency:** Oregon Military Department

**Primary Federal Agency:** Department of Defense

Responsibilities related to military support include:

- Working with the Oregon Military Department when it is necessary for them to:
  - Coordinate, employ and control Oregon National Guard forces and military resources in order to assist civil authorities with the protection of life and property, and to maintain peace, order and public safety.
  - Mobilize and stage personnel and equipment to restore/preserve law and order and provide support to other ESFs respectively as directed by the State ECC and within Oregon National Guard capabilities.
  - Coordinate with the active federal military to ensure mutual support during federal disaster relief operations.

*See ESF 13 –Military Support for more information.*

### 3. Roles and Responsibilities

#### 3.2.3.14 Public Information

**Primary Agency:** Emergency Management, Administrative Services (PIO)

**Supporting Agencies:** 911 Service District, Area Public Information Officers, Amateur Radio Emergency Services, Central Oregon Emergency Information Network (COEIN), Local Media

**Primary State Agency:** ODEM

**Primary Federal Agency:** Department of Homeland Security/FEMA

Responsibilities related to public information include:

- Conducting ongoing hazard awareness and public education programs.
- Compiling and preparing emergency information for the public in case of emergency.
- Coordinating with other agencies to ensure consistency of education and emergency information.
- Arranging for media representatives to receive regular briefings on the County's status during extended emergency situations.
- Securing printed and photographic documentation of the disaster situation.
- Handling unscheduled inquiries from the media and the public.
- Being aware of non-English-speaking and/or bilingual population centers within the County and preparing training and news releases accordingly.
- Monitoring the media and correcting misinformation.
- Overseeing and providing information to call-takers who receive requests for assistance from the public.

*See ESF 14 – Public Information for more details.*

#### 3.2.3.15 Volunteers and Donations

**Primary Agency:** Emergency Management

**Supporting Agencies:** Administrative Services, Finance Department, Human Resources, Legal Counsel, Community and Faith-Based Organizations

**Primary State Agency:** ODEM

**Primary Federal Agency:** FEMA

Responsibilities related to volunteer and donations management include:

- Coordinating the identification and vetting of volunteer resources.

### 3. Roles and Responsibilities

- Matching volunteer resources and donations with the unmet needs of the community.
- Maintaining a donations management system to ensure the effective utilization of donated cash, goods, and services.
- Providing guidance to personnel coordinating the management of undesignated cash donations, unsolicited goods, and emergent volunteers.
- Directing unaffiliated volunteers to and coordinating with government-sponsored/organized volunteer organizations such as a network of Community Organizations Active in Disaster (COAD), Community Emergency Response Team (CERTs), Red Cross, Fire Corps, and/or Medical Reserve Corps, Volunteers in Police Services, and volunteers associated with the faith-based community in completing their assigned tasks.

*See ESF 15 – Volunteer and Donations Management for more details.*

#### 3.2.3.16 Law Enforcement

**Primary Agency:** Sheriff's Office

**Supporting Agencies:** District Attorney's Office, Emergency Management, Road Department, City Police Departments, City and RFPD Fire Departments

**Primary State Agency:** Oregon State Police (OSP)

**Primary Federal Agency:** Department of Justice

Responsibilities related to law enforcement include:

- Protecting life and property and preserving order.
- Providing law enforcement and criminal investigation.
- Providing traffic control, crowd control, and site security.
- Isolating damaged areas.
- Providing damage reconnaissance and reporting.
- Providing special teams assistance (i.e. SWAT).
- Assisting with control and safety measures in the evacuated area and reassigning personnel during the evacuation period.
- Conducting evacuations.

*See ESF 16 – Law Enforcement for more information.*



### 3. Roles and Responsibilities

#### 3.2.3.17 Agriculture and Animal Protection

**Primary Agency:** County Forester

**Supporting Agencies:** Emergency Services, Health Services, Sheriff's Office, Area Veterinarians, Pet Evacuation Team

**Primary State Agency:** Oregon Department of Agriculture

**Primary Federal Agency:** U.S. Department of Agriculture

Responsibilities related to agriculture and animal protection include:

- Conducting animal and plant disease and pest response.
- Coordinating animal/veterinary/wildlife response during a disaster including:
  - Capturing/rescuing animals that have escaped confinement or been displaced from their natural habitat.
  - Providing emergency care to injured animals.
  - Providing humane care, handling, and sheltering to animals (including service animals, pets, and livestock).
- Protecting the State's natural resources from the impacts of a disaster.

*See ESF 17 – Agriculture and Animal Protection for more details.*

#### 3.2.3.18 Business and Industry

**Primary Agency:** County Administration

**Supporting Agencies:** Board of Commissioners, Central Oregon Intergovernmental Council (COIC), Private Sector Partners, Economic Development for Central Oregon (EDCO), Area Chambers of Commerce

**Primary State Agency:** Oregon Business Development Department

**Primary Federal Agency:** Small Business Administration

Responsibilities related to business and industry include:

- Coordinating with business and industry partners to facilitate private sector support to response and recovery operations.
- Identifying short-term recovery assistance to business and industry partners.
- Facilitating communication between business and industry partners and local, tribal, and state emergency management organizations.
- Providing economic damage assessments for impacted areas.

*See ESF 18 – Business and Industry for more details.*

### 3. Roles and Responsibilities

#### 3.3 Local and Regional Response Partners

The County's emergency organization is supported by a number of outside organizations, including the incorporated cities, service district organizations, and the private sector.

##### 3.3.1 Municipalities and Special Service Districts

The Chief Executive(s) of the incorporated cities within the County are responsible for the direction and control of their local resources during emergencies, including requesting additional resources not covered under mutual aid for emergency operations. Such requests will be directed to the County EMO. Should the County be unable to support the request, and mutual aid at the county level has been exhausted, a County Declaration of Emergency will be forwarded to the State.

Under the provisions of ORS 401.305, each City may establish an emergency management agency and appoint an emergency program manager. Cities that do so shall notify the County of the individual responsible for emergency management activities in their respective jurisdictions. If a City takes no action to increase its emergency management capability, it will be covered under County planning, and County response resources will be deployed under the direction of the County should emergency conditions arise that threaten that city's residents.

Special Service Districts provide services such as fire protection and water delivery systems that are not available from county governments. Each is governed by an elected Board of Directors and has policies separate from city and county governments. They often overlap city and county boundary lines and thus may serve as primary responders to emergencies within their service districts.

##### 3.3.2 Private Sector

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

- Planning for the protection of employees, infrastructure, and facilities.
- Planning for the protection of information and the continuity of business operations.
- Planning for, responding to, and recovering from incidents that impact private-sector infrastructure and facilities.

### 3. Roles and Responsibilities

- Collaborating with emergency management personnel before an incident occurs to ascertain what assistance may be necessary and how private-sector organizations can help.
- Developing and exercising emergency plans before an incident occurs.
- Where appropriate, establishing mutual aid and assistance agreements to provide specific response capabilities.
- Providing assistance (including volunteers) to support local emergency management and public awareness during response and throughout the recovery process.

#### 3.3.3 Nongovernmental and Faith-Based Organizations

Nongovernmental and faith-based organizations play enormously important roles before, during, and after an incident. In the County, nongovernmental/faith-based organizations such as the Red Cross provide sheltering, emergency food supplies, counseling services, and other vital support services to support response and promote the recovery of disaster victims. Nongovernmental and faith-based organizations also collaborate with responders, governments at all levels, and other agencies and organizations.

The roles of nongovernmental and faith-based organizations in an emergency may include:

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

#### 3.3.4 Individuals and Households

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

- Reducing hazards in their homes.
- Preparing emergency supply kits and household emergency plans that consider all members of the household, including children and pets.
- Monitoring emergency communications carefully.
- Volunteering with established organizations.
- Enrolling in emergency response training courses.

### 3. Roles and Responsibilities

- Encouraging children to participate in preparedness activities.

#### 3.4 State Response Partners

Under the provisions of ORS 401.035, the Governor has broad responsibilities for the direction and control of all emergency activities in a State-declared emergency. The State of Oregon Department of Emergency Management (ODEM) provides a duty officer at all times. The Director of ODEM is delegated authority by ORS 401.052 to 401.092 to coordinate all activities and organizations for emergency management within the State and to coordinate in emergency matters with other states and the federal government.

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

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

#### 3.5 Federal Response Partners

Federal response partners are typically requested by OEM in the event that State resources become limited or specialized services are needed. In most instances, federal resources become available following a formal declaration of emergency by the Governor. Thus, procedures and policies for allocating and coordinating resources at the federal level follow the State of Oregon Emergency Operations Plan and, if necessary, the NRF.

*See the National Response Framework for details on the federal government's emergency management organization and detailed roles and responsibilities for federal departments.*

**3. Roles and Responsibilities**

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# 4

## Concept of Operations

*Section 4 states the community's response and recovery priorities, provides concepts to guide the community through the phases of emergency operations, and provides a guide for multi-jurisdictional coordination and incident command.*

### 4.1 General

Primary roles involved during the initial emergency response will focus on first responders, such as fire services, law enforcement, and public works departments. Depending on the type of incident, initial response also may include hospitals, local public health departments, and hazardous material teams. In all emergencies, saving and protecting human lives is the top priority of the County and emergency response personnel.

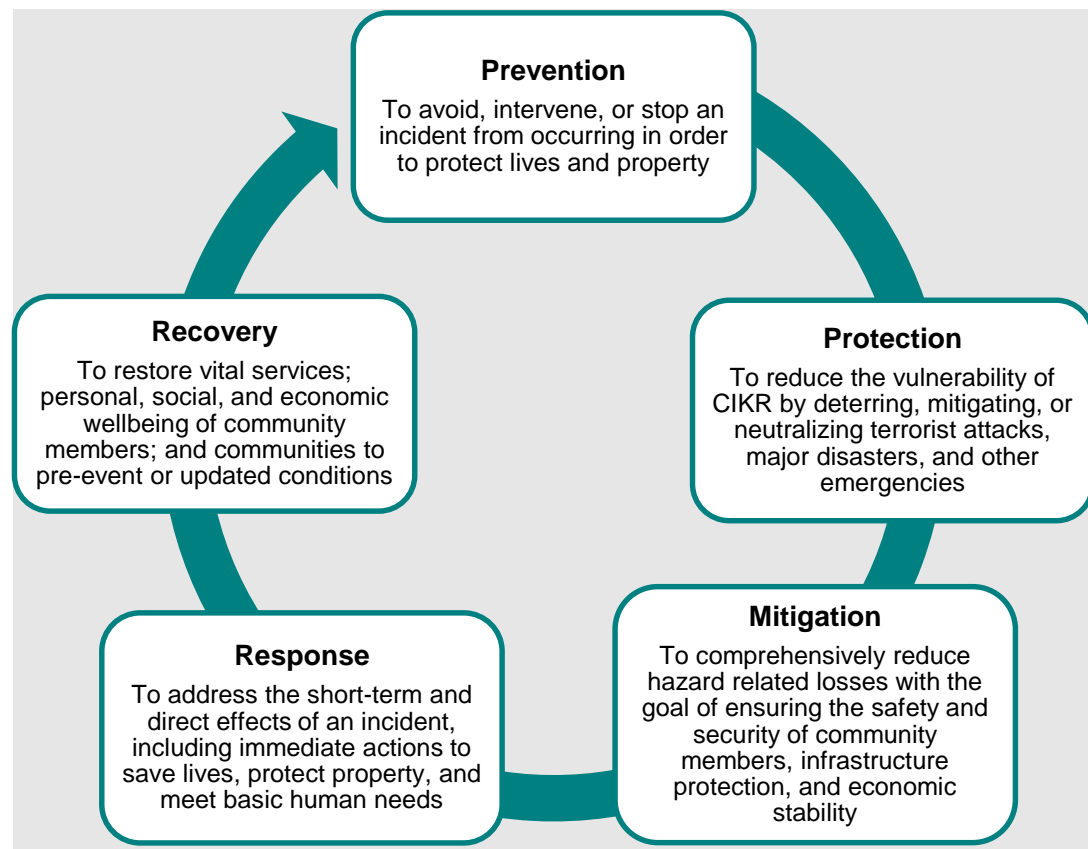
The County is responsible for emergency management and protecting life and property of community members within this jurisdiction. This EOP will be used when the County or individual emergency response agencies are reaching or have exceeded their capabilities to respond to an emergency. It may also be used during non-routine incidents or pre-planned events where County resources are limited and/or have been expended.

### 4.2 Emergency Management Mission Areas

This plan adheres to the emergency management principle of all-hazards planning, which is based on the fact that most responsibilities and functions performed during an emergency are not hazard-specific. The focus of this EOP is response and short-term recovery actions. Nevertheless, this plan impacts and is informed by activities conducted before and after emergency operations take place and is designed to assist the County in the following five mission areas.

## 4. Concept of Operations

Figure 4-1 Emergency Management Mission Areas



### 4.3 Response and Recovery Priorities

#### 4.3.1 Response

Response activities within the County are undertaken immediately after an incident. The County's response priorities are defined below:

1. **Self-Preservation:** Protection of County employees (including dependents) from the effects of a disaster is first priority. The expectation would be that the employee's family would be prepared to be self-reliant after the initial incident in order for the employee to provide timely lifesaving services and other critical operations as effectively and with as little interruption as possible.
2. **Lifesaving/Protection of Property:** This is a focus on efforts to save lives of persons. It may include prevention or mitigation of major property damage if results of such damage would likely present an immediate danger to human life.
3. **Unit Reconstitution:** Unit reconstitution is the recall of critical employees, (if the incident occurs during non-working hours, off-duty) and the collection, inventory, temporary repair and allocation of County assets in order to provide maximum prompt, sustained operations in response

## 4. Concept of Operations

to a disaster. This would include activation of the EOC for the purpose of coordinating emergency response activities.

4. **Emergency Food and Temporary Housing Plan:** Provision for immediate food and temporary housing for disaster victims would become a priority and would be done primarily through the American Red Cross with coordination of the EOC.
5. **Restoration of Infrastructure:** Restoration of County's critical infrastructure (utilities, roads, bridges, buildings, etc.) would be a prime concern that would require the coordination of local, State, and Federal agencies with the private sector.
6. **Statutory Response:** The County has a legal responsibility to provide a partial or full range of County services beyond that of life saving, security, and law enforcement during a disaster. Included under statutory response (ORS 401.305) is County support to other units of local government in their assigned missions, i.e., coordinating additional resources, declaring a state of emergency, and requesting State and Federal assistance.
7. **Recovery:** Restoration of lost or impaired capabilities caused by the effects of the disaster or other emergency; return to normal operating conditions and providing non-emergency services to the public.

### 4.4 Incident Levels

Deschutes County has not designated emergency response levels, except for terrorism response. During fire season the National Fire Danger Rating System is followed for awareness levels.

A state of emergency exists whenever any part or all of Deschutes County is suffering or is in danger of suffering an event that may cause injury, death, damage, or destruction to the extent that extraordinary measures must be taken.

#### 4.4.1 NIMS Incident Types

Incident types at the federal level are based on the five levels of complexity that ascend from relatively minor incidents (Type 5, e.g., vehicle fire) to a major disaster (Type 1) resulting in high impact on the County and requiring national response resources (source: U.S. Fire Administration).

During an incident where federal partners are involved in the response, the County may choose to utilize the incident levels identified in Table 4-2.



