


The background of the slide features a photograph of a 'welcome to WILSONVILLE' sign. The sign is dark with white text and a logo. Above the sign, three American flags are flying on tall poles. The scene is set against a dark, overcast sky. The text 'City of Wilsonville' is overlaid in orange on the left side of the image.

City of Wilsonville

Emergency Operations Plan

BASIC PLAN

December 2025

In the bottom right corner of the slide, there are two decorative squares: a larger orange one and a smaller grey one positioned slightly below and to the left of the orange one.

City of Wilsonville Emergency Management Program Summary	
Element	City of Wilsonville
Agency Name	City of Wilsonville
Statutory Basis	ORS 401.305
Agency Contact Information	Delora Kerber, Public Works Director 503-570-1542 kerber@wilsonvilleoregon.gov
Authorizing Entity	Wilsonville City Council
Authorizing Document(s)	--
Emergency Program Manager	Public Works Department Emergency Management Coordinator
Emergency Plan	City of Wilsonville Emergency Operations Plan Last Update: December 2025
Primary Emergency Operations Center	City Hall 29799 SW Town Center Loop E Wilsonville, OR 97070



PLAN ADMINISTRATION

With approval from the City Manager, the Public Works Department is designated as the lead agency for the City of Wilsonville's **Emergency Management Program (EMP)**. The Public Works Director, also serving as the **Emergency Management Coordinator (EMC)**, is responsible for organizing, administering, and operating the EMP.

PLAN ADMINISTRATOR

The City Manager delegates responsibility for maintaining and updating the **Emergency Operations Plan (EOP)** to the Emergency Management Coordinator or their designee. The plan must be reviewed, revised, and re-promulgated every five years or following significant changes, such as those resulting from exercises or real events.

Non-substantive updates to the Basic Plan and changes to annexes or appendices do not require City Council approval.

Plan Administrator responsibilities include:

- Coordinating regular EOP reviews and updates, including alignment with Clackamas and Washington counties.
- Managing access to the EOP and ensuring the latest version is available to City staff, emergency partners, and community stakeholders.
- Serving as the primary contact for EOP-related questions or feedback.
- Leading education, training, and exercises to build operational readiness.

See Section 7.0, Program Sustainment, for more on plan maintenance and capability-building efforts.

DOCUMENT SECURITY DIRECTIVE

The EOP is classified as "For Official Use Only" and is intended for use by elected officials, department heads, emergency management staff, and partner agencies.

While not highly technical, the EOP should only be used by individuals trained and authorized to implement its procedures.

PLAN DISTRIBUTION

Digital copies of the EOP will be shared with City personnel via a secure network and posted on the **Public Works / Emergency Management (PW/EM)** website for broader access. Raw source documents will be stored on the PW network drive for internal reference and version control.

Hard copies will be maintained in a secure location for use in scenarios where digital access is unavailable. Recipients are responsible for ensuring their copies—digital or physical—are updated upon receipt of any revisions.

Portions of the EOP may be shared publicly to promote community understanding, with sensitive content redacted per Oregon public records law (ORS 192.501)).

PUBLIC RECORDS LAW

Public access to the EOP is subject to **Oregon Revised Statute (ORS)** 192.345. Sensitive content may be redacted under applicable exemptions. This includes *security measures and emergency preparedness plans that, if disclosed, could compromise safety*.

LEGAL DISCLAIMERS

The EOP does not supersede the City Charter and Code or any other local, state, or federal law or regulation.

ACKNOWLEDGMENTS

The EOP was developed under the direction of the Public Works Director with contributions from City staff. Stantec Consulting Services Inc. provided facilitation and drafting support.

PLAN CONTROL RECORD

All updates and revisions to the plan will be tracked and recorded in the following table. The Emergency Management Coordinator is responsible for disseminating the most current version of the EOP.

Date	Change No.	Purpose of Update
12/10/2025	001	Comprehensive plan update

LETTER OF TRANSMITTAL

The City of Wilsonville issues this EOP as the official framework for how the City and its partners will prepare for, respond to, and recover from emergencies and disasters. This plan replaces all previous versions.

The EOP is an all-hazards plan that outlines how the City, in coordination with its community of partners, will organize and operate during incidents. It defines how City departments, regional agencies, and community organizations will align efforts and coordinate resources with federal, state, tribal, and non-governmental partners.

While the City plays a central role in emergency management, preparedness is a shared responsibility. Residents, businesses, and visitors are encouraged to take proactive steps to ensure personal, household, and organizational readiness—before, during, and after an emergency.

The EOP is consistent with applicable laws and regulations, including the **National Incident Management System (NIMS)**, the **Incident Command System (ICS)**, and guidance from the State of Oregon, Clackamas County, and Washington County.

This plan has been approved by the City Council and will be reviewed and updated as needed. Recipients are encouraged to share suggestions for improvement with the Emergency Management Coordinator.

Date: December 2025

CITY OF WILSONVILLE

Bryan Cosgrove, City Manager

Delora Kerber, Public Works Director

PLAN ORGANIZATION

BASIC PLAN

The EOP is organized as a Basic Plan supported by a series of functional annexes and appendices that contain supporting information and tools to aid in plan implementation.

The organization of the Basic Plan is outlined in the following table:

Plan Section	Description
1 Introduction	Describes the purpose of the City of Wilsonville EOP and lays out the legal and doctrinal underpinnings of the plan. It is the formal 'why' statement of the EOP.
2 Community Risk and Resilience	Provides a profile of the community and the hazards and threats that it faces. While an all-hazards plan, this EOP is designed to be responsive to the conditions that are unique to the City of Wilsonville as well as the capabilities of its community of partners in emergency management.
3 City Emergency Management Program	Describes the responsibility and authority of the City of Wilsonville to establish and maintain an emergency management program including the ability to declare a local state of emergency and need to maintain continuity of government during a disaster.
4 Concept of Operations	Provides a framework for how the City of Wilsonville will manage an emergency from initial assessment through transition to recovery. The concept of operations is consistent with the principles of the National Incident Management System (NIMS).
5 Incident Management	Provides guidance on how the City of Wilsonville will utilize an EOC and details use of the Incident Command System (ICS) by the EOC Team.
6 Partner Organization and Cooperation	Identifies the partners that the City of Wilsonville will rely on during an emergency and presents a concept for organizing those partners into functional groupings.
7 Program Sustainment	Establishes procedures for ongoing maintenance of the EOP and sustainment of the City's Emergency Management Program through capability and capacity building activities.

FUNCTIONAL ANNEXES

The Basic Plan is supplemented by four Functional Annexes that provide additional detail specific to the range of functions that may need to be performed during an emergency or disaster. Each annex addresses several **Emergency Support Functions (ESFs)** that have been grouped to align with the partners involved, the organizational structure of the City **Emergency Operations Center (EOC)**, and the ESFs used by Clackamas County, the State of Oregon (State) and federal partners.