4. Concept of Operations

<b>Table 4-2 NIMS Incident Levels</b>	
<b>Type 5</b>	<ul style="list-style-type: none"> <li>▪ The incident can be handled with one or two single resources with up to six personnel.</li> <li>▪ Command and General Staff positions (other than the Incident Commander) are not activated.</li> <li>▪ No written Incident Action Plan (IAP) is required.</li> <li>▪ The incident is contained within the first operational period and often within an hour to a few hours after resources arrive on scene.</li> <li>▪ Examples include a vehicle fire, an injured person, or a police traffic stop.</li> </ul>
<b>Type 4</b>	<ul style="list-style-type: none"> <li>▪ Command and General Staff functions are activated only if needed.</li> <li>▪ Several resources are required to mitigate the incident.</li> <li>▪ The incident is usually limited to one operational period in the control phase.</li> <li>▪ The agency administrator may have briefings and ensure that the complexity analysis and delegation of authority are updated.</li> <li>▪ No written IAP is required, but a documented operational briefing will be completed for all incoming resources.</li> <li>▪ The agency administrator develops operational plans, including objectives and priorities.</li> </ul>
<b>Type 3</b>	<ul style="list-style-type: none"> <li>▪ When capabilities exceed initial attack, the appropriate ICS positions should be added to match the complexity of the incident.</li> <li>▪ Some or all Command and General Staff positions may be activated, as well as Division/Group Supervisor and/or Unit Leader level positions.</li> <li>▪ A Type 3 Incident Management Team or Incident Command organization manages initial action incidents with a significant number of resources, an extended attack incident until containment/control is achieved, or an expanding incident until transition to a Type 1 or 2 team.</li> <li>▪ The incident may extend into multiple operational periods.</li> <li>▪ A written IAP may be required for each operational period.</li> </ul>
<b>Type 2</b>	<ul style="list-style-type: none"> <li>▪ The incident extends beyond the capabilities for local control and is expected to extend into multiple operational periods. A Type 2 incident may require the response of resources out of area, including regional and/or national resources, to effectively manage the Operations, Command, and General Staffing.</li> <li>▪ Most or all of the Command and General Staff positions are filled.</li> <li>▪ A written IAP is required for each operational period.</li> <li>▪ Many of the functional units are needed and staffed.</li> <li>▪ Operations personnel normally do not exceed 200 per operational period, and total incident personnel do not exceed 500 (guidelines only).</li> <li>▪ The agency administrator is responsible for the incident complexity analysis, agency administrator briefings, and the written delegation of authority.</li> </ul>

## 4. Concept of Operations

<b>Table 4-2 NIMS Incident Levels</b>	
<b>Type 1</b>	<ul style="list-style-type: none"> <li>■ A Type 1 incident is the most complex, requiring national resources to safely and effectively manage and operate.</li> <li>■ All Command and General Staff positions are activated.</li> <li>■ Operations personnel often exceed 500 per operational period, and total personnel will usually exceed 1,000.</li> <li>■ Branches need to be established.</li> <li>■ The agency administrator will hold briefings and ensure that the complexity analysis and delegation of authority are updated.</li> <li>■ Use of resource advisors at the incident base is recommended.</li> <li>■ There is a high impact on the local jurisdiction, requiring additional staff for office administrative and support functions.</li> </ul>

## 4.5 Incident Management

### 4.5.1 Activation

When an emergency situation arises, and it is determined that the normal organization and functions of County government are insufficient to effectively meet response requirements, the Sheriff or designee may implement the EOP as deemed appropriate for the situation or at the request of an on-scene Incident Commander. In addition, the Sheriff or designee may partially or fully activate and staff the EOC based on an emergency's type, size, severity, and anticipated duration. An emergency declaration is not required in order to implement the EOP or activate the EOC. Upon notification that the EOC has been activated and/or an emergency has been declared, all involved County emergency services will implement their respective plans and procedures, and provide Emergency Management with the following information:

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

Refer to the immediate actions checklist for further information on initial actions to be taken by the Sheriff (or designee) upon implementation of all or part of this EOP.

### 4.5.2 Alert and Warning

Deschutes County 911 Service District operations and emergency communications services are staffed on a 24-hour basis and equipment is available to provide communications necessary for emergency operations.

## 4. Concept of Operations

Warnings, emergency information and notifications, or disaster reports received by County personnel will be relayed to Emergency Management and the 911 Center. County response personnel will communicate and receive notifications using traditional communications technology such as landline and cellular telephones, faxes, pagers, internet/e-mail, and radio throughout the duration of response activities as long as these resources are available. Emergency notification procedures are established among the response community, and call-down lists are updated and maintained by each agency. External partners will be notified and coordinated through the EOC as appropriate. Through the County, a public warning and broadcast system has been established for the County to provide emergency information and instructions during a pending or actual emergency incident or disaster. Alert and warning systems available to the County include:

- Integrated Public Alert and Warning System (IPAWS)
- Deschutes Alerts (Everbridge)
- Emergency Alert System (EAS)
- Local Media
- Amateur Radio Emergency Services (ARES)
- Door-to-Door Warning
- Information Line
- Social media

*See ESF 2 - Communications for more details.*

### 4.5.3 Communications

The Deschutes County 911 Service District is charged with developing and maintaining the County's communication technical equipment and software. The ability of responders from different agencies and disciplines to work together depends greatly on their ability to communicate with each other. Plain language is essential to first responder and public safety, and will be used by all County personnel during emergencies. The use of common terminology enables emergency responders, EOC personnel, and County staff, as well as personnel from neighboring jurisdictions or the State to communicate clearly with each other and effectively coordinate response activities, regardless of an incident's size, scope, or complexity. Additionally, Amateur Radio Emergency Services (ARES) supports communications capability in Deschutes County.

*See ESF 2 - Communications for more details.*

#### 4.5.3.1 Interoperability

Interoperability is the ability of public and private agencies, departments, and other organizations to operate and communicate effectively together through the

## 4. Concept of Operations

use of systems, personnel, and equipment. In recognition that successful emergency management and incident response operations require the continuous flow of critical information among jurisdictions, disciplines, organizations, and agencies, interoperability plans or procedures should be developed that include training and exercises, SOPs, new technology, and considerations of individual agency governance, as well as consideration of use within a stressful and often chaotic context of a major response. Interoperable voice, data, or video-on-demand communications systems allow emergency management/response personnel to communicate within and across agencies and jurisdictions in real time, when needed, and when authorized.

### 4.5.4 Situational Awareness and Intelligence Gathering

Situational awareness and intelligence gathering are necessary to maintain a common operating picture among response agencies and provide the basis for emergency alert and warning (when an incident alert is not received by an outside agency). Situational awareness is the ongoing process of collecting, analyzing, and sharing information across agencies and intergovernmental levels, and the private sector. Intelligence gathering is the collecting of security and operational information, such as collection of severe weather forecasts from the National Weather Service. Intelligence gathering may also be used to detect, prevent, apprehend, and prosecute criminals planning terrorist incidents.

On a day-to-day basis County, primary agencies, and supporting response agencies will:

- Be aware of their surroundings and identify and report potential threats and dangerous situations.
- Share and evaluate information from multiple sources.
- Integrate communications and reporting activities among responding agencies.
- Monitor threats and hazards.
- Share forecasting of incident severity and needs.

If activated, the EOC Planning Section Chief will lead situational awareness and intelligence gathering activities and functions, unless otherwise designated. The County will use a variety of tools to support planning activities including:

- Interdisciplinary damage assessment teams
- Support for County GIS personnel
- County Property Information System (DIAL)
- Web-based mapping tools
- Public safety map

## 4. Concept of Operations

- Real-Time Assessment and Planning Tool for Oregon (RAPTOR)

If a criminal or terrorist incident is suspected, the Sheriff's Office will notify the Oregon Terrorism Information Threat Assessment Network Fusion Center (OTFC). During a terrorist incident, the OTFC will support situational awareness and intelligence gathering functions.

*See ESF 5 – Information and Planning for more details.*

### 4.5.5 Resource Management

When the EOC is activated, the Logistics and Planning Sections have primary responsibility for coordinating the resource management effort and have authority under emergency conditions to establish priorities for the assignment and use of all County resources. In a situation where resource allocations are in dispute, the County Administrator has the final allocation authority. County resources will be allocated according to the following guidelines:

- Deploy resources according to the response priorities described in this EOP.
- Distribute resources so that the most benefit is provided for the amount of resources expended.
- Coordinate community member appeals for assistance through the PIO at the EOC or Joint Information Center (JIC). Use local media to provide community members with information about where to make these requests.
- Activate mutual aid agreements as necessary to supplement local resources.
- When all local resources are committed or expended, issue a request to the County for County, State, and Federal resources through an emergency declaration.

*See ESF 7 – Resource Support for more details.*

#### 4.5.5.1 Resource Typing

The County utilizes resource typing, which is a method for standardizing equipment requests and managing resources during an incident in accordance with NIMS. A resource typed list can increase the usefulness of the tools requested during an emergency and may reduce costs by eliminating orders for equipment that are inaccurate or inappropriate for the situation. County response personnel and support staff are trained and exercise using resource typing lists to ensure familiarity with the standard terminology for commonly requested resources.

## 4. Concept of Operations

### 4.5.5.2 Credentialing of Personnel

County departments and offices utilize a variety of mechanisms to credential staff and volunteers. For EOC personnel the Sheriff's Office tracks NIMS/ICS training and the Emergency Services Program coordinates with ODEM regarding best practices for documenting personnel and authenticating and verifying their qualifications.

### 4.5.5.3 Volunteer and Donations Management

At this time, the County does not have a formal volunteer and donations management program in place. Should one be developed, the program will work to ensure the most efficient and effective use of unaffiliated volunteers, unaffiliated organizations, and unsolicited donated goods to support events and incidents. The County and COIC are working to develop a COAD (Community Organizations Active in Disaster) model. A COAD is a collaborative effort of community stakeholders and volunteer service groups, each having an equal role in the organization. Their goal is to organize and deploy community resources, including volunteers and donations, in an efficient, timely and equitable manner. The COAD works within the state VOAD (Voluntary Organizations Active in Disaster) structure, which can bring national resources to the local level. Technical assistance for implementing NIMS/ICS volunteer and donations management procedures is available from ODEM.

*See ESF 15 – Volunteers and Donations for more details.*

### 4.5.6 Emergency Public Information

Emergency public information involves developing, coordinating, and disseminating information to the public, coordinating officials, and incident management and responders under all hazard conditions. To ensure that appropriate information is distributed to all populations within the County, the emergency management organization will seek to develop public and private partnerships to help inform overall guidance of emergency public information message development, standards of practice, and evaluation tools, and help refine public information plans and procedures.

The County Public Information Officer (PIO) typically coordinates public information in the EOC. The PIO is a member of the Command Staff responsible for interfacing with the public, media, and other agencies during all emergency mission phases. During an emergency, the PIO gathers, verifies, coordinates, and disseminates accurate, accessible, and timely information and is an important link between the emergency management organization and the community. The information the PIO provides to a community can call people to action, educate and inform, change behavior and attitudes, create a positive impression of the County's emergency management organization, and prepare the community for an emergency.

## 4. Concept of Operations

Additionally the County is a member of the Central Oregon Emergency Information Network (COEIN). COEIN is a network of communicators from stakeholder agencies and organizations across Central Oregon committed to working together in emergencies to respond to the communications and information needs of the public. COEIN is an informal, collaborative communications network based on ongoing working relationships that is considered active at all times. As emergencies evolve, become more complex and involve multiple stakeholders, COEIN may launch a Joint Information Center (JIC) to address the more complex information and communications needs of the incident.

*See ESF 14 – Public Information for more details.*

### 4.5.7 Equity Considerations

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

Persons with access and functional needs within the County have the primary responsibility for minimizing the impact of disasters through personal preparedness activities. A multitude of service providers in Deschutes County provide direct service to Access and Functional Needs populations. To the greatest extent possible, Emergency Management will assist service providers in supporting these populations by providing preparedness information, emergency public information, and critical public services in an accessible manner.

Other populations who are more vulnerable to the negative impacts of disaster include people with a fixed or low income, communities of color, people who are undocumented or whose first language is not English, people experiencing homelessness and essential workers. The County strives to ensure that principles of justice, equity, inclusion, transparency and accountability govern all aspects of emergency management to reduce the disproportionate impacts of disaster.

*See ESF 6 – Mass Care for more details.*

#### 4.5.7.1 Children and Disasters

Planning and preparing for the unique needs of children is of utmost concern to the County and, whenever possible, the County will consider preparedness, evacuation, shelter operations, and public outreach and education activities that identify issues particular to children.

Individuals with children have the primary responsibility for minimizing the impact of disasters to themselves and their children through personal

## 4. Concept of Operations

preparedness activities. To the greatest extent possible, Emergency Management will assist in carrying out this responsibility by providing preparedness information, emergency public information, and critical public services.

### 4.5.8 Animals and Disasters

While the protection of human life is paramount, the need to care for domestic livestock and/or companion animals plays into decisions made by people affected by disasters. Preparing for the care of animals during a disaster is the responsibility of owners. However, the County may coordinate with local animal owners, veterinarians, and animal advocacy groups and charities sponsored by private organizations to address animal-related issues that arise during an emergency. If local resources are insufficient to meet the needs of animals during a disaster, the County may request assistance through OEM. The County also maintains a partnership with the non-profit Pet Evacuation Team.

*See ESF 6 – Mass Care for more details.*

### 4.5.9 Cybersecurity

Cyber security is an additional concern during both normal and emergency operations. Information Technology (IT) specialists should be involved in EOC security protocols, and the following tasks should be addressed:

- **Development of a cyber-security system:** Malware and viruses can allow hackers to access confidential and proprietary information within the EOC network. Technology departments are developing cyber security tools to prevent such attacks.
- **Identify weaknesses throughout the system:** IT specialists are identifying areas that are especially prone to attack or have inherent weaknesses. Information stored online can have considerable vulnerability to attacks, and steps are being taken to lessen this vulnerability.
- **Establishment of web access policies:** Personnel are educated on the risks posed by certain types of websites and the risks of opening suspicious emails. In addition, policies are in place to decrease the likelihood of a security breach.

### 4.5.10 Demobilization

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

The following issues will be considered when demobilizing:

- Identification of surplus resources and probable resource release times.



## 4. Concept of Operations

- Demobilization priorities as established by the on-scene Incident Commander and/or EOC Coordinator.
- Released or demobilized response resources as approved by the on-scene Incident Commander and/or EOC Coordinator.
- Repair and maintenance of equipment, if necessary.

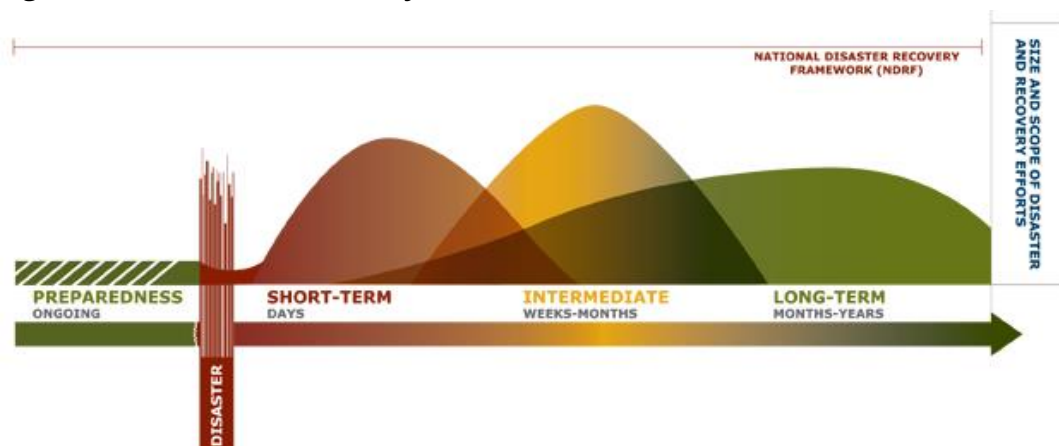
The County Administrator, with input from the Sheriff's Office and/or on-scene Incident Commander, will determine when a state of emergency no longer exists, emergency operations can be terminated, and normal County functions can be restored.