Table 0-1 Wilsonville Emergency Operations Plan Functional Annexes	
Annex	Associated Emergency Support Functions
Management Services	ESF 5 Information and Planning ESF 7 Logistics Management and Resource Support ESF 14 Business and Industry ESF 15 Public Information
Infrastructure Services	ESF 1 Transportation ESF 3 Public Works ESF 12 Energy ESF 17 Cyber and Infrastructure Security
Emergency Services	ESF 2 Communications ESF 4 Firefighting ESF 9 Search and Rescue ESF 10 Hazardous Materials ESF 13 Law Enforcement
Health and Human Services	ESF 6 Mass Care ESF 8 Health and Medical ESF 11 Agriculture and Animal Protection ESF 16 Volunteers and Donations Management

INCIDENT SPECIFIC ANNEXES

The EOP also includes a series of hazard-specific **Incident Annexes (IAs)** that provide operational checklists to guide City staff through the actions required to implement the EOP in response to specific hazards. Each annex is designed to support rapid decision-making and action by referencing relevant EOC positions and associated EOP content. These checklists are not intended to be exhaustive; rather, they serve as quick-reference guides that outline key steps and considerations for staff during an incident.

These IAs include:

- IA 1 – Earthquake (includes Landslide)
- IA 2 – Severe Weather
- IA 3 – Hazardous Materials
- IA 4 – Flood (includes Dam Failure)
- IA 5 – Major Fire
- IA 6 – Transportation Accident
- IA 7 – Volcano
- IA 8 – Terrorism
- IA 9 – Extreme Heat

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LIST OF ACRONYMS AND ABBREVIATIONS

AAR	After Action Report
ASA	Ambulance Service Area
City	City of Wilsonville
COOP	Continuity of Operations Plan
County	Clackamas or Washington County
DOC	Department Operations Center
EMP	Emergency Management Program
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EPCRA	Emergency Planning and Community Right to Know Act
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
HHS	Health and Human Services
HSEEP	Homeland Security Exercise and Evaluation Program
IAP	Incident Action Plan
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
JIC	Joint Information Center
LEPCs	Local Emergency Planning Committees
MAA	Mutual Aid Agreement
MAC Group	Multi-Agency Coordination Group
MOU	Memorandums of Understanding
NGO	Nongovernmental organization
NHMP	Natural Hazard Mitigation Plan
NIMS	National Incident Management System
ODEM	Oregon Emergency Management
OERS	Oregon Emergency Response System
ORCAA	Oregon Resource Coordination Assistance Agreement
ORS	Oregon Revised Statutes
OTFC	Oregon Terrorism Information Threat Assessment Network Fusion Center

PIO	Public Information Officer
SAR	Search and Rescue
SERC	State Emergency Response Commission
SMART	South Metro Area Regional Transit
SOPs	Standard Operating Procedures
State	State of Oregon
USAR	Urban Search and Rescue

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SECTION 1 INTRODUCTION

Plan Section	Section Outline
1 Introduction	1.1 Purpose and Scope 1.2 Plan Authority 1.3 Emergency Management Foundations 1.4 Assumptions

1.1 PURPOSE AND SCOPE

This EOP establishes an all-hazards framework for management of local emergencies. It is a key element of the City's legally required emergency management program and is organized around the objectives presented in Table 1-1.

Table 1-1 Emergency Operations Plan Objectives		
	EOP Objectives	EOP Reference
✓	Memorialize the establishment of an emergency management program for the City.	Section 1.0
✓	Describe community conditions including community lifelines, the threats and hazards that can impact them, and the capabilities needed to effectively respond to and recover from emergencies.	Section 2.0
✓	Clearly describe the City legal responsibilities during an emergency and provide guidance on use of emergency powers including the ability to declare a local state of emergency.	Section 3.0
✓	Describe a concept of operations that is consistent with the National Incident Management System (NIMS) and supports effective operational coordination, resource management and information sharing	Section 4.0
✓	Support consistent use of the Incident Command System (ICS) in the EOC and procedures for EOC management and staffing by an EOC Team.	Section 5.0
✓	Advance a whole community approach to emergency management by integrating jurisdictional, community, and private sector partners into a shared framework that includes mutually understood roles and responsibilities.	Section 6.0
✓	Support a sustainable emergency management program through ongoing capability and capacity building through flexible planning	Section 7.0

1.1.1 Plan Activation

Once promulgated by the City, the EOP is considered active and may be implemented in full or in part to address emergencies in or affecting the City. An emergency declaration is not required

to implement the EOP or activate the EOC. The Emergency Management Coordinator may activate the plan based on the situation or at the request of the **Incident Commander (IC)**.

1.1.2 Scope and Applicability

Local emergency services agencies respond to emergencies on an almost daily basis and in most cases, they can be managed through routine organization and coordinated procedures and will not require implementation of the EOP.

This EOP is intended for use in extraordinary situations that exceed day-to-day capabilities to meet the requirements of the situation or where the need for enhanced coordination requires implementation of modified organizational structures to facilitate effective movement of information and resources.

The organizational concepts and strategies included in the EOP are designed to be modular, scalable, and, ultimately, the strategies used to manage an emergency will be selected based on the real-time needs of the situation and the professional judgment of the City Manager in consultation with the IC and other key resources. These actions may include some or all elements described in the EOP and will be conducted in a manner consistent with NIMS which establishes a national standard for incident management.

All partners identified in 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. Training and equipment necessary for response operations should be maintained by City departments and agencies.

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

1.2 PLAN AUTHORITY

This EOP is issued in accordance with, and under the provisions of ORS Chapter 401 which establishes the authority for the City to establish an EMP and designate a Program Manager (City Emergency Management Coordinator) who will be responsible for the organization, administration, and operation of the EMP.

This EOP establishes a cooperative approach for emergency management coordination and, upon adoption by the City Council, the plan remains in effect and should be considered the controlling document for emergency management coordination for all jurisdictional partners within the City's territorial limits.

Please refer to Appendix A for a comprehensive list of legal authorities that guide the implementation of this EOP.

1.2.1 Key Authority-Related Definitions

To facilitate consistency in usage and establish a shared understanding of key terms, the City, and this EOP, uses certain definitions established by federal and state law. Select definitions used frequently in this EOP are provided in Table 1-2.

Table 1-2 Key Definitions	
Term and Regulatory Citation	Definition
Emergency ORS 401.025 (1)(a)-(b)	(1) A human created or natural event or circumstance that causes or threatens widespread loss of life, injury to person or property, human suffering or financial loss, including but not limited to: (a) Fire, explosion, flood, severe weather, landslides or mud slides, drought, earthquake, volcanic activity, tsunamis or other oceanic phenomena, spills or releases of oil or hazardous material as defined in ORS 466.605, contamination, utility or transportation emergencies, disease, blight, infestation, civil disturbance, riot, sabotage, acts of terrorism and war; and (b) A rapid influx of individuals from outside this state, a rapid migration of individuals from one part of this state to another or a rapid displacement of individuals if the influx, migration or displacement results from the type of event or circumstance described in paragraph (a) of this subsection.
Emergency Services Agency ORS 401.025(2)	(2) organization within a local government that performs essential services for the public's benefit before, during or after an emergency, such as law enforcement, fire control, health, medical and sanitation services, public works and engineering, public information and communications.
Emergency Services ORS 401.025 (3)	(3) Activities engaged in by state and local government agencies to prepare for an emergency and to prevent, minimize, respond to or recover from an emergency, including but not limited to coordination, preparedness planning, training, interagency liaison, firefighting, oil or hazardous material spill or release cleanup as defined in ORS 466.605, law enforcement, medical, health and sanitation services, engineering and public works, search and rescue activities, warning and public information, damage assessment, administration and fiscal management, and those measures defined as "civil defense" in 50 U.S.C. app. 2252.
Major Disaster 42 U.S. Code § 5122	"Major disaster" means any natural catastrophe (including any hurricane, tornado, storm, high water, wind driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this chapter to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby

1.3 EMERGENCY MANAGEMENT PROGRAM FOUNDATIONS

1.3.1 Emergency Management Cycle

This EOP primarily guides how the City, its cooperators, and community partners will manage the impacts of emergencies and disasters through readiness, response, and short-term recovery efforts. While these are the central focus, emergency operations are inherently linked to the broader emergency management cycle. Actions taken during response shape long-term recovery outcomes and are informed by prior mitigation and preparedness efforts. This EOP acknowledges those connections and incorporates considerations for mitigation and long-term recovery to support a more resilient and coordinated approach.

Figure 1-1 Emergency Management Cycle



1.3.2 Whole Community Approach

While the City has the ultimate responsibility for maintaining its Emergency Management Program, this EOP is designed with the recognition that it takes all members of a community to effectively navigate an emergency or disaster.

Using a whole community approach to emergency management, the EOP is designed to guide integrated operations, and to inform education and outreach tactics, between the City, its jurisdictional partners, special districts, emergency services agency cooperators, and community and private-sector partners. The plan structure reflects the jurisdictional authority and responsibility for public safety of local government during an emergency, while respecting the importance and necessity of partnerships with the community and private sector and the need for coordinated operations in a resource limited environment.

Because of the unique responsibilities and needs of the whole community of partners this EOP uses the following terms when referring to specific aspects of whole community emergency management:

- **Jurisdictional Emergency Management Authority.** Refers to the local government partners who have the legal responsibility to provide for management of emergencies at the local level and the emergency powers they can exercise during an emergency including the legal authority to declare an emergency.
- **Emergency Management.** Refers generally to the emergency management function and the activities associated with carrying out activities associated with the phases of emergency management described above. This function will be performed at the lowest government level required by the emergency.
- **Emergency Management Cooperators.** Refers to the emergency services agencies and other key organizational partners who are tasked with primary and supporting functional roles in support of emergency management. Emergency Management Cooperators are organized into four primary functional groups (Management Services, Emergency Services, Health and Human Services, and Infrastructure Services) that align with how the EOC will be operated.
- **Community Partners.** Refers to the diverse range of community-based, faith-based, and private sector organizations and entities that, while not directly responsible for emergency management under this Emergency Operations Plan (EOP), play a vital role in supporting a whole community approach. These groups help connect community members with essential services and information, and may provide additional support as needed based on the situation. Often, such organizations are formally coordinated through local networks—such as Clackamas County’s **Voluntary Organizations Active in Disaster (VOAD)**—which enhance collaboration and readiness across sectors.

- **Individuals and Households.** Refers to the residents of the City who have a responsibility to be accountable for their own safety during an emergency by staying informed, developing individual and family emergency plans, and preparing for self-sufficiency for up to two weeks in a catastrophic disaster.

1.3.3 Use of the National Incident Management System

NIMS provides a consistent nationwide approach for federal, state, local, and tribal governments to work effectively and efficiently together to prepare for, prevent, respond to and recover from domestic incidents, regardless of cause, size or complexity. Oregon adopted NIMS as its Incident Management System through legislative statute 401.092.

Through promulgation of this EOP, the City has adopted the NIMS to guide its approach to community emergency operations in a manner that is flexible, standardized and unified. Table 1-3 identifies some key features of NIMS and describes where related information can be found in this EOP.

Table 1-3 Key NIMS Features	
Key NIMS Features	Description
Command and Coordination	The City manages incidents using tools that may include the ICS in a City EOC to support assistance to impacted communities.
Communications	The City uses a range of communications tools to support interoperable, reliable and redundant communications during a disaster. Additionally, information sharing is facilitated through an Incident Action Planning Process and incident documentation.
Information Management	The City maintains a range of tools to support situational awareness and uses the principles of a Joint Information System (e.g., use of Public Information Officer, participation in Joint Information Center operations) to facilitate accurate and timely release of public information.
Resource Management	The City applies a consistent approach to resource management during an incident and use of mutual aid (e.g., MORE, CPAWC, ODOT, ORWARN, ORCAA) to support resource needs when City resources are overwhelmed.

1.3.4 Alignment and Integration of Effort

1.3.4.1 Relationship to Other Plans

This EOP is part of a comprehensive suite of plans that guide the City's emergency management efforts across all phases, with a particular focus on short-term recovery. It complements other strategic documents that address mitigation, continuity of operations, and long-term resilience. Cooperators, community organizations, and private sector partners identified in this EOP are encouraged to align their internal plans and procedures with its framework, contribute to its ongoing maintenance, and assist in monitoring changes in laws,

regulations, standards, or practices that may affect emergency management functions. Furthermore, the EOP is designed to be consistent with state and federal operational plans, including the State of Oregon Emergency Management Plan and the National Response Framework.

See Appendix A for additional information on references and resources that may support the implementation of the EOP.

1.3.5 Equitable Response and Recovery

Access to emergency services shall not be denied on the grounds of color, national origin, sex, age, sexual orientation (or other protected class) or functional needs. Access and Functional Needs Populations (also referred to as Vulnerable Populations and 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 daily support network.

Considerations for community members with access and functional needs should be included in all activities conducted by the City EMP and, to the greatest extent possible, the City EMP will assist in carrying out this responsibility by providing preparedness information, emergency public information, and critical public services in formats accessible to access and functional needs populations.

Examples of individuals who have access and functional needs include, but are not limited to:

- Individuals who are deaf or hard of hearing.
- Individuals with limited English proficiency.
- Children and the elderly.
- Individuals without vehicles or sufficient housing
- Individuals with special dietary needs.
- Individuals who experience physical disabilities.

1.3.6 Individual Accountability and Self Sufficiency

Every person who lives or works in the City (including populations with access and functional needs) 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. To the greatest extent possible, the City will assist its community members in carrying out this responsibility by providing preparedness information, as well as emergency public information and critical public services during a disaster.

Additionally, visitors to the City, and the businesses that serve them, have a responsibility for understanding what actions they can take to be prepared during an emergency and to mitigate the burden on local emergency services.

A major disaster is likely to damage the City's critical infrastructure and reduce the workforce available to continue essential government services. Community members should be prepared to take care of themselves, their families, to follow directions from emergency responders and to assist neighbors in the early response or late recovery phases of an emergency.