### 4.5.11 Transition to Recovery

Once immediate response activities have been completed, the County will turn towards recovery to restore government function and community services. Certain recovery activities may begin prior to the completion of all response activities. For example, restoration of lifeline utilities may commence while emergency sheltering is still ongoing. Overall effectiveness in recovery is dependent on a coordinated and joint effort across both response and recovery stakeholders and at all levels of government.

It is the responsibility of all levels of government to assist the public and private sectors with recovery from disaster. A widespread disaster may disrupt employment, interrupt government services, affect the ability of businesses to function, and impact tax revenues within the County. This EOP is not a recovery plan; however, the County recognizes that response and recovery activities often take place concurrently until life safety and emergency protective actions are completed.

**Figure 4-2 Disaster Recovery Continuum**



Source: National Disaster Recovery Framework

## 4. Concept of Operations

### Short-Term Recovery

Focus: Stabilization

Timeline: Up to 2 months

Short-term recovery operations take place in the days to weeks following an incident and focus on stabilizing activities. This phase of recovery involves restoring vital services to the community and providing for the basic needs of the public, such as bringing necessary lifeline systems (e.g., power, communication, water and sewage, disposal of solid and hazardous wastes, or removal of debris) to an acceptable standard while providing for basic human needs (e.g., food, clothing, and shelter). Once stability is achieved, the County can concentrate on intermediate and long-term recovery efforts, which focus on restoring the community to a “new normal” or even “built back better.”

### Intermediate Recovery

Focus: Rebuilding

Timeline: Up to 18 months

Short-term recovery operations take place in the weeks to months following an incident and focus on rebuilding activities. This phase of recovery involves repairing damaged infrastructure and buildings, providing financial, social, and psychological support to community members, and mitigating future risks.

### Long-Term Recovery

Focus: Revitalization

Timeline: 1-5 years, depending on the severity

Short-term recovery operations take place in the months to years following an incident and focus on revitalizing activities. This phase of recovery addresses complete redevelopment and revitalization of the impacted area, continued rebuilding activities, and a focus of building self-sufficiency, sustainability, and resilience.

During the recovery period, the County will review and implement mitigation measures, collect lessons learned and share them with the community, and reassess the recovery framework, as well as this EOP (including annexes) to identify deficiencies and take corrective actions. Resources to restore or upgrade damaged areas may be available if the County demonstrates that extra repairs will mitigate or lessen the chances of, or damages caused by, another similar disaster in the future.

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# 5

## Command and Control

*This section of the EOP discusses operational coordination and use of the County EOC to facilitate emergency operations. It details the location, capabilities, and policies of the EOC. Additionally, this section outlines a process for establishing operations within the EOC, including activation, EOC procedures, and deactivation.*

### 5.1 General

The ultimate responsibility for command and control of County departments/offices and resources lies with the County Administrator or elected official, however, the Sheriff will maintain direction and control of the County EMO, unless otherwise delegated. County emergency operations, both on-scene and in the EOC, will be conducted in a manner consistent with NIMS, including use of ICS.

During a County-declared disaster, control is not relinquished to State authority but remains at the local level for the duration of the event.

### 5.2 On-Scene Incident Management

Initial response to an incident will be managed by the responding agency (i.e., Road Department, Sheriff's Office, and/or Fire District), who will assign an on-scene Incident Commander. The on-scene Incident Commander is responsible for performing or directing such duties as enforcing emergency measures and designating emergency areas. During the initial response, the on-scene Incident Commander may establish an Incident Command Post and may assume the responsibilities of Command Staff until delegated. If the incident is significant or requires activation of higher command or coordination entities, the on-scene Incident Commander will notify Emergency Management and request activation of the EOC, as appropriate. The on-scene Incident Commander may also establish an on-scene Unified Command structure with other agencies.

### 5.3 Emergency Operations Center Support to On-Scene Operations

Depending on the type and size of incident, or at the request of the on-scene Incident Commander, the County may activate the EOC and assign an EOC Coordinator. The EOC and EOC Coordinator support on-scene operations and coordinate County resources.

The request will be submitted to the Sheriff, who will determine whether to activate the EOC and will assume, or designate, the role of EOC Coordinator. In most instances, the on-scene Incident Commander will retain tactical control over the incident, relying on the EOC for resource coordination, communications, and

## 5. Command and Control

public information support. The EOC may be activated fully, partially, or virtually. In some cases, the Incident Commander may relocate to the EOC, or the EOC function may relocate to the Incident Command Post, ensuring proper coordination of resources across agencies. Outside assistance from neighboring jurisdictions or from private contractors will be requested and used as an adjunct to existing County services, and then only when a situation threatens to expand beyond the County's response capabilities.

Upon activation of the EOC and authorized by declaration, the EOC Coordinator, at the discretion of the Sheriff, is empowered to assume executive control over all departments, divisions, and offices of the County during a state of emergency. If appropriate, the on-scene Incident Commander, EOC Coordinator, or County Administrator may request that the Board of County Commissioners declare a state of emergency.

### 5.4 Emergency Operations Center

The EOC supports incident response activities including tracking, management, and allocation of appropriate resources and personnel, and may also serve as a Multi-Agency Coordination Center, if needed. The EOC will be activated upon notification of a possible or actual emergency. During large-scale emergencies, the EOC may become the County seat of government for the duration of the crisis.

#### 5.4.1 Emergency Operations Center Activation

During emergency operations, and upon activation of the EOC, EOC staff will assemble and exercise direction and coordination, as outlined below.

- The EOC will be activated by the Sheriff, or designee, who may assume or designate the role of EOC Coordinator. While the on-scene Incident Commander retains tactical control of the incident, the EOC Coordinator assumes responsibility for coordinating and prioritizing County resources in support of emergency operations.
- The EOC Coordinator will determine the level of activation and staffing required and will alert the appropriate personnel, agencies, and organizations.
- Emergency operations will be conducted by County departments and offices, augmented as required by trained reserves, volunteer groups, forces supplied through mutual aid agreements, and private contractors. County, State, and Federal support will be requested if the situation dictates.
- Communications equipment in the EOC will be used to receive information, disseminate instructions and notifications, and coordinate emergency operations.

## 5. Command and Control

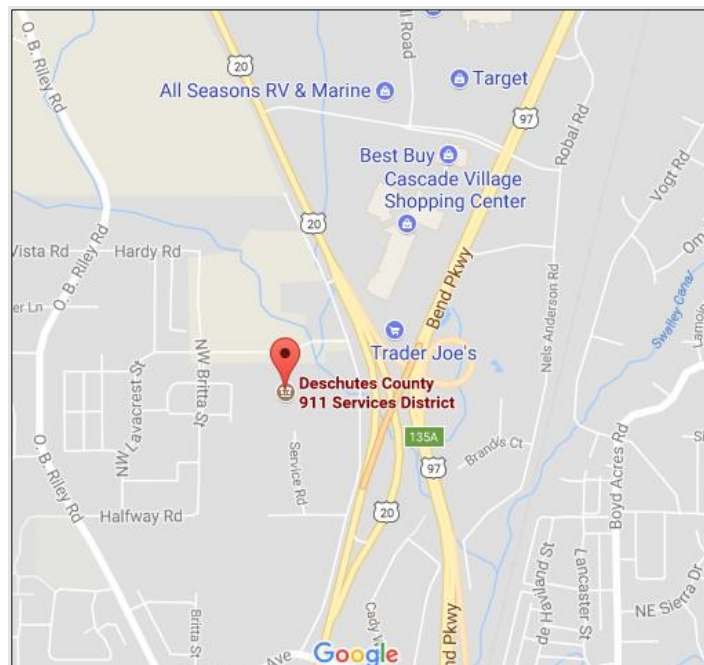
- The on-scene Incident Commander may establish an on-scene command post to maintain close contact and coordinate resources with the EOC.
- Deschutes County Sheriff's Office's mobile assets may be utilized for the on-scene command post or mobile Emergency Operations Center.
- Department heads, elected officials and organization leaders are responsible for their own assigned emergency functions, as outlined in the ESFs.
- The EOC may, as appropriate, operate on a 24-hour basis, rotating on 12-hour shifts, or as needed.
- The Emergency Manager will notify the State Emergency Management agency upon activation of the EOC. Incident Action Plans and periodic updates will be created as the situation requires.

*See Appendix D - Incident Action Planning Cycle for more information regarding operational periods and the development of an Incident Action Plan.*

### 5.4.2 Emergency Operations Center Location

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

Deschutes County 911 Services District  
20355 Poe Sholes Drive, #300  
Bend, OR 97703

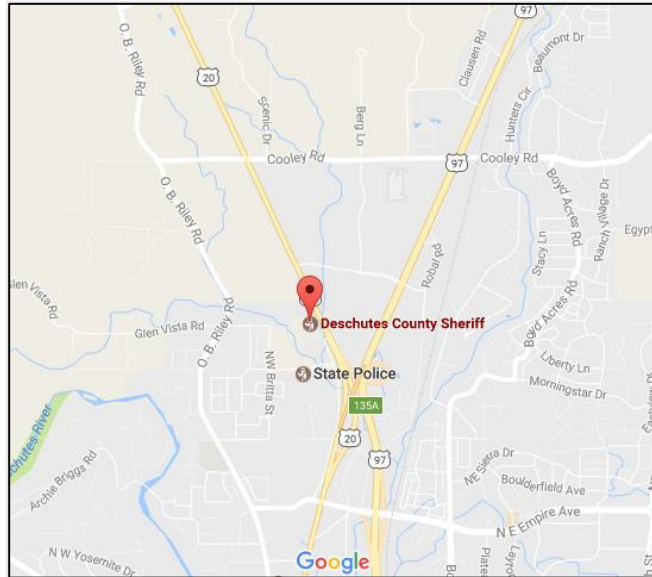


If necessary, the **alternate locations** for the County EOC are:

5. Command and Control

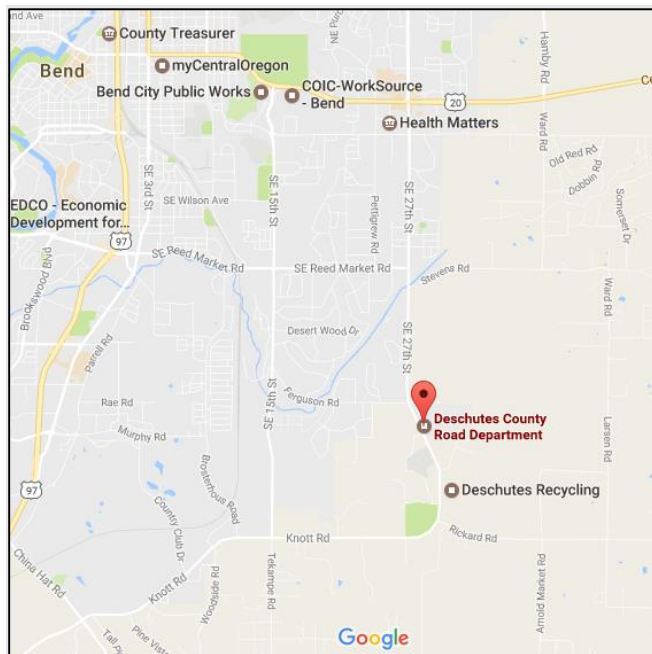
Deschutes County Sheriff's Office  
MAC Center (2<sup>nd</sup> Floor)  
63333 W. Highway 20  
Bend, OR 97703

Figure 5-2 Alternate EOC Location - Sheriff's Office



Deschutes County Road Department  
61150 SE 27<sup>th</sup> Street  
Bend, OR 97702

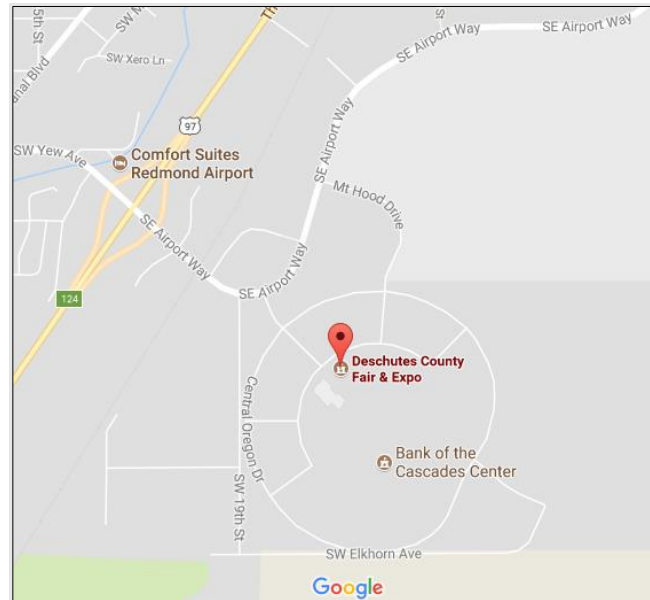
Figure 5-3 Alternate EOC Location - Road Department



## 5. Command and Control

Deschutes County Fair & Expo  
3800 SE Airport Way  
Redmond, OR 97756

**Figure 5-4 Alternate EOC Location – Fair & Expo**



The location of the EOC can change, as required by the needs of the incident. Coordination and control for County emergency resources will take place from the EOC as long as environmental and incident conditions allow. However, if conditions require relocation of the EOC, then the EOC Coordinator will designate an alternate facility. Based on the circumstances and the nature of the emergency, the EOC Coordinator may utilize virtual activation or virtual meetings to accomplish effective coordination.

### 5.4.3 Emergency Operations Center Staffing

Depending on the incident type, County departments/offices will provide staff to the EOC. At any time, if the incident expands or contracts, changes in jurisdiction or discipline, or becomes more or less complex, the on-scene Incident Commander or EOC Coordinator may change to meet the needs of the incident. In the event that local staffing resources are not adequate to maintain the EOC, the County may request support from the State.

County departments and offices involved in emergency response and personnel assigned to Command and General Staff (if previously designated) are required to report to the EOC upon activation. Personnel assigned to the EOC have the authority to make decisions associated with their Command and General Staff positions.



## 5. Command and Control

Due to limited personnel and resources available in the County, it is imperative that all primary and alternate EOC staff be trained on ICS functions outside their areas of expertise. Regularly exercising ICS, including sub-functions and liaison roles, with volunteers and other support staff will improve overall EOC operation efficiency.

The Policy Group (Board of County Commissioners, the Sheriff, other elected officials and Department Directors) will be established either virtually or at a location easily accessible to the EOC. They will be available to confer as necessary to aid in making policy decisions needed and for the expedient recovery of the County as a whole. Key directors, representing departments playing primary roles and whose operations personnel are in the unified command position of the event, such as police, fire, and transportation will be immediate advisors to the Board.

### 5.4.4 Access and Security

During an emergency, access to the County EOC will be limited to designated emergency operations personnel due to the large volume of incoming and outgoing sensitive information. The EOC Coordinator may allow access on an individual, case-by-case basis. Appropriate security measures will be in place to identify personnel who are authorized to be present.

### 5.4.5 Incident Management Software

The County utilizes OpsCenter incident management software to coordinate with the State ECC. The Emergency Manager is responsible for training EOC staff on the use of software, and a User's Manual is maintained in the EOC.

### 5.4.6 Deactivation

Each incident will be evaluated to determine the need for continued operation of the EOC after the emergency response phase of the incident has been completed. This decision is made by the on-scene Incident Commander, EOC Coordinator, Sheriff, and County Administrator.