1.4 ASSUMPTIONS

This EOP presents a framework for emergency operations that is supported by the current capabilities of the City as it is currently resourced. The following assumptions should be considered by a plan user prior to implementation:

- All community members share responsibility for minimizing the impact of disasters through personal preparedness activities. This includes maintaining emergency supplies, developing household emergency plans, and being prepared to be self-sufficient for at least two weeks in the event that outside assistance is delayed or unavailable.
- City departments and community partners have reviewed the EOP, understand their roles within the Emergency Management Program, and have developed internal plans and procedures to carry out their assigned responsibilities.
- Partners retain authority over their own personnel and resources. Resource sharing between partners will be conducted in accordance with existing mutual aid agreements and established protocols.
- The City will utilize all available local resources—including mutual aid—before requesting assistance from the State of Oregon.
- Emergencies may be regional in scale and will require close coordination with neighboring jurisdictions and regional entities.
- City and partner personnel will receive appropriate and ongoing training on their emergency roles and responsibilities, including NIMS / ICS.
- Emergency operations may require personnel to operate outside their normal roles or reporting structures to support unified command and coordinated response.
- Communications systems may be disrupted during emergencies, requiring the use of backup methods and pre-established protocols for information sharing.
- Legal, regulatory, and policy changes may affect emergency operations and should be monitored to ensure ongoing compliance and plan relevance.

SECTION 2 RISK AND RESILIENCE

Plan Section	Section Outline
2 Community Risk and Resilience	2.1 Hazards and Threats 2.2 Community Lifelines 2.3 Emergency Support Functions 2.4 Core Capabilities

This section establishes the foundation for how the City of Wilsonville customizes its all-hazards emergency operations framework to reflect the community’s unique risks, operational structure, and available resources. It begins with a comprehensive assessment of hazards and threats—both natural and human-caused—that have the potential to disrupt daily life. These disruptions are analyzed through the lens of **Community Lifelines**. **Lifelines** represent the essential services that must be protected and restored to stabilize the community. To manage these impacts, the City activates **Emergency Support Functions (ESFs)**—the coordinated functional activities that guide response and recovery efforts. Finally, the section introduces **Core Capabilities**, which are the skillsets and resources the City must develop and sustain to carry out its ESFs effectively. These capabilities are organized by mission area in alignment with the federal **National Preparedness Goal**, ensuring that emergency operations are both locally grounded and nationally consistent.

2.1 HAZARDS AND THREATS

The City faces a dynamic range of hazards and threats that directly affect the stability and functionality of its community lifelines—such as safety and security, food, water, transportation, communications, and health systems. Disruptions to any lifeline can trigger cascading impacts across the community. Hazards may be natural, technological, or human-caused, and can occur either accidentally or intentionally.

- **Natural Hazards:** Events caused by environmental or geological forces.
Examples: Earthquakes, wildfires, extreme weather, drought.
- **Technological Hazards:** Accidents or failures involving infrastructure or industrial systems.
Examples: Hazardous materials spills, utility outages.
- **Human-Caused Hazards:** Result from intentional or accidental human actions.
Examples: Acts of terrorism, sabotage, transportation accidents.

While this EOP takes an all-hazards approach, the City prioritizes planning and resource allocation based on a structured risk assessment. This assessment, detailed in the City's Hazard Mitigation Plan and, evaluates each hazard using four criteria:

- History of past events
- Vulnerability of people and infrastructure
- Maximum threat potential
- Probability of occurrence

Each hazard receives a total threat score, which informs preparedness, response, and recovery strategies across lifelines.

Table 2-1 City of Wilsonville Hazards							
Hazard	History	Vulnerability	Max Threat	Probability	Total Threat Score	Hazard Rank	Hazard Tiers
Earthquake - Cascadia	2	45	100	35	182	1	Top Tier
Earthquake - Crustal	6	50	100	21	177	2	
Extreme Heat Event	16	35	70	56	177	3	
Winter Storm	16	30	70	49	165	4	Middle Tier
Wildfire	12	25	70	35	142	5	
Drought	10	15	50	56	131	6	
Windstorm	14	15	50	42	121	7	
Flood	8	15	30	42	95	8	Bottom Tier
Volcanic Event	2	15	50	7	74	9	
Landslide	6	15	20	21	62	10	

Source: Wilsonville HMAC, 2023

NOTE: The list of hazards and threats provided in Table 2-1 is focused on natural hazards, but the City also faces risk from human-caused hazards and threats which may be addressed in future updates to the risk assessment. These include contagious disease outbreaks or pandemics, civil unrest or terrorism, transportation accidents, and hazardous materials releases or spills.

2.1.1 Changing Risk Conditions

The City's risk landscape evolves with environmental, social, and structural changes. Key factors influencing hazard exposure include:

- **Identifying Vulnerabilities:** [Expand on this]
- **Targeting Capital Improvements:** [Expand on this]
- **Climate Change:** Longer wildfire seasons and more frequent extreme weather events are reshaping hazard zones and increasing overall risk.
- **Urban Development:** Expansion into previously low-risk areas, especially near wildland-urban interfaces, introduces new vulnerabilities.
- **Demographic Shifts:** An aging population and growing linguistic diversity require inclusive response strategies, including mobility support and multilingual communications.
- **Infrastructure and Technology:** Aging systems and increased reliance on digital platforms heighten vulnerability to disruptions and cyber threats.
- **Community Capacity:** Public awareness and strong community-based organizations enhance the City's ability to respond and recover.

2.1.2 Hazard Mitigation

The City's hazard mitigation strategy is outlined in its Addendum to the Clackamas County Multi-Jurisdictional **Natural Hazard Mitigation Plan (NHMP)**. This plan profiles each hazard and presents targeted strategies to reduce risk. Updated at least every five years to meet FEMA requirements, the NHMP is coordinated by Clackamas County Disaster Management, with active participation from each jurisdiction to ensure locally relevant actions are included.

Following an emergency, the NHMP guides the identification of recovery projects—such as restoring damaged infrastructure—and is required for eligibility for federal post-disaster funding.

Beyond implementation, the NHMP supports emergency management by:

- Informing scenario selection for EOP exercises
- Providing situational context for tactical planning
- Shaping education and outreach strategies for the whole community

Emergency operations also inform mitigation efforts. After-action reviews following incidents help identify lessons learned and potential updates to the NHMP, ensuring the strategy remains responsive to evolving conditions.

2.2 COMMUNITY LIFELINES

Community lifelines are the most essential services that enable the continuous operation of critical government and business functions. These lifelines are vital to human health, safety, and

economic security. The City uses lifelines as a foundational framework to organize how we think about the community, support emergency planning and decision-making, and prioritize response actions. These lifelines—comprised of physical assets, capabilities, systems, and even social and information networks—are the fundamental services that, when stabilized, allow all other aspects of society to function. They help the City understand what needs to be protected, provide a structured way to assess and communicate impacts, and guide coordinated interventions during emergencies.