During the initial phase of the recovery period for a major disaster, it may be desirable to continue to operate the EOC during the day with limited staffing to facilitate dissemination of public and local government disaster relief information. This alternative should be weighed against the option of immediately requiring the County Administrator and staff to manage recovery operations as part of their daily responsibilities.

Once the decision has been made to limit hours/staff or close the EOC, notification must be disseminated to the same agencies that were notified it was activated. If necessary, the EOC may also be re-opened (*see activation procedures in Section 5.4.*) and emergency operations re-initiated at any time. As with initial activation, re-activation of the EOC would occur at the direction of the Sheriff or designee.

## 5. Command and Control

### 5.4.7 Department, and Agency Operations Centers

Other agencies may activate and staff individual Agency or Department Operations Center (AOC/DOC) facilities for various types of emergencies. For example, if a biological incident such as pandemic influenza occurs, Health Services and area medical centers may jointly staff a Medical EOC, which will coordinate closely with the Health Services' On-Site Clinic and the EOC. In all cases, however, the EOC will serve as the central point for coordinating support to response operations, resource requests and tracking, public information, and overall support of the incident(s).

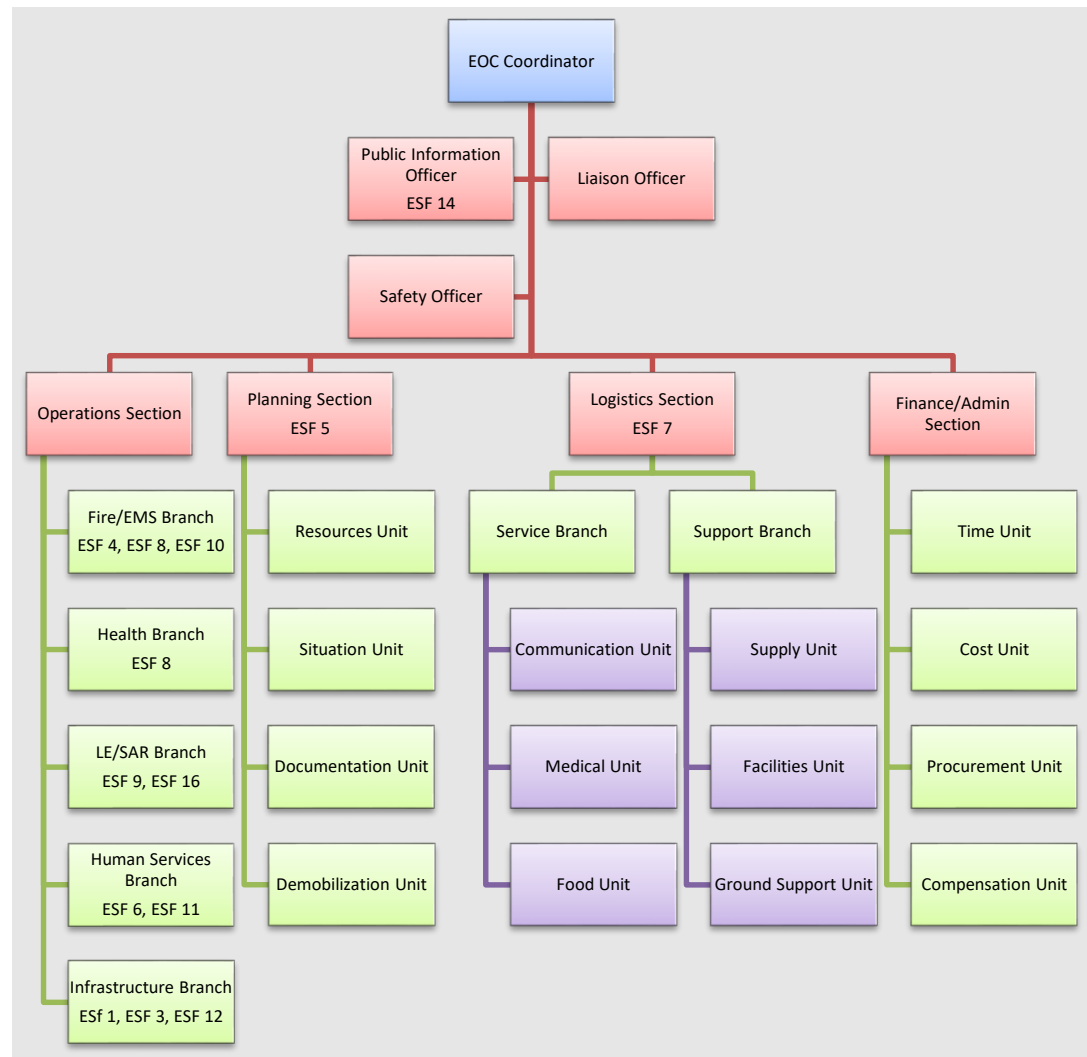
### 5.5 Incident Command System (ICS)

ICS is a standardized, flexible, scalable, all-hazard incident management system designed to be utilized from the time an incident occurs until the need for management and operations no longer exists. The County will utilize ICS to manage resources and activities during an emergency response, in order to communicate with other responding agencies using common terminology and operating procedures.

The ICS structure can be expanded or contracted, depending on the incident's changing conditions. ICS positions can be staffed and operated by qualified personnel from any emergency service agency and may involve personnel from a variety of disciplines. As such, the system can be utilized for any type or size of emergency, ranging from a minor incident involving a single unit to a major emergency involving several agencies and spanning numerous jurisdictions. The ICS allows agencies to communicate using common terminology and operating procedures and allows for effective coordination and allocation of resources throughout an incident's duration.

## 5. Command and Control

Figure 5-3 EOC Organization Chart



### 5.5.1 Emergency Operations Center Coordinator

The EOC Coordinator is responsible for operation of the EOC when it is activated and has overall responsibility for coordinating resources in support of emergency operations. In general, the EOC Coordinator is responsible for:

- Maintaining EOC operations in accordance with the principles of ICS and NIMS.
- Approving and supporting implementation of an IAP.
- Coordinating activities in support of emergency operations.
- Approving release of information through the PIO.
- Performing the duties of the following Command Staff if no one is assigned to the position:

## 5. Command and Control

- Safety Officer
  - PIO
  - Liaison Officer
- At any time, if the incident expands or contracts, changes in jurisdiction or discipline, or becomes more or less complex, the EOC Coordinator may change to meet the needs of the incident.

### 5.5.2 Emergency Operations Center Command Staff

#### 5.5.2.1 Safety Officer

The Safety Officer is responsible for the safety of emergency response personnel, EOC Command and General Staff, and their operations. The Safety Officer's responsibilities include:

- Identifying initial hazards, determining personal protective equipment requirements, and defining decontamination areas.
- Implementing site and access control measures.
- Monitoring and assessing the health and safety of response personnel and support staff.
- Preparing and implementing a site Health and Safety Plan and updating the EOC Coordinator, on-scene Incident Command, and Operations Chief(s) as necessary regarding safety issues or concerns.
- Exercising emergency authority to prevent or stop unsafe acts.

#### 5.5.2.2 Public Information Officer

The PIO will coordinate and manage the County's public information network, including local, regional, and State agencies, County officials, and other emergency management stakeholders. The PIO's duties include:

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

## 5. Command and Control

### 5.5.2.3 Liaison Officer

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

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

The annexes attached to this plan contain general guidelines for County staff, volunteer organizations, neighboring jurisdictions, County officials and departments/offices, and other response agency staff to carry out assigned Command Staff responsibilities at the EOC and neighboring jurisdictions.

### 5.5.3 Emergency Operations Center General Staff

#### 5.5.3.1 Operations Section

The Operations Section Chief position may be filled by the lead agency managing response activities for a specific type of incident. The Operations Section is organized into Branches representing ESF's and coordinating with agencies involved in tactical operations. The following ESFs might be activated to support the Operations Section:

- **Fire/EMS Branch (ESF 4 – Firefighting, ESF 10 – Hazardous Materials, ESF 8 – Health and Medical [EMS]).** Incidents dealing with fire, earthquake with rescue, or hazardous materials.
- **Law Enforcement/SAR Branch (ESF 16 – Law Enforcement, ESF 9 – Search and Rescue).** Incident(s) involving civil disorder/disturbance, significant security/public safety concerns, transportation-related accidents, and/or criminal investigations. Incidents requiring search and rescue operations.
- **Health Branch (ESF 8 – Health and Medical [Public Health]) –** contamination issues, disease outbreaks, and/or emergency incidents posing threats to human, animal, and environmental health.

## 5. Command and Control

- **Human Services Branch (ESF 6 – Mass Care, ESF 11 – Food and Water)** – emergencies that require care and shelter of impacted populations.
- **Infrastructure Branch (ESF 1 – Transportation, ESF 3 – Public Works, and ESF 12 – Energy)** - incidents resulting in major utility disruptions, damage to critical infrastructure, and building collapse. Depending on the complexity of the incident, Energy may be broken out as its own group.
- Private entities, companies, and nongovernmental organizations may also support the Operations Section. Examples of support these organizations may provide include:
  - Grass roots social media support for situational awareness, as well as identifying and connecting resources to community members in need
  - Non-hazardous debris clearance collection and disposal

The EOC Operations Chief is responsible for:

- Developing and coordinating activities to carry out the IAP.
  - Coordinating informational and resource needs for field response activities
  - Directing implementation of unit operational plans
  - Requesting resources as needed
- Managing and incorporating community partners and stakeholders (private entities, companies, and nongovernmental organizations) into response operations.

### 5.5.3.2 Planning Section

The Planning Section (ESF 5 – Information and Planning) is responsible for forecasting the needs of the response as well as implementing appropriate procedures and processes. This section is typically supported by four primary units: Resources, Situation, Documentation, and Demobilization. The Planning Section Chief is responsible for:

- Collecting and evaluating information and distributing incident information through status summaries.
  - Weather, maps, data collection
  - For terrorist incidents, liaise with the State Fusion Center
- Maintaining resource status.
- Preparing and disseminating the IAP including developing alternatives for tactical operations.

## 5. Command and Control

- Conducting planning meetings.

*See ESF 5 – Information and Planning for more detail.*

### 5.5.3.3 Logistics Section

The Logistics Section (ESF 7 – Resource Support) is typically supported by the units responsible for supplies, food, communications, medical services, facilities, and ground support. Depending on the type and size of the incident, these units can be divided into two branches: Service and Support. The Logistics Section Chief is responsible for:

- Managing various resources to meet the needs of incident personnel, such as transportation-related equipment, EOC staff support services, supplies, facilities, and personnel.
- Coordinating with the Planning Section to estimate future support and resource requirements.
- Assisting with development and preparation of the IAP.

*See ESF 7 – Resource Support for more detail.*

### 5.5.3.4 Finance Section

The Finance/Administration Section is activated for large-scale incidents or incidents that require emergency funding or use of specialized services and equipment that are not within the County's resources. Potential units assigned to this section include Compensation/Claims, Procurement, Cost, and Time. Conversely, during some incidents, responding agencies may not require outside assistance, or relatively minor finance or administrative operations are otherwise required. In these instances, the Finance/Administration section can be staffed by a technical specialist in the Planning Section. The Finance and Administration Section Chief is responsible for:

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

### 5.5.4 Unified Command

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

5. Command and Control

Table 5-1 presents a comparison of a single Incident Commander and Unified Command.

<b>Table 5-1 Comparison of Single Incident Commander and Unified Command</b>	
<b>Single Incident Commander</b>	<b>Unified Command</b>
<p>The Incident Commander is solely responsible (within the confines of his or her authority) for establishing incident objectives and strategies.</p> <p>The Incident Commander is directly responsible for ensuring that all areas of functional activity directly support accomplishing the overall strategy.</p>	<p>The individuals designated by their jurisdictional and organizational authorities (or by agencies within a single jurisdiction) must jointly determine objectives, strategies, plans, resource allocations, and priorities and work together to execute integrated incident operations and maximize the use of assigned resources.</p>

Source: ICS-300: Intermediate ICS for Expanding Incident Student Manual.

**5.5.5 Area Command**

An Area Command is a management structure established to oversee the organization of multiple incidents handled by separate ICS organizations, or very large incidents that involve multiple ICS organizations. Area Command is activated only if necessary, depending on the complexity of the incident and span-of-control, and does not have operational responsibilities. If activated, the Area Command:

- Sets overall incident-related priorities:
  - De-conflicts incident management objectives with other ICS organizations and established policies.
  - Allocates critical resources according to incident-related priorities.
  - Identifies critical resource needs and reports them to the EOCs.
- Conducts oversight:
  - Ensures proper management and effective communications and provides for personnel accountability and a safe operating environment.
  - Ensures that short-term emergency recovery is coordinated to assist in the transition to full recovery operations.

**5.5.6 Multi-Agency Coordination**

In the event that the County is coordinating a response with other jurisdictions or agencies with authority over the incident, it may choose to implement a Multi-



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**5. Command and Control**

Agency Coordination Group (MAC Group). Typically, administrators/executives, or their appointed representatives, who are authorized to commit agency resources and funds are brought together to form MAC Groups. A MAC Group can provide coordinated decision making and resource allocation among cooperating agencies and may establish the priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities. A MAC Group acts as the policy group to a Multi-Agency Coordination Center.

*See the Central Oregon Multi-Agency Coordination Plan for additional detail.*

# 6

## Plan Development, Maintenance and Implementation

*Section 6 of the EOP outlines the plan development process, describes plan maintenance and improvement processes, and provides plan training and exercise requirements.*

### 6.1 Plan Review and Maintenance

If a plan is to be effective, its contents must be known and understood by those who are responsible for its implementation. The Emergency Manager will brief their appropriate public and private officials concerning their roles in emergency management and ensure proper distribution of the plan, including any amendments made to the plan.

The EOP will be re-promulgated at a minimum of every four years and reviewed every two years. This review will be coordinated by the Emergency Manager and will include participation by members from each of the agencies assigned as leads in this EOP and its supporting annexes. This review will:

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

In addition, lead agencies will review the annexes and appendices assigned to their respective agencies.

#### **Recommended changes should be forwarded to:**

Emergency Manager  
Deschutes County Sheriff's Office  
63333 W. Highway 20  
Bend, OR 97703

## 6. Plan Development, Maintenance, and Implementation

<b>Section</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>2029</b>	<b>2030</b>
Base Plan (Update and promulgation)	X				X		
Base Plan (Review and non-substantive update)			X				X
Emergency Support Function Annexes	As needed but reviewed no less than at promulgation						
Support Annexes	As needed but reviewed no less than at promulgation						
Incident Annexes	As needed but reviewed no less than at promulgation						

Notwithstanding the regular update schedule, the EOP may be reviewed on an annual basis, gathering updates from other sources such as local, State, and Federal agencies. EOP review will also focus on integration of NIMS guidance.