By adopting FEMA's eight lifeline categories (see Table 2-2), the City ensures a consistent and outcomes-based approach to emergency management that supports both day-to-day operations and disaster response. A narrative profile of each City lifeline is provided in Appendix B-1.

Table 2-2 City of Wilsonville Community Lifelines









Community Lifeline	Description	Components
	Services that protect life and property, including law enforcement, fire services, emergency management, and public safety coordination.	Law Enforcement / Security Fire Services Search and Rescue Government Services Community Safety
	Access to essential sustenance and safe shelter for residents during emergencies, including food distribution, potable water, and temporary housing.	Food Hydration Shelter Agriculture
	Medical care and public health services such as hospitals, clinics, EMS, and mental health support that ensure community well-being.	Medical Care Patient Movement Public Health Fatality Management Medical Supply Chain
	Provision and restoration of electricity, natural gas, and fuel to support critical infrastructure and residential needs.	Power Fuel

Table 2-2 City of Wilsonville Community Lifelines

	Systems that enable emergency alerts, public information, and coordination among responders, including internet, phone, and radio.	Infrastructure Alert and Warning 911 and Dispatch Responder Communications Finance
	Infrastructure and services that support the movement of people and goods, including roads, bridges, public transit, and traffic management.	Highway / Roadway Mass Transit Railway Aviation
	Management and containment of chemical, biological, radiological, and nuclear materials to prevent harm to people and the environment.	Facilities HAZMAT/Pollutants/ Contaminants
	Delivery of clean drinking water and wastewater services, including treatment facilities, pipelines, and stormwater systems.	Potable Water Wastewater

2.3 EMERGENCY SUPPORT FUNCTIONS

ESFs represent the full spectrum of functional activities the City may need to perform to effectively manage emergencies and support the restoration of its community lifelines. While there is some overlap in naming, lifelines and ESFs are not conceptually identical—restoring a lifeline may require coordination across multiple ESFs. The ESF structure enables the City to proactively prepare and rapidly mobilize the appropriate departments and partner agencies when incidents occur. The City's ESFs are aligned with the frameworks used by Clackamas County and the State of Oregon, ensuring consistency and interoperability across jurisdictions. The City has identified 17 ESFs, as outlined in Table 2-3, and for operational clarity, these are organized into four Functional Groups that reflect how the City activates and manages its EOC.

See Section 6 of for additional details on these functional groups.

Table 2-3 City of Wilsonville Emergency Support Functions







ESF	Lead Department(s) / Agency	Associated EOC Position
ESF 1 – Transportation 	Public Works Department SMART Transit	Infrastructure Services Branch – Transportation Group
ESF 2 – Communications 	Information Technology Department	Emergency Services Branch – Communications Group
ESF 3 – Public Works 	Public Works Department Community Development Department	Infrastructure Services Branch – Public Works Group
ESF 4 – Firefighting 	Tualatin Valley Fire & Rescue	Emergency Services Branch – Fire Services Group
ESF 5 – Information and Planning 	Public Works Department Information Technology Department	Planning Section
ESF 6 – Mass Care 	American Red Cross Parks and Recreation Department Wilsonville Public Library	Health and Human Services Branch – Mass Care Group

Table 2-3 City of Wilsonville Emergency Support Functions







ESF 7 – Resource Support 	Finance Department Human Resources Department	Logistics Section
ESF 8 – Health and Medical 	Clackamas County Health, Housing, and Human Services Tualatin Valley Fire & Rescue	Health and Human Services Branch – Health and Medical Group
ESF 9 – Search and Rescue 	Police Department	Emergency Services Branch – Law Enforcement Group
ESF 10 – Hazardous Materials 	Tualatin Valley Fire & Rescue	Emergency Services Branch – Fire Services Group
ESF 11 – Agriculture and Animal Protection 	Community Development Department – Natural Resources Division	Health and Human Services Branch – Agriculture and Animal Protection Group

Table 2-3 City of Wilsonville Emergency Support Functions

ESF 12 – Energy 	Community Development Department SMART Transit	Infrastructure Services Branch – Energy Group
ESF 13 – Law Enforcement 	Police Department	Emergency Services Branch – Law Enforcement Group
ESF 14 – Business and Industry 	City Administration – Public / Government Affairs Community Development Department – Economic Development	Liaison Officer
ESF 15 – Public Information 	City Administration – Communications and Marketing	Public Information Officer
ESF 16 – Volunteers and Donations 	American Red Cross Parks and Recreation Department Wilsonville Public Library	Health and Human Services Branch – Mass Care Group

Table 2-3 City of Wilsonville Emergency Support Functions

ESF 17 – Cyber and Infrastructure Security 	Information Technology Department Public Works Department	Infrastructure Services Branch – Cyber and Infrastructure Security Group
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2.4 CAPABILITY ASSESSMENT

Core Capabilities are the essential skillsets, resources, and organizational competencies the City of Wilsonville must build and sustain to effectively carry out its ESFs. These capabilities enable the City to coordinate emergency response, protect community lifelines, and support recovery operations. Organized by mission area—as defined in the federal National Preparedness Goal—they provide a structured framework for planning, training, and resource allocation. Table 2-4 presents the full set of core capabilities relevant to the City’s emergency management program.

Table 2-4 Mission Areas and Core Capabilities

Mission Area	Core Capability
Common Capabilities	Planning Public Information and Warning Operational Coordination
Prevention Prevent, avoid or stop an imminent, threatened or actual act of terrorism. Protection Protect our citizens, residents, visitors, and assets against the greatest threats and hazards in a manner that allows our interests, aspirations and way of life to thrive.	Forensics and Attribution Intelligence and Information Sharing Interdiction and Disruption Screening, Search, and Detection Access Control and Identity Verification Physical Protective Measures Cybersecurity Supply Chain Integrity and Security Risk Management for Protection Programs and Activities
Mitigation Reduce the loss of life and property by lessening the impact of future disasters.	Risk and Disaster Resilience Assessment Community Resilience Long-term Vulnerability Reduction Threats and Hazards Identification
Response Respond quickly to save lives, protect property and the environment, and meet basic human needs in the aftermath of a catastrophic incident.	Environmental Response/Health and Safety Critical Transportation Situational Assessment Fatality Management Services Fire Management and Suppression Infrastructure Systems Logistics and Supply Chain Management Mass Care Services Mass Search and Rescue Operations On-Scene Security, Protection, and Law Enforcement Operational Communications Public Health, Healthcare, and Emergency Medical Services
Recovery Recover through a focus on the timely restoration, strengthening and revitalization of infrastructure, housing and a sustainable economy, as well as the health, social, cultural, historic and environmental fabric of communities affected by a catastrophic incident.	Infrastructure Systems Health and Social Services Economic Recovery Housing Natural and Cultural Resources

SECTION 3 CITY EMERGENCY MANAGEMENT PROGRAM

Plan Section	Section Outline
3 City Emergency Management Program	3.1 Jurisdictional Emergency Management Authority 3.2 City Emergency Management Program 3.3 Declaring an Emergency 3.4 Continuity of Government

This section establishes the foundational elements of the City’s Emergency Management Program. It outlines the legal authority under Oregon law that empowers the City to lead emergency response efforts and details the structure and responsibilities of key roles within the Emergency Management Program. This section also presents the formal process by which the City can declare a local emergency and request county, state, or federal assistance when needed.