### 6.2 Training Program

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

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

Current training and operational requirements set forth under NIMS have been adopted and implemented by the County (see minimum training requirements in Table 6-1). The Emergency Manager maintains records and lists of training received by County personnel. Training requirements apply to all first responders and disaster workers, including first-line supervisors, middle management, and Command and General Staff, as well as:

- EMS personnel
- Firefighters
- Law enforcement personnel
- Public works/utility personnel
- Hospital staff and public health personnel
- Skilled support personnel

## 6. Plan Development, Maintenance, and Implementation

- Other emergency management response personnel
- Support/volunteer personnel at all levels

<b>Table 6-2 Minimum Training Requirements</b>	
<b>Emergency Personnel</b>	<b>Training Required</b>
Direct role in emergency management or emergency response	ICS-100b IS-700a
First-line supervisors, mid-level management, and Command and General Staff	ICS-100b, -200a IS-700a
Supervisory role in expanding incidents or a management role in an EOC	ICS-100b, -200a, -300 IS-700a
Management capacity in an IMT, Area Command or EOC	ICS-100b, -200a, -300, -400 IS-700a, -701a
PIOs	IS-702a
Resource management	IS-703a
Communication or incident information systems	IS-701a
Development of mutual aid agreements and/or mutual aid operational plans	IS 706
Planning	IS-800b
<i>Additional information about training requirements can be found on the OEM website at <a href="http://www.oregon.gov/OMD/OEM/plans_train/docs/nims/nims_who_takes_what.pdf">http://www.oregon.gov/OMD/OEM/plans_train/docs/nims/nims_who_takes_what.pdf</a>. Independent study courses can be found at <a href="http://training.fema.gov/IS/crslist.asp">http://training.fema.gov/IS/crslist.asp</a>.</i>	

### 6.3 Exercise Program

The County will conduct exercises on a regular basis to test and evaluate this EOP. The County will coordinate with agencies; organizations (nonprofit, for profit, and volunteer); neighboring jurisdictions; and State and Federal government to participate in joint exercises. These exercises will consist of a variety of tabletop exercises, drills, functional exercises, and full-scale exercises.

As appropriate, the County will use Homeland Security Exercise and Evaluation Program procedures and tools to develop, conduct, and evaluate these exercises.

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

### 6.4 Event Critique and After-Action Reporting

In order to document and track lessons learned from exercises, the Emergency Manager will conduct a review, or "hot wash," with exercise participants after each exercise. The Emergency Manager will also coordinate an AAR, which will

## 6. Plan Development, Maintenance, and Implementation

describe the objectives of the exercise, document the results of the evaluation, and improve the County's readiness.

Reviews and AARs will also be facilitated after an actual disaster. All agencies involved in the emergency response will participate in the AAR. The AAR following an incident should describe actions taken, identify equipment shortcomings and strengths, and recommend ways to improve operational readiness.

Recommendations may include future exercise events and programs. Success stories and lessons learned should be submitted to the Emergency Manager to capture in lessons learned documentation. The Emergency Manager will ensure that equipment, training, and planning shortfalls identified following an incident are addressed by the County's EMO.

### 6.5 Community Outreach and Preparedness Education

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

Information about the County's public education programs, hazard and mitigation information, and other emergency management and emergency services can be found on the County's emergency management website at: <https://sheriff.deschutes.org/divisions/special-services/emergency-management/>.

## 6. Plan Development, Maintenance, and Implementation

### 6.6 Funding and Sustainment

It is a priority of the County to fund and maintain an EMO that ensures the County's ability to respond to and recover from disasters. The Emergency Manager will work with the Sheriff, County Administrator, Board of County Commissioners and community stakeholders to:

- Identify funding sources for emergency management programs, personnel, and equipment.
- Ensure that the Board of County Commissioners is informed of progress toward building emergency response and recovery capabilities and is aware of gaps to be addressed.
- Leverage relationships with local, regional, and State partners to maximize use of scarce resources.

# A

## Authorities and References

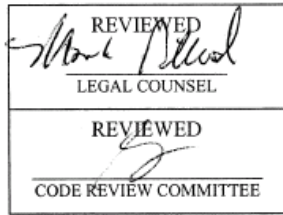
## Appendix A. Authorities and References

Federal
<ul style="list-style-type: none"> <li>– Federal Emergency Management Agency (FEMA) Policy               <ul style="list-style-type: none"> <li>○ Crisis Response and Disaster Resilience 2030 (January 2012)</li> <li>○ FDOC 104-008-1: A Whole Community Approach to Emergency Management (December 2011)</li> <li>○ FEMA Administrator’s Intent (2018-2022)</li> <li>○ FEMA Incident Management and Support Keystone (January 2011)</li> <li>○ FEMA Publication: 1 The Federal Emergency Management Agency (November 2010)</li> <li>○ FEMA Strategic Plan 2022-2026</li> <li>○ National Disaster Housing Strategy (January 2009)</li> <li>○ National Disaster Recovery Framework (June 2016)</li> <li>○ National Incident Management System (October 2017)</li> <li>○ National Preparedness Goal (September 2015)</li> <li>○ National Response Framework (October 2019)</li> </ul> </li> <li>– Executive Order 13347, July 2004, Individuals with Disabilities in Emergency Preparedness</li> <li>– Homeland Security Presidential Directive 5: Management of Domestic Incidents (2003)</li> <li>– Pet Evacuation and Transportation Standards Act of 2006, Public Law 109-308, 2006</li> <li>– Presidential Policy Directive 8: National Preparedness (2008)</li> <li>– Public Law 107-296 The Homeland Security Act of 2002</li> <li>– Public Law 109-295 The Post-Katrina Emergency Management Reform Act (2007)</li> <li>– Public Law 93-288 Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended (last amended October 2018)</li> </ul>
State of Oregon
<ul style="list-style-type: none"> <li>– Oregon Administrative Rules Chapter 104 Department of Emergency Management</li> <li>– Oregon Revised Statutes (ORS) 279B.080 Emergency Procurements</li> <li>– ORS 294.481 Authorization to Receive Grants or Borrow or Expend Moneys to Respond to Public Emergency</li> <li>– ORS 401 Emergency Management and Services</li> <li>– ORS 402 Emergency Mutual Assistance Agreements</li> <li>– ORS 403 Public Safety Communications System</li> <li>– ORS 404 Search and Rescue</li> <li>– ORS 431 State and Local Administration and Enforcement of Health Laws</li> <li>– ORS 433 Disease and Condition Control; Mass Gatherings; Indoor Air</li> <li>– ORS 476 State Fire Marshal; Protection From Fire Generally</li> <li>– ORS 477 Fire Protection of Forests and Vegetation</li> <li>– State of Oregon Comprehensive Emergency Management Plan</li> </ul>
County
<ul style="list-style-type: none"> <li>– Succession and Emergency Declaration Ordinance #2203-037</li> <li>– Ordinance #2007-015</li> </ul>



Appendix A. Authorities and References

The following pages contain County Ordinance No. 2003-037, addressing county succession and authority to declare a local emergency.



For Recording Stamp Only

BEFORE THE BOARD OF COUNTY COMMISSIONERS OF DESCHUTES COUNTY, OREGON

An Ordinance Amending the Deschutes County Code Chapter 2.04 by Adding Section 2.04.055 Establishing the Chain of Succession for Executive Responsibility in an Emergency, and Declaring an Emergency.	* * * *	ORDINANCE NO. 2003-037
--	------------------	------------------------

WHEREAS, Deschutes County Code (“DCC”) Chapter 2.04 sets out the workings of the Board of County Commissioners; and

WHEREAS, the Board of County Commissioners finds it in the best interest of the County to establish the chain of succession for executive responsibility for the county in the event of an emergency; now, therefore,

THE BOARD OF COUNTY COMMISSIONERS OF DESCHUTES COUNTY, OREGON, ORDAINS as follows:

Section 1. That Deschutes County Code Chapter 2.04, Board of County Commissioners, is amended by adding Section 2.04.055 to read as follows:

**2.04.055 Executive Responsibility-Chain of Succession – State of Emergency.**

A. The Chair of the Board of County Commissioners is the chief executive local authority for the unincorporated area of the county and is principally responsible for assuming centralized control over all county departments, divisions and offices once the Board declares a state of emergency. If circumstances prohibit the timely action of the Board of County Commissioners, the Chair of the Board of County Commissioners may declare such a state of emergency, provided the Chair seeks and obtains approval from a majority of the Board at the first available opportunity.

A state of emergency exists whenever the unincorporated area of the county or any part thereof 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 the public health, safety and welfare. Such an event shall include, but not be limited to the following:

## Appendix A. Authorities and References

1. A civil disturbance or riot;
2. A disaster such as flood, windstorm, snow or ice storm, earthquake, volcanic eruption or related activity, fire, explosion or epidemic;
3. The declaration of a war-caused national emergency;
4. Any major disruption of community services such as transportation, power supply, water supply, sanitation or communications; and/or
5. A health hazard, whether natural or manmade.

The Chair of the Board of County Commissioners is also responsible for performing the Board of County Commissioner's duties to declare a state of emergency, designate emergency area(s), and/or impose regulations when the Board of County Commissioners is unable or unavailable to perform such duties.

B. In the event that the Chair of the Board of County Commissioners is unable or unavailable to perform his/her duties under this section, the duties shall be performed by:

1. The vice chair of the Board of County Commissioners; or,
2. If the vice chair of the Board of County Commissioners is unable or unavailable to perform, the third member of the Board of County Commissioners; or
3. If no member of the Board of County Commissioners is able or available to perform, then the Sheriff of Deschutes County; or
4. If no member of the Board of County Commissioners is able or available to perform, and the Sheriff is unable or unavailable to perform, then the Undersheriff; or
5. If no member of the Board of County Commissioners is able or available to perform, and the Sheriff and Undersheriff are unable or unavailable to perform, then the County Administrator.

C. The powers of the successor to the Board of County Commissioners or the Chair of the Board shall be limited to those set forth in this section and the duration of succession shall be until such time as the person of higher priority as set out in this section is able and available to perform such duties.

Section 2. EMERGENCY. This Ordinance being necessary for the immediate preservation of the public peace, health and safety, an emergency is declared to exist, and this Ordinance takes effect on its passage.

Appendix A. Authorities and References

DATED this 29 day of October, 2003.

BOARD OF COUNTY COMMISSIONERS  
OF DESCHUTES COUNTY, OREGON

*Dennis R. Luke*  
DENNIS R. LUKE, Chair

*- absent -*  
TOM DEWOLF, Commissioner

*Michael M. Daly*  
MICHAEL M. DALY, Commissioner

Date of 1<sup>st</sup> Reading: 29 day of October, 2003.

Date of 2<sup>nd</sup> Reading: 29 day of October, 2003.

Record of Adoption Vote

Commissioner	Yes	No	Abstained	Excused
Dennis R. Luke	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Tom DeWolf	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Michael M. Daly	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Effective date: 29 day of October 2003.

ATTEST:

*Bonnie Baker*  
Recording Secretary

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# B

## Disaster Declaration Forms

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\_\_\_\_\_  
LEGAL COUNSEL

|

For Recording Stamp only

**BEFORE THE BOARD OF COUNTY COMMISSIONERS  
OF DESCHUTES COUNTY, OREGON**

A Resolution of Deschutes County, Oregon \*  
Declaring a State of Emergency Within \* RESOLUTION NO.  
Deschutes County \*

WHEREAS, due to \_\_\_\_\_ in Deschutes County; and  
WHEREAS, the portion of Deschutes County lying \_\_\_\_\_ is affected;  
and  
WHEREAS, that the County of Deschutes, having exhausted its resources; and  
WHEREAS, the emergency situation appears to be of such a magnitude and severity, with  
the likelihood of continuing for the next several days, that it is beyond the County's response  
capability;

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF  
DESCHUTES COUNTY, OREGON, as follows:

Section 1. Under the emergency powers granted by ORS 401.305 et. seq., declare herein  
that a "State of Emergency" exists within Deschutes County due to the fact that local resources  
are being depleted and request the Governor declare Deschutes County a disaster area.

///  
///  
///

Section 2. Further, the Deschutes County Sheriff's Office are hereby directed to take all  
necessary steps authorized by law to secure the persons and property of the citizens of  
Deschutes County.

Section 3. State assistance is requested immediately and includes the following: State and/or Federal financial assistance for the recovery phase.

DATED this \_\_\_\_ day of \_\_\_\_\_, 20\_\_.

BOARD OF COUNTY COMMISSIONERS  
FOR DESCHUTES COUNTY, OREGON

\_\_\_\_\_  
\_\_\_\_\_, Chair

ATTEST:

\_\_\_\_\_  
\_\_\_\_\_, Commissioner

\_\_\_\_\_  
Recording Secretary

\_\_\_\_\_  
\_\_\_\_\_, Commissioner  
\_\_\_\_\_

Deschutes County Counsel

Forwarded to Oregon Department of Emergency Management at \_\_\_\_\_ (time) on  
\_\_\_\_\_, 20\_\_



REVIEWED  
\_\_\_\_\_  
LEGAL COUNSEL

|

For Recording Stamp only

**BEFORE THE BOARD OF COUNTY COMMISSIONERS  
OF DESCHUTES COUNTY, OREGON**

A Resolution of Deschutes County, Oregon \*  
Declaring a State of Emergency Within \* RESOLUTION NO.  
Deschutes County \*

WHEREAS, the County of Deschutes is faced with an emergency situation due to the \_\_\_\_\_ beginning at \_\_\_\_\_ hours during \_\_\_\_\_ of \_\_\_\_\_, 20\_\_\_\_, and

WHEREAS, the respective Mayor's/Administrators of the cities of \_\_\_\_\_ and \_\_\_\_\_ have determined that extraordinary measures must be taken to protect lives, road systems, and/or property and have contacted the county for assistance, and

NOW, THEREFORE, BE IT PROCLAIMED AND DECLARED BY THE BOARD OF COUNTY COMMISSIONERS OF DESCHUTES COUNTY, OREGON:

Section 1. A state of disaster is declared within Deschutes County.

Section 2. The joint Emergency Management Plan has been implemented.

Section 3. ORS 401.305 et. seq., regarding Powers of Local Government in Emergency Service procedures providing the basis for invoking this emergency declaration for a period of seven (7) days from the date hereof, unless the same is continued by further action of the Board of County Commissioners of Deschutes County, Oregon.

///

///

///

Section 4. That this Resolution declaring a State of Disaster Within Deschutes County shall take effect immediately upon execution.

DATED this \_\_\_\_ day of \_\_\_\_\_, 20\_\_ at \_\_\_\_ hours.

BOARD OF COUNTY COMMISSIONERS FOR  
DESCHUTES COUNTY, OREGON

\_\_\_\_\_

\_\_\_\_\_, Chair

\_\_\_\_\_

Deschutes County Counsel

REVIEWED  
\_\_\_\_\_  
LEGAL COUNSEL

|

For Recording Stamp only

**BEFORE THE BOARD OF COUNTY COMMISSIONERS  
OF DESCHUTES COUNTY, OREGON**

A Resolution of Deschutes County, Oregon \*  
Declaring a State of Emergency Within \* RESOLUTION NO.  
Deschutes County \*

WHEREAS, Deschutes County, Oregon has requested the declaration of an emergency due to \_\_\_\_\_, and

WHEREAS, the conditions necessitating declaration of a state of emergency continues to exist; and dire consequences of this emergency create an imminent threat to the safety, lives and property of the citizens of Deschutes County, and

WHEREAS, Deschutes County is unable to respond or recover from this emergency adequately, and

WHEREAS, ORS 401.305 et. seq., provides the authority for emergency response in emergency situations and that this proclamation shall remain in effect for a period not to exceed \_\_\_\_ days unless amended or extended by further action of this governing body, and

WHEREAS, a quorum of the Deschutes County Board of Commissioners is not available to sign a resolution declaring said portion of Deschutes County to be in a state of emergency,

NOW, THEREFORE, AS CHAIR OF THE BOARD OF COUNTY COMMISSIONERS OF DESCHUTES COUNTY, OREGON:

I hereby request the Governor to declare that portion of \_\_\_\_\_ (Map attached) to be in a state of emergency in accordance with ORS 401.165 and direct the appropriate State Agencies to take those steps necessary to assist the county with this problem,

Furthermore: The County of Deschutes requests the State to supply \_\_\_\_\_ .

///

///

Furthermore: This requested declaration is to take effect immediately in accordance with the provisions of ORS 401.165 and may only be terminated as allowed by law and upon consent from the State of Oregon and the County of Deschutes.

DATED this \_\_\_\_ day of \_\_\_\_\_, 20\_\_.

BOARD OF COUNTY COMMISSIONERS  
FOR DESCHUTES COUNTY, OREGON

\_\_\_\_\_

\_\_\_\_\_, Chair

\_\_\_\_\_

Deschutes County Counsel

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# C

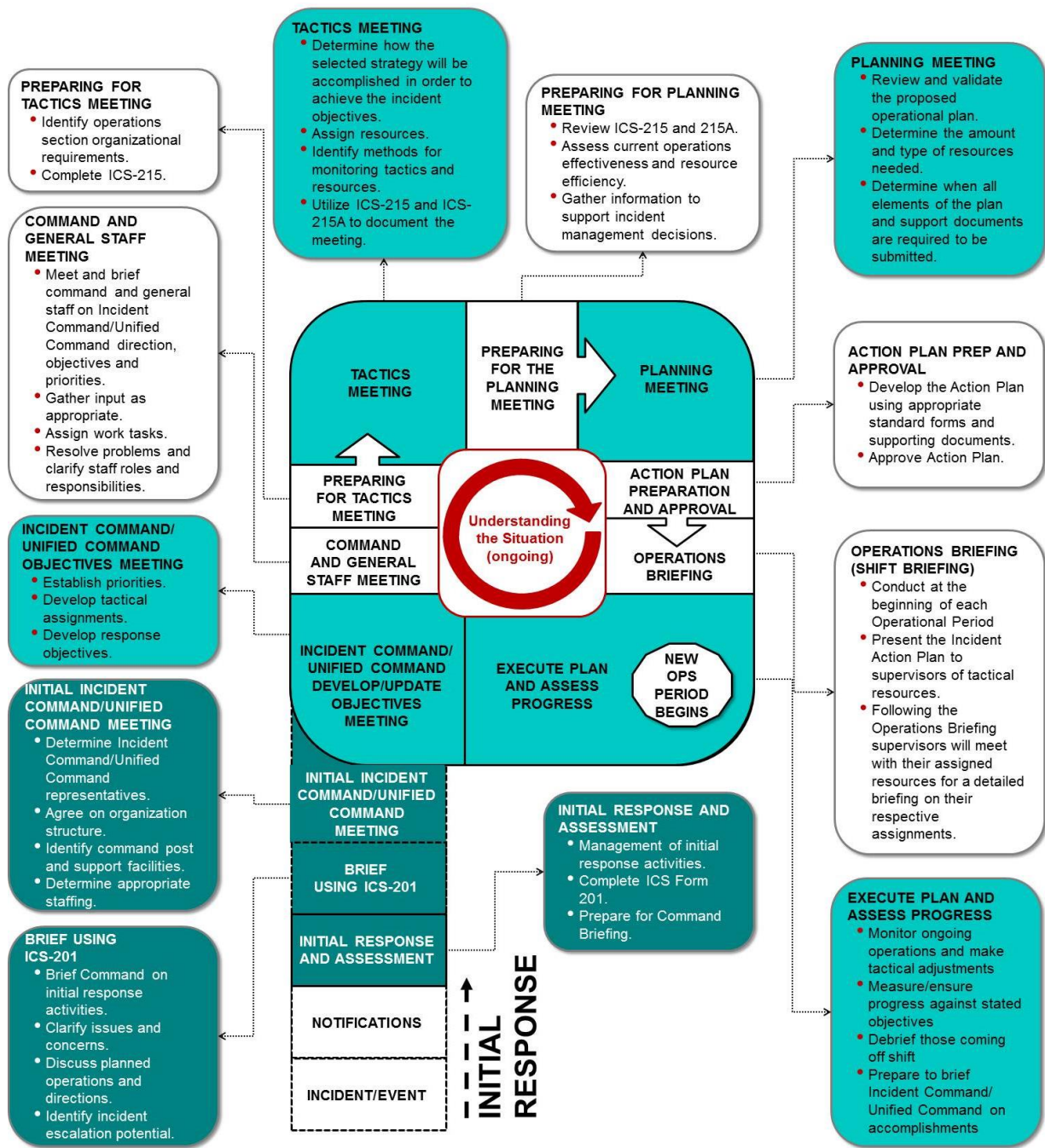
## **Incident Action Planning Cycle**

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Appendix C. Incident Action Planning Cycle

An IAP is the vehicle by which Incident Command communicates their expectations and provides collaboration and participation throughout all levels of incident management. A complete IAP facilitates successful incident operations and provides a basis for evaluating performance in achieving incident objectives. The Planning “P” in Figure D-1 is a guide to the process and steps involved in planning for an incident. The leg of the “P” describes the initial response period whereas the top of the leg of the “P” is the beginning of the first operational planning period cycle.

Figure C-1 Planning “P”





## Appendix C. Incident Action Planning Cycle

An Incident Action Plan should be comprised of the items listed in Table D-1, along with pertinent information on each item.

<b>Order</b>	<b>ICS Form</b>	<b>Title</b>	<b>Required</b>	<b>Prepared By</b>
1	200	Cover Sheet	Always	Planning Support Unit Leader
2	202	Incident Objectives	Always	Situation Unit Leader
3	205	Incident Radio Communications Plan	As the incident requires – Radio Use	Communications Unit Leader
4	205A	Incident Telephone Communications Plan	Always	Resource Unit Leader
5	207	Incident Organization Chart	Always	Resource Unit Leader
6		Incident Map	Always	Situation Unit Leader /GIS Unit
7	204	Assignment List	Always	Resource Unit Leader
8	220	Air Operations Summary	As the incident requires – Air Ops	Operations Section Chief/Air Operations Branch
9	206	Medical Plan	Always	Safety Officer
10	230	Meeting Schedule	Always	Situation Unit Leader
11	213	General Message	Optional	Any Message Originator
12	Other components as needed		Optional	Planning Support

*For more information, see FEMA's Incident Action Planning Guide, June 2012*

# D

## **Agreements and Memorandums of Understanding**

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Appendix D. Agreements and Memorandums of Understanding

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**Appendix D. Agreements and Memorandums of Understanding**

The following Mutual Aid Agreements are in place for Deschutes County and its municipalities.

- Central Oregon Fire Chiefs Mutual Aid
- Central Oregon Public Works Partnership
- Central Oregon Cooperative Policing Agreement
- Oregon Resource Coordination Assistance Agreement (ORCAA)
- Deschutes County Victim and Social Services Emergency Response

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Appendix D. Agreements and Memorandums of Understanding

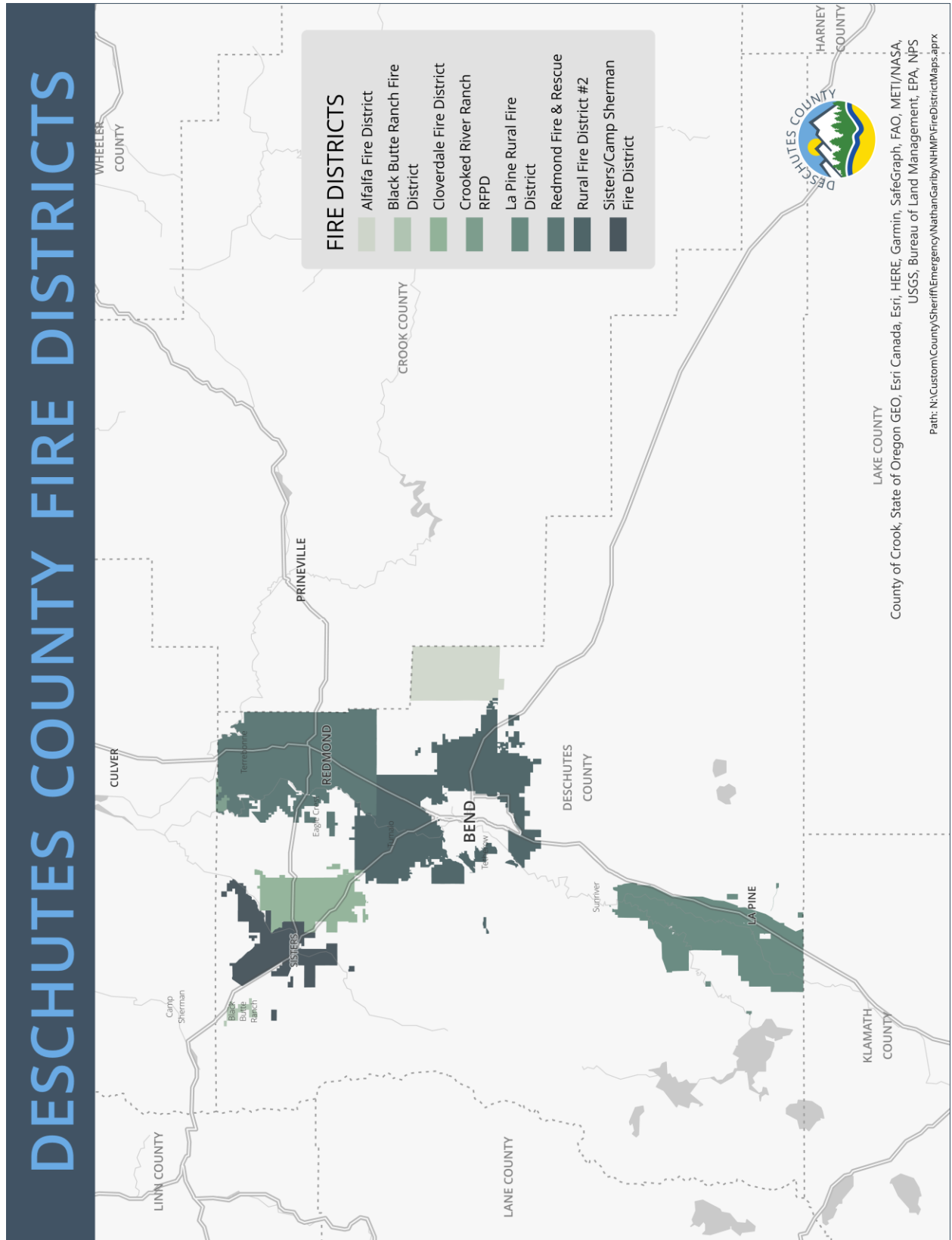
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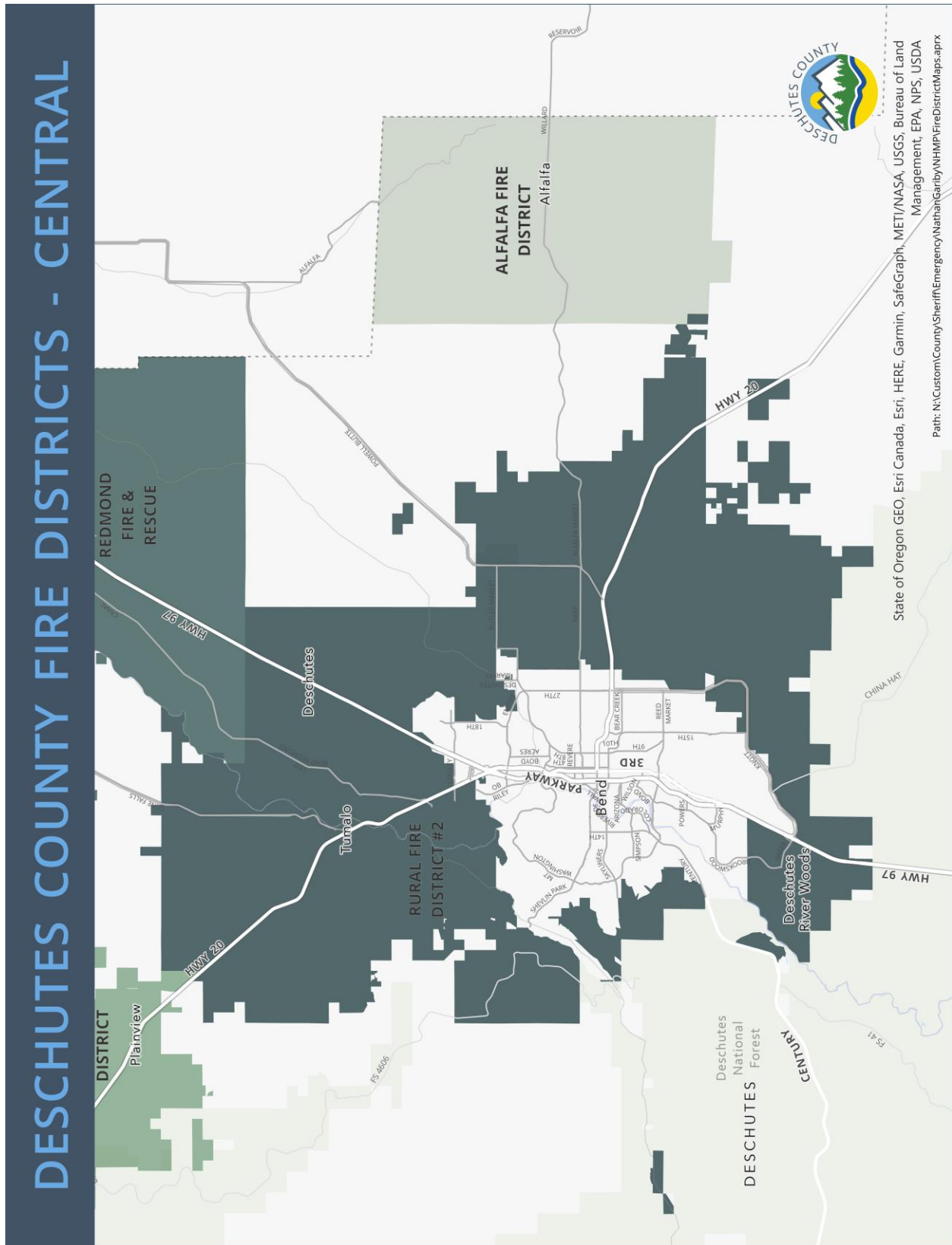
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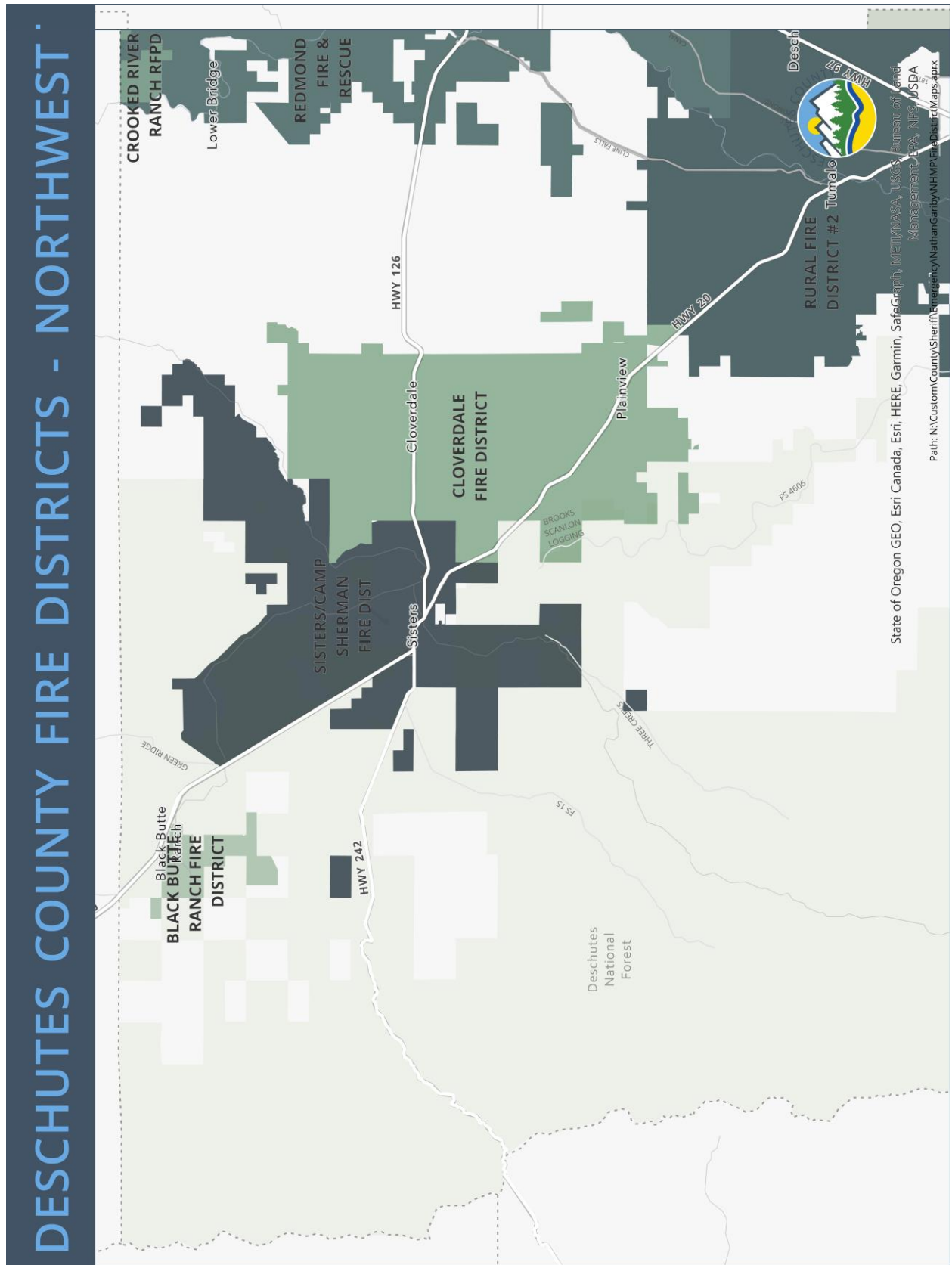
## Maps