In addition, the section introduces the City’s approach to **Continuity of Operations (COOP)**, ensuring that essential services and leadership functions remain intact during disruptions. By defining clear lines of succession, protecting vital records, and preparing departments to maintain operations under adverse conditions, the City reinforces its commitment to resilience, accountability, and uninterrupted public service.

3.1 JURISDICTIONAL EMERGENCY MANAGEMENT AUTHORITY

Under Oregon law, local governments are primarily responsible for managing emergencies. As outlined in ORS 401.032(2), the State will not assume authority or responsibility for emergency response unless the incident exceeds local capabilities, the jurisdiction fails to act, or the emergency spans multiple counties. While counties are required to establish emergency management agencies, cities are encouraged—but not mandated—to do so. This flexibility allows municipalities, like Wilsonville, to scale their programs in alignment with county systems and available resources.

In recognition of this responsibility, the City has established an emergency management program consistent with ORS 401. Under this plan, the City coordinates preparedness, response, and recovery efforts through its EOC and designated Emergency Management Coordinator. As defined in ORS 401.305, the City’s emergency management functions include maintaining the EOP, ensuring EOC readiness, establishing unified command structures, and coordinating with local, county, and state partners to support effective emergency operations.

3.2 CITY EMERGENCY MANAGEMENT PROGRAM

The City of Wilsonville Emergency Management Program provides the framework for coordinating preparedness, response, and recovery efforts across City departments. Designed to be flexible and scalable, the program is implemented in a manner aligned with the specific needs and scope of each incident. While the City Council holds ultimate authority over policy, budget, and political direction; day-to-day management is delegated to the City Manager, with emergency coordination responsibilities further assigned to the Public Works Director, who serves as the Emergency Management Coordinator. Depending on the nature of the emergency, the Emergency Management Coordinator may delegate authority to other City staff, and some responsibilities may already be assigned by ordinance or established practice. As a result, the City's emergency management structure may vary based on the location, scale, and impact of the incident. For the purposes of this plan, the program is organized into three general levels—policy, coordination, and implementation—which are described in the following sections.

3.2.1 Policy

The City of Wilsonville's governance structure establishes clear roles and responsibilities for leadership and administration. These roles form the foundation of the City's policy framework and guide both routine governance and emergency preparedness.

3.2.1.1 Mayor and City Council

The Mayor and City Council, comprising five members including a Council President, serve on the Policy Group and retain the responsibilities of their elected roles. The Mayor presides over Council meetings, while the Council President assumes those duties in the Mayor's absence. As part of their emergency management responsibilities, the Council establishes emergency authority through city ordinance, adopts the EOP and related resolutions, and may declare a State of Emergency when needed. They also provide executive support for assistance requests through Clackamas or Washington County, act as liaisons to the community during EOC activations, address emergency funding needs, and participate in **Public Information Officer (PIO)** briefings.

3.2.1.2 City Manager

The City Manager is responsible for overseeing daily operations and ensuring that all departments function efficiently and in alignment with City Council directives. This includes leading continuity of government efforts and providing overall direction for the City's Emergency Management Program. The City Manager also represents the City in regional and intergovernmental matters and may delegate powers and responsibilities in accordance with the City Code. In the context of emergency management, the City Manager convenes the Policy Group and may also assume the role of IC in the EOC, though this role is may be delegated to the Assistant City Manager or the Emergency Management Coordinator.

As part of these responsibilities, the City Manager ensures that all City departments develop, maintain, and exercise their respective service annexes to the EOP and maintains their respective departmental COOPs. The City Manager supports the City's overall preparedness program by aligning it with budgetary and organizational needs and is responsible for implementing the policies and decisions of the governing body. Additionally, the City Manager ensures, through the City Recorder, that plans are in place for the protection and preservation of essential City records.

3.2.1.3 City Attorney

The City Attorney serves on the Policy Group and provides legal guidance on matters related to emergency response and recovery. During an emergency, the City Attorney may serve as the Legal Officer in the EOC or delegate a representative to fulfill that role. This position ensures that all actions taken during an emergency are legally sound and consistent with applicable laws, regulations, and City policies.

3.2.1.4 Policy Group

During emergency operations, the Mayor and City Council, City Manager, and City Attorney may serve as a **Policy Group**, which serves as the City's highest-level strategic leadership body. The Policy Group is not a standing committee but an operational concept activated during emergencies to provide executive-level guidance, legal authority, and strategic direction. It ensures that emergency actions align with City policy, community values, and applicable laws.

While the Policy Group is primarily composed of senior leadership, City department heads or other personnel may be invited to participate as advisors or **subject matter experts (SMEs)** to provide technical input and operational context. These individuals support informed decision-making but do not serve as decision-makers within the group. The Policy Group plays a vital role in maintaining continuity of government, supporting intergovernmental coordination, and ensuring that emergency response efforts are aligned with the City's strategic objectives.

3.2.2 Coordination

The coordination level ensures that emergency response efforts are organized, supported, and aligned across departments. Led by the Emergency Management Coordinator and supported by the EOC, this level facilitates communication, resource coordination, and situational awareness.

3.2.2.1 Emergency Management Coordinator

The Public Works Director, or a designated representative, serves as the City's Emergency Management Coordinator and is responsible for the day-to-day management of the City's Emergency Management Program. This role includes advising the Policy Group on emergency-related matters, coordinating citywide emergency planning and preparedness efforts, and ensuring that staff receive appropriate training. The Emergency Management Coordinator also maintains an up-to-date inventory of emergency resources, ensures the EOC remains fully

operational, and activates the EOC when necessary. Additionally, they keep City leadership informed of preparedness status and anticipated needs and serve as the primary liaison with County emergency management agencies.

3.2.2.2 Emergency Operations Center

When activated, the City's EOC is staffed by City personnel assigned based on the nature and scope of the incident. The City Manager and/or Emergency Management Coordinator, in coordination with the Incident Commander, determine staffing needs and assign personnel accordingly. The core EOC Team includes individuals serving in management, command, and general staff roles. To serve on the EOC Team, members must be authorized by their department leadership and have completed the required training for their assigned role—or be able to complete just-in-time training upon activation. Each EOC position has at least one designated and trained City employee, approved through their chain of command, with additional staff assigned by the IC as needed.

During an emergency, EOC Team members are responsible for performing their assigned roles or other duties as directed by the IC or chain of command. They must report to the EOC or designated location, respond to activation requests, maintain and submit required documentation before ending their shifts, and participate in post-emergency hot wash and after-action reviews. This structure ensures a coordinated and effective response to emergencies impacting the City.

3.2.3 Implementation

The implementation level is where emergency plans are put into action. City departments carry out operational responsibilities, deploy resources, and support continuity and recovery efforts based on their assigned roles in the EOP and direction from the IC.