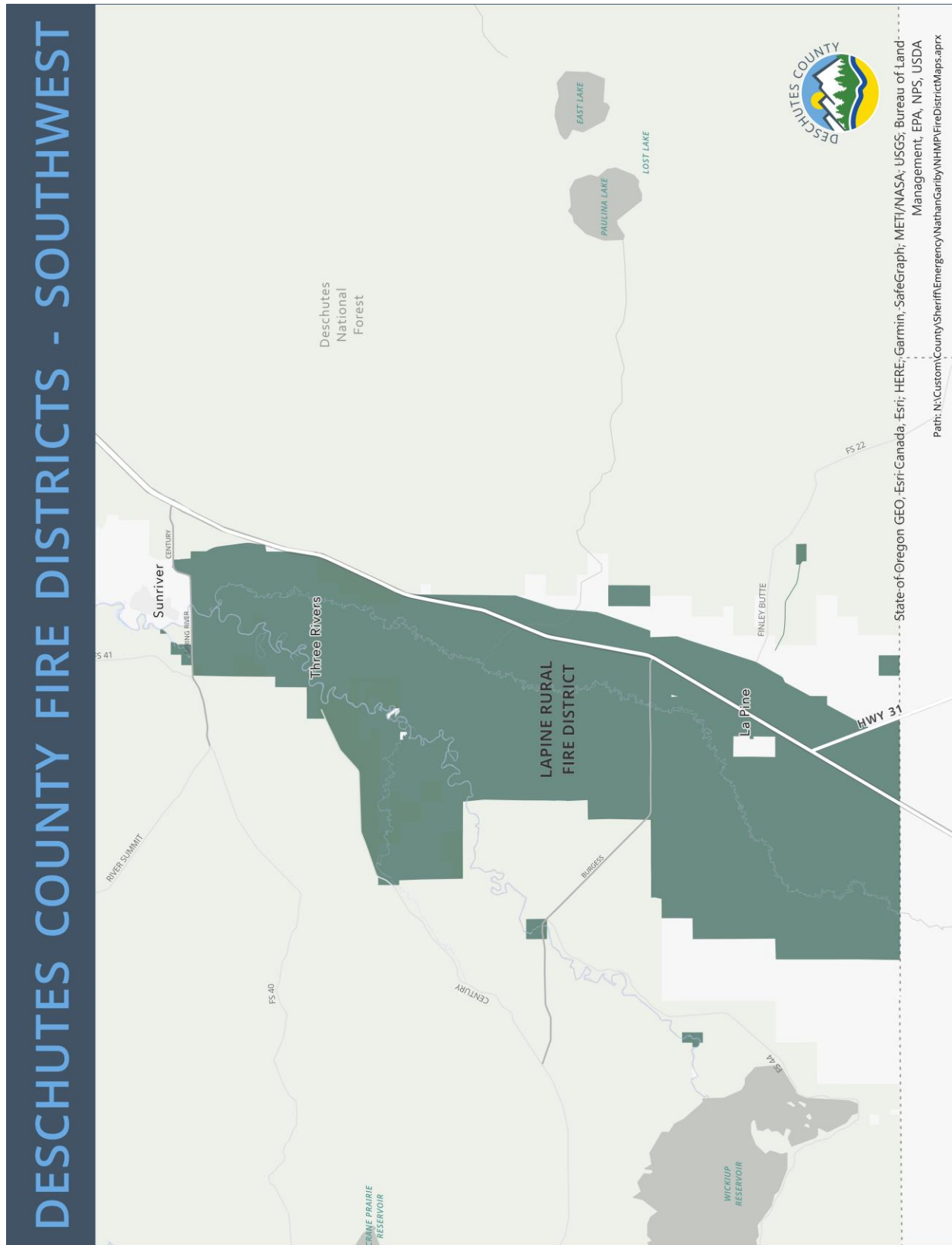
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# F

## Acronyms and Glossary

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## Appendix F. Acronyms and Glossary

**Acronyms**

AAR	After Action Report
ADA	Americans with Disabilities Act
CERT	Community Emergency Response Teams
CIKR	Critical Infrastructure and Key Resources
COAD	Community Organizations Active in Disaster
COFMS	Central Oregon Fire Management Services
COOP	Continuity of Operations
DHS	Department of Human Services
EAS	National Emergency Alert System
ECC	Emergency Coordination Center
EMO	Emergency Management Organization
EMP	State of Oregon Emergency Management Plan
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
HazMat	Hazardous Materials
HSEEP	Homeland Security Exercise and Evaluation Program
HSPD-5	Homeland Security Presidential Directive 5
IA	Incident Annex
IAP	Incident Action Plan
ICS	Incident Command System
IDA	Initial Damage assessment
JIC	Joint Information Center
JIS	Joint Information System
MAC	Multi-Agency Coordination
MOU	Memorandum of Understanding
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration

**Appendix F. Acronyms and Glossary**

NRF	National Response Framework
NSS	National Shelter System
ODF	Oregon Department of Forestry
ODOT	Oregon Department of Transportation
ODEM	Oregon Department of Emergency Management
OERS	Oregon Emergency Response Service
ORS	Oregon Revised Statutes
ORWARN	Oregon Water/Wastewater Agency Response Network
OSP	Oregon State Police
OTFC	Oregon Terrorism Information Threat Assessment Network Fusion Center
PDA	Preliminary Damage Assistance
PIO	Public Information Officer
Red Cross	American Red Cross
SA	Support Annex
SOP	Standard Operating Procedure
State	State of Oregon (governing body)
TITAN	Oregon Terrorism Information Threat Assessment Network
USDA	United States Department of Agriculture
VA	Veterans Administration
ORVOAD	Oregon Volunteer Organizations Active in Disaster
VOIP	Voice-Over Internet Protocol



## Appendix F. Acronyms and Glossary

## Glossary of Key Terms

**Accessible:** Having the legally required features and/or qualities that ensure easy entrance, participation, and usability of places, programs, services, and activities by individuals with a wide variety of disabilities.

**Acquisition Procedures:** A process used to obtain resources to support operational requirements.

**Agency:** A division of government with a specific function offering a particular kind of assistance. In the Incident Command System, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance). Governmental organizations are most often in charge of an incident, though in certain circumstances private-sector organizations may be included. Additionally, nongovernmental organizations may be included to provide support.

**Agency Administrator/Executive:** The official responsible for administering policy for an agency or jurisdiction. An Agency Administrator/Executive (or other public official with jurisdictional responsibility for the incident) usually makes the decision to establish an Area Command.

**Agency Dispatch:** The agency or jurisdictional facility from which resources are sent to incidents.

**Agency Operations Center (AOC):** An Emergency Operations Center (EOC) specific to a single agency. The focus of an AOC is on internal agency incident management and response. AOCs are often linked to and, in most cases, are physically represented in a combined agency EOC by authorized agent(s) for the agency.

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

**All-Hazards:** Describing an incident, natural or manmade, that warrants action to protect life, property, environment, and public health or safety, and to minimize disruptions of government, social, or economic activities.

**Allocated Resource:** Resource dispatched to an incident.

**Area Command:** An organization established to oversee the management of multiple incidents that are each being handled by a separate Incident Command System organization or to oversee the management of a very large or evolving incident that has multiple Incident Management Teams engaged. An Agency Administrator/Executive or other public official with jurisdictional responsibility for the incident usually makes the decision to establish an Area Command. An

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**Appendix F. Acronyms and Glossary**

Area Command is activated only if necessary, depending on the complexity of the incident and incident management span-of-control considerations.

**Assessment:** The process of acquiring, collecting, processing, examining, analyzing, evaluating, monitoring, and interpreting the data, information, evidence, objects, measurements, images, sound, etc., whether tangible or intangible, to provide a basis for decision-making.

**Assigned Resource:** Resource checked in and assigned work tasks on an incident.

**Assignment:** Task given to a personnel resource to perform within a given operational period that is based on operational objectives defined in the Incident Action Plan.

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

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

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

**Badging:** The assignment of physical incident-specific credentials to establish legitimacy and limit access to various incident sites.

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

**Cache:** A predetermined complement of tools, equipment, and/or supplies stored in a designated location, available for incident use.

**Camp:** A geographical site within the general incident area (separate from the Incident Base) that is equipped and staffed to provide sleeping, food, water, and sanitary services to incident personnel.

**Categorizing Resources:** The process of organizing resources by category, kind, and type, including size, capacity, capability, skill, and other characteristics. This makes the resource ordering and dispatch process within and across organizations and agencies, and between governmental and nongovernmental entities, more efficient, and ensures that the resources received are appropriate to their needs.

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**Appendix F. Acronyms and Glossary**

**Central Oregon Emergency Information Network:** COEIN is a network of communicators from stakeholder agencies and organizations across Central Oregon committed to working together in emergency situations to respond to the communications and information needs of the public.

**Certifying Personnel:** The process of authoritatively attesting that individuals meet professional standards for the training, experience, and performance required for key incident management functions.

**Chain of Command:** The orderly line of authority within the ranks of the incident management organization.

**Check-In:** The process through which resources first report to an incident. All responders, regardless of agency affiliation, must report in to receive an assignment in accordance with the procedures established by the Incident Commander.

**Chief:** The Incident Command System title for individuals responsible for management of functional Sections: Operations, Planning, Logistics, Finance/Administration, and Intelligence/Investigations (if established as a separate Section).

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

**Command Staff:** The staff who report directly to the Incident Commander, including the Public Information Officer, Safety Officer, Liaison Officer, and other positions as required. They may have an assistant or assistants, as needed.

**Common Operating Picture:** An overview of an incident by all relevant parties that provides incident information enabling the Incident Commander/Unified Command and any supporting agencies and organizations to make effective, consistent, and timely decisions.

**Common Terminology:** Normally used words and phrases-avoiding the use of different words/phrases for same concepts to ensure consistency and to allow diverse incident management and support organizations to work together across a wide variety of incident management functions and hazard scenarios.

**Communications:** The process of transmission of information through verbal, written, or symbolic means.

**Communications/Dispatch Center:** Agency or interagency dispatch centers, 911 call centers, emergency control or command dispatch centers, or any naming convention given to the facility and staff that handles emergency calls from the public and communication with emergency management/response personnel. The center can serve as a primary coordination and support element of the Multi-agency Coordination System(s) (MACS) for an incident until other elements of the MACS are formally established.

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**Appendix F. Acronyms and Glossary**

**Complex:** Two or more individual incidents located in the same general area and assigned to a single Incident Commander or to Unified Command.

**Comprehensive Preparedness Guide 101:** A guide designed to assist jurisdictions with developing operations plans. It promotes a common understanding of the fundamentals of planning and decision-making to help emergency planners examine a hazard and produce integrated, coordinated, and synchronized plans.

**Continuity of Government:** A coordinated effort within the Federal Government's executive branch to ensure that National Essential Functions continue to be performed during a catastrophic emergency (as defined in National Security Presidential Directive 51/Homeland Security Presidential Directive 20).

**Continuity of Operations:** An effort within individual organizations to ensure that Primary Mission Essential Functions continue to be performed during a wide range of emergencies.

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

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

**Corrective Actions:** The implementation of procedures that are based on lessons learned from actual incidents or from training and exercises.

**Credentialing:** The authentication and verification of the certification and identity of designated incident managers and emergency responders.

**Critical Infrastructure:** Assets, systems, and networks, whether physical or virtual, so vital to the United States that the incapacitation or destruction of such assets, systems, or networks would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters.

**Delegation of Authority:** A statement provided to the Incident Commander by the Agency Executive delegating authority and assigning responsibility. The delegation of authority can include objectives, priorities, expectations, constraints, and other considerations or guidelines, as needed. Many agencies require written delegation of authority to be given to the Incident Commander prior to assuming command on larger incidents. (Also known as Letter of Expectation.)

**Demobilization:** The orderly, safe, and efficient return of an incident resource to its original location and status.

**Department Operations Center (DOC):** An Emergency Operations Center (EOC) specific to a single department or agency. The focus of a DOC is on internal

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**Appendix F. Acronyms and Glossary**

agency incident management and response. DOCs are often linked to and, in most cases, are physically represented in a combined agency EOC by authorized agent(s) for the department or agency.

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

**Director:** The Incident Command System title for individuals responsible for supervision of a Branch.

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

**Division:** The organizational level having responsibility for operations within a defined geographic area. Divisions are established when the number of resources exceeds the manageable span of control of the Section Chief. See Group.

**Emergency:** Any incident, whether natural or manmade, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

**Emergency Management Assistance Compact (EMAC):** A congressionally ratified organization that provides form and structure to interstate mutual aid. Through EMAC, a disaster-affected State can request and receive assistance from other member States quickly and efficiently, resolving two key issues up front: liability and reimbursement.

**Emergency Management/Response Personnel:** Includes Federal, State, territorial, Tribal, substate regional, and local governments, nongovernmental organizations, private sector-organizations, critical infrastructure owners and operators, and all other organizations and individuals who assume an emergency management role. (Also known as emergency responder.)

**Emergency Operations Center (EOC):** The physical location at which the coordination of information and resources to support incident management (on-scene operations) activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, medical services), by jurisdiction (e.g., Federal, State, regional, Tribal, City, County), or by some combination thereof.

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**Appendix F. Acronyms and Glossary**

**Emergency Operations Center Coordinator:** The title given to the person who heads the team that works in an EOC. The EOC Coordinator reports to the Policy Group and has overall authority/responsibility for coordinating the activities of the EOC.

**Emergency Operations Plan:** An ongoing plan for responding to a wide variety of potential hazards.

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

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

**Event:** A scheduled or nonscheduled activity (e.g., sporting event, concert, parade, etc.). See also Planned Event.

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

**Field Operations Guide:** Durable pocket or desk guides that contain essential information required to perform specific assignments or functions.

**Finance/Administration Section:** The Incident Command System Section responsible for all administrative and financial considerations surrounding an incident.

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

**General Staff:** A group of incident management personnel organized according to function and reporting to the Incident Commander. The General Staff normally consists of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief. An Intelligence/Investigations Chief may be established, if required, to meet incident management needs.

**Group:** An organizational subdivision established to divide the incident management structure into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. See Division.

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

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**Appendix F. Acronyms and Glossary**

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

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

**Incident Base:** The location at which primary Logistics functions for an incident are coordinated and administered. There is only one Base per incident. (Incident name or other designator will be added to the term Base.) The Incident Command Post may be co-located with the Incident Base.

**Incident Command:** The Incident Command System organizational element responsible for overall management of the incident and consisting of the Incident Commander (either single or unified command structure) and any assigned supporting staff.

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

**Incident Command Post (ICP):** The field location where the primary functions are performed. The ICP may be co-located with the Incident Base or other incident facilities.

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

**Incident Management:** The broad spectrum of activities and organizations providing effective and efficient operations, coordination, and support applied at all levels of government, utilizing both governmental and nongovernmental

## Appendix F. Acronyms and Glossary

resources to plan for, respond to, and recover from an incident, regardless of cause, size, or complexity.

**Incident Management Team (IMT):** An Incident Commander and the appropriate Command and General Staff personnel assigned to an incident. The level of training and experience of the IMT members, coupled with the identified formal response requirements and responsibilities of the IMT, are factors in determining "type," or level, of IMT.

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

**Information Management:** The collection, organization, and control over the structure, processing, and delivery of information from one or more sources and distribution to one or more audiences who have a stake in that information.

**Integrated Planning System:** A system designed to provide common processes for developing and integrating plans for the Federal Government to establish a comprehensive approach to national planning in accordance with the Homeland Security Management System as outlined in the National Strategy for Homeland Security.

**Intelligence/Investigations:** An organizational subset within ICS. Intelligence gathered within the Intelligence/Investigations function is information that either leads to the detection, prevention, apprehension, and prosecution of criminal activities-or the individual(s) involved-including terrorist incidents or information that leads to determination of the cause of a given incident (regardless of the source) such as public health events or fires with unknown origins. This is different from the normal operational and situational intelligence gathered and reported by the Planning Section.

**Interoperability:** Ability of systems, personnel, and equipment to provide and receive functionality, data, information and/or services to and from other systems, personnel, and equipment. Facilitates communication between both public and private agencies, departments, and other organizations, in a manner enabling them to operate effectively together. Allows emergency management/response personnel and their affiliated organizations to communicate within and across agencies and jurisdictions via voice, data, or video-on-demand, in real time, when needed, and when authorized.

**Job Aid:** Checklist or other visual aid intended to ensure that specific steps of completing a task or assignment are accomplished.

**Joint Field Office (JFO):** The primary Federal incident management field structure. The JFO is a temporary Federal facility that provides a central location



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**Appendix F. Acronyms and Glossary**

for the coordination of Federal, State, tribal, and local governments and private-sector and nongovernmental organizations with primary responsibility for response and recovery. The JFO structure is organized, staffed, and managed in a manner consistent with National Incident Management System principles. Although the JFO uses an Incident Command System structure, the JFO does not manage on-scene operations. Instead, the JFO focuses on providing support to on-scene efforts and conducting broader support operations that may extend beyond the incident site.

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

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

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

**Jurisdictional Agency:** The agency having jurisdiction and responsibility for a specific geographical area, or a mandated function.

**Key Resource:** Any publicly or privately controlled resource essential to the minimal operations of the economy and government.

**Letter of Expectation:** See Delegation of Authority.

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

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

**Local Government:** Public entities responsible for the security and welfare of a designated area as established by law. A County, municipality, City, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under State law), regional or interstate

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**Appendix F. Acronyms and Glossary**

government entity, or agency or instrumentality of a local government; an Indian Tribe or authorized tribal entity, or in Alaska a Native Village or Alaska Regional Native Corporation; a rural community, unincorporated town or village, or other public entity. See Section 2 (10), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

**Logistics:** The process and procedure for providing resources and other services to support incident management.

**Logistics Section:** The Incident Command System Section responsible for providing facilities, services, and material support for the incident.

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

**Manager:** Individual within an Incident Command System organizational unit who is assigned specific managerial responsibilities (e.g., Staging Area Manager or Camp Manager).

**Mitigation:** Activities providing a critical foundation in the effort to reduce the loss of life and property from natural and/or manmade disasters by avoiding or lessening the impact of a disaster and providing value to the public by creating safer communities. Mitigation seeks to fix the cycle of disaster damage, reconstruction, and repeated damage. These activities or actions, in most cases, will have a long-term sustained effect.

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

**Mobilization Guide:** Reference document used by organizations outlining agreements, processes, and procedures used by all participating agencies/organizations for activating, assembling, and transporting resources.

**Multi-agency Coordination (MAC) Group:** 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 the priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities. MAC Groups may also be known as multi-agency committees, emergency management committees, or as otherwise defined by the Multi-agency Coordination System.

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**Appendix F. Acronyms and Glossary**

**Multi-agency Coordination System (MACS):** A system that provides the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. MACS assist agencies and organizations responding to an incident. The elements of a MACS include facilities, equipment, personnel, procedures, and communications. Two of the most commonly used elements are Emergency Operations Centers and MAC Groups.

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

**Mutual Aid Agreement or Assistance Agreement:** Written or oral agreement between and among agencies/organizations and/or jurisdictions that provides a mechanism to quickly obtain emergency assistance in the form of personnel, equipment, materials, and other associated services. The primary objective is to facilitate rapid, short-term deployment of emergency support prior to, during, and/or after an incident.

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

**National Essential Functions:** A subset of government functions that are necessary to lead and sustain the Nation during a catastrophic emergency and that, therefore, must be supported through continuity of operations and continuity of government capabilities.

**National Incident Management System:** A set of principles that provides a systematic, proactive approach guiding government agencies at all levels, nongovernmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life or property and harm to the environment.

**National Response Framework:** A guide to how the Nation conducts all-hazards response.

**Nongovernmental Organization (NGO):** An entity with an association that is based on interests of its members, individuals, or institutions. It is not created by a government, but it may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross. NGOs, including voluntary and faith-based groups, provide relief services to sustain life, reduce physical and emotional distress, and promote the recovery of disaster victims. Often these groups provide specialized services that help individuals with disabilities. NGOs and voluntary organizations play a major role in assisting Emergency Management before, during, and after an emergency.

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**Appendix F. Acronyms and Glossary**

**Officer:** The Incident Command System title for a person responsible for one of the Command Staff positions of Safety, Liaison, and Public Information.

**Operational Period:** The time scheduled for executing a given set of operation actions, as specified in the Incident Action Plan. Operational periods can be of various lengths, although usually they last 12 to 24 hours.

**Operations Section:** The Incident Command System (ICS) Section responsible for all tactical incident operations and implementation of the Incident Action Plan. In ICS, the Operations Section normally includes subordinate Branches, Divisions, and/or Groups.

**Organization:** Any association or group of persons with like objectives. Examples include, but are not limited to, governmental departments and agencies, nongovernmental organizations, and the private sector.

**Personal Responsibility:** The obligation to be accountable for one's actions.

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

**Plain Language:** Communication that can be understood by the intended audience and meets the purpose of the communicator. For the purpose of the National Incident Management System, plain language is designed to eliminate or limit the use of codes and acronyms, as appropriate, during incident response involving more than a single agency.

**Planned Event:** A scheduled nonemergency activity (e.g., sporting event, concert, parade, etc.).

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

**Planning Section:** The Incident Command System Section responsible for the collection, evaluation, and dissemination of operational information related to the incident, and for the preparation and documentation of the Incident Action Plan. This Section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

**Policy Group:** A group of elected and appointed officials (such as the Sheriff, the Board of Commissioners and/or County Administrator, Fire Defense Board Chief, and key agency heads) that have legal or operational responsibility pertinent to the emergency. The Policy Group convenes as necessary to aid in making policy decisions needed and for the expedient recovery of the County as a whole.

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**Appendix F. Acronyms and Glossary**

**Portability:** An approach that facilitates the interaction of systems that are normally distinct. Portability of radio technologies, protocols, and frequencies among emergency management/response personnel will allow for the successful and efficient integration, transport, and deployment of communications systems when necessary. Portability includes the standardized assignment of radio channels across jurisdictions, which allows responders to participate in an incident outside their jurisdiction and still use familiar equipment.

**Pre-Positioned Resource:** A resource moved to an area near the expected incident site in response to anticipated resource needs.

**Preparedness:** A continuous cycle of planning, organizing, training, equipping, exercising, evaluating, and taking corrective action in an effort to ensure effective coordination during incident response. Within the National Incident Management System, preparedness focuses on the following elements: planning; procedures and protocols; training and exercises; personnel qualification and certification; and equipment certification.

**Preparedness Organization:** An organization that provides coordination for emergency management and incident response activities before a potential incident. These organizations range from groups of individuals to small committees to large standing organizations that represent a wide variety of committees, planning groups, and other organizations (e.g., Citizen Corps, Local Emergency Planning Committees, Critical Infrastructure Sector Coordinating Councils).

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

**Primary Mission Essential Functions:** Government functions that must be performed in order to support or implement the performance of National Essential Functions before, during, and in the aftermath of an emergency.

**Private Sector:** Organizations and individuals that are not part of any governmental structure. The private sector includes for-profit and not-for-profit organizations, formal and informal structures, commerce, and industry.

**Protocol:** A set of established guidelines for actions (which may be designated by individuals, teams, functions, or capabilities) under various specified conditions.

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**Appendix F. Acronyms and Glossary**

**Public Information:** Processes, procedures, and systems for communicating timely, accurate, and accessible information on an incident's cause, size, and current situation; resources committed; and other matters of general interest to the public, responders, and additional stakeholders (both directly affected and indirectly affected).

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

**Publications Management:** Subsystem that manages the development, publication control, publication supply, and distribution of National Incident Management System materials.

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

**Recovery Plan:** A plan developed to restore an affected area or community.

**Reimbursement:** A mechanism to recoup funds expended for incident-specific activities.

**Resource Management:** A system for identifying available resources at all jurisdictional levels to enable timely, efficient, and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under the National Incident Management System includes mutual aid agreements and assistance agreements; the use of special Federal, State, Tribal, and local teams; and resource mobilization protocols.

**Resource Tracking:** A standardized, integrated process conducted prior to, during, and after an incident by all emergency management/response personnel and their associated organizations.

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

**Response:** Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of mitigation activities designed to limit the loss of life,

**Appendix F. Acronyms and Glossary**

personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.

**Retrograde:** To return resources back to their original location.

**Safety Officer:** A member of the Command Staff responsible for monitoring incident operations and advising the Incident Commander on all matters relating to operational safety, including the health and safety of emergency responder personnel.

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

**Single Resource:** An individual, a piece of equipment and its personnel complement, or a crew/team of individuals with an identified work supervisor that can be used on an incident.

**Situation Report:** Confirmed or verified information regarding the specific details relating to an incident.

**Span of Control:** The number of resources for which a supervisor is responsible, usually expressed as the ratio of supervisors to individuals. (Under the National Incident Management System, an appropriate span of control is between 1:3 and 1:7, with optimal being 1:5, or between 1:8 and 1:10 for many large-scale law enforcement operations.)

**Special Needs Population:** A population whose members may have additional needs before, during, and after an incident in functional areas, including but not limited to: maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities; who live in institutionalized settings; who are elderly; who are children; who are from diverse cultures, who have limited English proficiency, or who are non-English-speaking; or who are transportation disadvantaged.

**Staging Area:** Temporary location for available resources. A Staging Area can be any location in which personnel, supplies, and equipment can be temporarily housed or parked while awaiting operational assignment.

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**Appendix F. Acronyms and Glossary**

**Standard Operating Guidelines:** A set of instructions having the force of a directive, covering those features of operations which lend themselves to a definite or standardized procedure without loss of effectiveness.

**Standard Operating Procedure:** A complete reference document or an operations manual that provides the purpose, authorities, duration, and details for the preferred method of performing a single function or a number of interrelated functions in a uniform manner.

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

**Status Report:** Information specifically related to the status of resources (e.g., the availability or assignment of resources).

**Strategy:** The general plan or direction selected to accomplish incident objectives.

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

**Substate Region:** A grouping of jurisdictions, counties, and/or localities within a State brought together for specified purposes (e.g., homeland security, education, public health), usually containing a governance structure.

**Supervisor:** The Incident Command System title for an individual responsible for a Division or Group.

**Supporting Agency:** An agency that provides support and/or resource assistance to another agency. See also Assisting Agency.

**Supporting Technology:** Any technology that may be used to support the National Incident Management System, such as orthophoto mapping, remote automatic weather stations, infrared technology, or communications.

**System:** Any combination of facilities, equipment, personnel, processes, procedures, and communications integrated for a specific purpose.

**Tactics:** The deployment and directing of resources on an incident to accomplish the objectives designated by strategy.

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

**Technical Specialist:** Person with special skills that can be used anywhere within the Incident Command System organization. No minimum qualifications are prescribed, as technical specialists normally perform the same duties during an



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**Appendix F. Acronyms and Glossary**

incident that they perform in their everyday jobs, and they are typically certified in their fields or professions.

**Technology Standards:** Conditions, guidelines, or characteristics that may be required to facilitate the interoperability and compatibility of major systems across jurisdictional, geographic, and functional lines.

**Technology Support:** Assistance that facilitates incident operations and sustains the research and development programs that underpin the long-term investment in the Nation's future incident management capabilities.

**Terrorism:** As defined in the Homeland Security Act of 2002, activity that involves an act that is dangerous to human life or potentially destructive of critical infrastructure or key resources; is a violation of the criminal laws of the United States or of any State or other subdivision of the United States; and appears to be intended to intimidate or coerce a civilian population, to influence the policy of a government by intimidation or coercion, or to affect the conduct of a government by mass destruction, assassination, or kidnapping.

**Threat:** Natural or manmade occurrence, individual, entity, or action that has or indicates the potential to harm life, information, operations, the environment, and/or property.

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

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

**Type:** An Incident Command System resource classification that refers to capability. Type 1 is generally considered to be more capable than Types 2, 3, or 4, respectively, because of size, power, capacity, or (in the case of Incident Management Teams) experience and qualifications.

**Unified Approach:** The integration of resource management, communications and information management, and command and management in order to form an effective system.

**Unified Area Command:** Version of command established when incidents under an Area Command are multi-jurisdictional. See also Area Command.

**Unified Command (UC):** An Incident Command System application used when more than one agency has incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the UC, often the senior persons from agencies and/or disciplines participating in the UC,

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**Appendix F. Acronyms and Glossary**

to establish a common set of objectives and strategies and a single Incident Action Plan.

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

**Unit Leader:** The individual in charge of managing Units within an Incident Command System (ICS) functional Section. The Unit can be staffed by a number of support personnel providing a wide range of services. Some of the support positions are pre-established within ICS (e.g., Base/Camp Manager), but many others will be assigned as technical specialists.

**Unity of Command:** An Incident Command System principle stating that each individual involved in incident operations will be assigned to only one supervisor.

**Vital Records:** The essential agency records that are needed to meet operational responsibilities under national security emergencies or other emergency or disaster conditions (emergency operating records), or to protect the legal and financial rights of the government and those affected by government activities (legal and financial rights records).

**Volunteer:** For purposes of the National Incident Management System, any individual accepted to perform services by the lead agency (which has authority to accept volunteer services) when the individual performs services without promise, expectation, or receipt of compensation for services performed. See 16 U.S.C. 742f(c) and 29 CFR 553.10

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