3.2.3.1 City Departments

City departments are the primary implementers of the Emergency Management Program. Department directors and staff are responsible for carrying out activities aligned with their operational roles as outlined in the EOP. Even departments without specific assignments must be ready to provide resources and support when directed by the City Manager. This includes maintaining continuity of leadership, ensuring staff readiness through training and exercises, protecting vital records and facilities, and deploying qualified personnel to the EOC as needed. Departments are also expected to maintain operational readiness of equipment, track incident-related costs, and support both continuity and recovery efforts to restore essential services.

3.3 DECLARING AN EMERGENCY

The Oregon Disaster Declaration Process establishes the procedures and protocols for the City (i) to request a State of Emergency, and (ii) to request state assistance for emergency response, management or recovery.

This declaration process is also the mechanism for the City (and the properties within its geographic boundaries) to receive federal assistance. Most federal resources are processed through the State. A declaration may also be used to create public awareness of a local disaster threat or emergency situation, or in any other situation deemed appropriate by the governing body. Jurisdictions also have the power to delegate their authority over an emergency response to a different jurisdiction. The most common local example of this a county commissioners' delegation of authority transferring response to a State or Federal Fire Agency in unprotected lands (meaning not covered under an existing fire district) during a Wildfire Conflagration request.

3.3.1 City of Wilsonville Declaration Process

The City Council may issue a Local Declaration of Emergency when an incident requires County, State, or Federal support. The legal framework for this process is established in Resolution No. 1959, which defines a state of emergency as existing *whenever any part of the City of Wilsonville is suffering or in imminent danger of suffering from a tornado, storm, flood, high water, wind-driven water, earthquake, volcanic eruption, landslide, mudslide, snow or ice storm, drought, fire, explosion, health hazard, infestation, toxic substance, civil disorder, disruption of community services, or any other catastrophe whereby extraordinary measures must be taken to save lives; protect public health, safety and welfare; minimize destruction of property or the environment; or avert or lessen the threat of a major disaster.*

3.3.1.1 Declaration of Emergency

When in the judgment of the City Council a state of emergency exists, the City Council shall so declare in writing and publicize the existence of same. If circumstances make it impractical or prohibitive for the City Council to take timely action, the Mayor may declare a state of emergency provided that the approval of a majority of the City Council is sought and obtained at the first available opportunity after order has been restored and the emergency has subsided. Ratification by a majority of the City Council shall be sought and obtained at the first available opportunity to confirm or amend the provisions of a declared state of emergency.

If the Mayor is unavailable for any reason, then the authority to declare an emergency shall pass to the Council President; if such person is unavailable for any reason, then to the City Manager (or person duly designated as Acting City Manager); if such person is unavailable, then to the order of succession as provided in the City's Emergency Management Plan. Ratification by a majority of the City Council shall be sought and obtained at the first available opportunity to confirm or amend the provisions of a declared state of emergency.

An emergency declaration shall state in writing:

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

3.3.1.2 Regulation and Control

Whenever the circumstances arise upon which a state of actions, and authorities set forth in the City's [Emergency Operations Plan] shall be in effect. The City Council is empowered to order and enforce the measures listed herein. However, if circumstances prohibit the timely action of the City Council, the Mayor, or his/her successor as set forth in [Section 3.4.1 of this EOP], may order emergency measures, provided that approval from a majority of the City council is sought and obtained at the first available opportunity. Such emergency measures may include, but not be limited to:

- Redirect funds for emergency use.
- Suspend standard procurement procedures to obtain necessary goods, services and/or equipment. However, price gouging shall be prohibited. No person or business may sell or attempt to sell any goods or services for a price in excess of the "normal market price," which shall mean that person's or business's average of the regular price of the goods or services for the 30 days preceding the state of emergency.
- Implement mutual aid agreements.
- Turn off water, gas or electricity.
- Restrict, regulate or prohibit vehicular or pedestrian traffic for such distance or degree as may be deemed necessary under the circumstances.
- Enter or pass through private property for the purpose of responding to the emergency and/or for the conduct of damage assessment.
- Evacuate persons from the area designated as an emergency area.
- Establish a curfew during specified hours in specified locations.
- Prohibit or limit the number of persons who may gather or congregate upon any public street, public place, or any outdoor place within the area designated as an emergency area.
- Prohibit possession of weapons or explosives of any kind on public streets, public places or any outdoor place.

- Prohibit or restrict the sale of gasoline or other flammable liquids.
- Curtail or suspend commercial activity.
- Prohibit the sale of alcoholic beverages. Order such other measures as are found to be necessary for the protection of life, property, infrastructure, the environment, or for the recovery from the emergency.

3.3.1.3 Submittal of the Declaration

The City will transmit its declaration to Clackamas and/or Washington County Emergency Management, who will forward it to the County Board of Commissioners. Requests for state assistance must be submitted through the County. In most cases, the County Emergency Manager will prepare and submit the declaration under delegated authority.

3.3.1.4 State and Federal Assistance

Once received, the County will notify the **Oregon Emergency Response System (OERS)** and submit the declaration to the **Oregon Department of Emergency Management (ODEM)**, in accordance with ORS 401.165. ODEM may escalate the request to the Governor. If warranted, the Governor may request a Federal Disaster Declaration, unlocking broader recovery resources for governments, businesses, and individuals.

Examples of emergency declaration forms are provided in Appendix D.

3.3.1.5 Termination

After the emergency has passed, the City Manager will notify the City Council and forward a resolution terminating the Declaration of Emergency for official action. The City Council must decide whether to terminate the State of Emergency at a regular public meeting. As a courtesy, Clackamas County, Washington County, and ODEM will also be notified of such decisions affecting active declarations.

3.3.2 Other Declarations

Other declarations can be made through the County on behalf of the City, such as in the case of the Emergency Conflagration Act, and public health emergency, or a drought.

3.3.2.1 Conflagration Act

In the case of emergencies involving fires threatening life and structures, the Conflagration Act (ORS 476.510) can be invoked by the Governor through the Office of State Fire Marshal. This act allows the State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations. A Tualatin Valley Fire and Rescue (TVF&R) Incident Commander IC assesses the status of the incident(s) and, after determining that all criteria have been met for invoking the Conflagration Act, notifies the State Fire Marshal via OERS. The State Fire Marshal

reviews the information and notifies the Governor, who authorizes the act. For more information on the State Fire Mobilization Plan, visit <https://www.oregon.gov/osfm/Docs/Fire-Service-MobilizationPlan.pdf>.

3.4 CONTINUITY OF OPERATIONS

The City is committed to maintaining essential services during emergencies or disruptions.

Continuity of Operations (COOP) planning ensures that critical functions can continue or be rapidly restored. Each department is responsible for identifying its essential functions, protecting vital records and systems, and maintaining the resources and staffing needed to support continuity. This includes establishing clear lines of succession, delegating authority, enabling alternate work arrangements, and participating in training and exercises to validate readiness. COOP planning also supports the City's ability to reconstitute operations and resume normal services following an incident.

3.4.1 Lines of Succession

All departments must identify and document a line of succession to ensure continuity of leadership in the absence of management. These lines are detailed in the City's COOP, and all employees must be trained on the protocols and contingency plans that support leadership continuity. The Emergency Management Coordinator provides guidance to department heads to maintain continuity of government and operations during emergencies. Department heads are responsible for developing and implementing COOP and Continuity of Government (COG) plans to ensure uninterrupted delivery of vital services.

Table 3-1 Emergency Management Lines of Succession

Incident Command	Emergency Management Coordination	Emergency Policy and Governance
1. City Manager	1. Emergency Management Coordinator (PW Director)	1. Mayor
2. Assistant City Manager	2. PW Operations Manager	2. City Council President
3. Emergency Management Coordinator (PW Director)	3. PW Division Manager	3. City Manager

3.4.2 Vital Records and Information Protection

The City of Wilsonville maintains a formal records retention program overseen by the City Recorder. Each department is responsible for identifying, protecting, and ensuring access to the vital records, systems, and equipment necessary to sustain essential functions during and after an emergency. This includes both hard copy and electronic records—such as payroll, contracts, personnel files, and inventory—that, if lost or damaged, would significantly impair operations.

Departments must implement a maintenance program to keep these records accurate, current, and securely backed up. This includes provisions for off-site or alternate facility storage. Departments should also evaluate the cost of protecting or reconstructing records against their importance to mission continuity. In addition, departments are responsible for ensuring the availability of emergency operating records and maintaining backup systems for legal and financial documentation to support continuity and recovery efforts.

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SECTION 4 CONCEPT OF OPERATIONS

Plan Section	Section Outline
4 Concept of Operations	4.1 Response Priorities 4.2 Incident Complexity 4.3 Operational Coordination 4.4 Communications and Information Management 4.5 Resource Management 4.6 Transition to Recovery

This concept of operations outlines how the City of Wilsonville organizes and executes emergency response activities under an all-hazards framework. It defines the structure, roles, and coordination mechanisms that guide the City’s actions from initial incident response through recovery. Grounded in the principles of the National Incident Management System (NIMS), this section establishes a scalable and flexible approach to managing emergencies—ensuring that life safety, property protection, and community resilience remain at the forefront of every decision. It serves as the operational backbone of the EOP, enabling unified action across departments, jurisdictions, and partner agencies.

4.1 RESPONSE PRIORITIES

Every emergency is different, and the strategies and tactics that will be used to manage response and recovery operations will be dependent on a range of considerations including the type, size, and severity of the emergency with priorities set by the Incident Commander and EOC Team, guided by the Policy Group. To support decision-makers in setting incident-specific priorities, this EOP establishes the following overarching priorities as a foundation for how the City and its whole community partners will approach coordination of support for emergency operations, with life safety always as the top priority.

- **Life Safety.** Protect emergency personnel and minimize injury or loss of life.
- **Property and Environmental Protection.** Limit damage to public/private property and safeguard natural and cultural resources.
- **Stabilization and Restoration of Community Lifelines.** Restore essential services, maintain City operations, and support community recovery.

4.2 INCIDENT COMPLEXITY

The extent to which the City will activate and this EOP, including activation of the City EOC, depends on the complexity of the incident. Incident complexity reflects the combination of factors that influence how severe, widespread, and difficult to control an event is. The City defines five primary classifications of emergencies (see Table 4-1) to guide scalable implementation of the EOP with incident complexity assessed based on the following factors:

- **Incident Scope and Risk.** Geographic area affected, values at risk, and level of threat to life and property.
- **Complexity and Coordination.** Organizational demands, jurisdictional boundaries, and political sensitivity.
- **Operational Factors.** Strategy and tactics, agency policies, and whether the incident is routine or unusual.
- **Environmental Conditions.** Weather and its potential impact on operations.

Table 4-1 Incident Classification Levels

Type	Incident Effect Indicators
LEVEL 1 Catastrophic Incident	<ul style="list-style-type: none"> • Incident Scope and Risk. Widespread destruction across jurisdictions; significant population displacement; extensive damage to residential, commercial, cultural properties, and critical infrastructure; long-term sheltering required. • Complexity and Coordination. Requires intensive coordination with state and federal agencies; high political/media scrutiny; strong stakeholder involvement; external influences present. • Operational Factors. Incident resists stabilization; spans over a month; objectives unmet across many operational periods; cascading or worsening conditions are likely. • Environmental Conditions. Severe and persistent hazards; high risk of secondary incidents. • EOC Operations. Consider full activation of City EOC.
LEVEL 2 Major Incident	<ul style="list-style-type: none"> • Incident Scope and Risk. Regional impact; major infrastructure damage; significant property loss; population requires extended sheltering and support. • Complexity and Coordination. High-level coordination across jurisdictions; elevated political/media attention; stakeholder engagement is extensive. • Operational Factors. Multi-week operations; objectives delayed; persistent hazards increase escalation risk. • Environmental Conditions. Hazardous conditions persist; environment complicates response. • EOC Operations. Consider partial or full activation of City EOC.

Table 4-1 Incident Classification Levels

Type	Incident Effect Indicators
LEVEL 3 Moderate Incident	<ul style="list-style-type: none"> • Incident Scope and Risk. Local to regional impact; notable property and infrastructure damage; evacuations likely; short-term sheltering needed. • Complexity and Coordination. Moderate coordination across agencies; some political/media attention; stakeholder involvement is active. • Operational Factors. Multi-day operations; objectives not met early; moderate risk of cascading effects. • Environmental Conditions. Environmental factors complicate response; some persistence of original hazards. • EOC Operations. Consider partial or full activation of City EOC.
LEVEL 4 Limited Incident	<ul style="list-style-type: none"> • Incident Scope and Risk. Localized impact; minor property damage; limited evacuations; minimal infrastructure disruption. • Complexity and Coordination. Some coordination with local officials; limited political/media sensitivity. • Operational Factors. Stabilization within 24 hours; minor delays in objectives; low risk of escalation. • Environmental Conditions. Minor environmental concerns; manageable. • EOC Operations. Consider stand by activation of City EOC.
LEVEL 5 Routine Incident	<ul style="list-style-type: none"> • Incident Scope and Risk. Minimal impact; few or no evacuations; negligible property or infrastructure damage. • Complexity and Coordination. Routine coordination; minimal or no involvement from officials or stakeholders. • Operational Factors. Stabilized within hours; objectives met quickly; no cascading risks. • Environmental Conditions. Stable environment; no ongoing hazards. • EOC Operations. No activation required, Emergency Management Coordinator to monitor situation.

4.3 OPERATIONAL COORDINATION

Operational coordination is the foundation of the City's emergency response framework, ensuring that actions, resources, and decisions are synchronized across departments, external agencies, and levels of government. Under NIMS, it refers to the structured process of aligning efforts to meet incident objectives, reduce duplication, and streamline communication.

4.3.1 Command Models for City Emergency Operations

Depending on the scope and complexity of the incident, the City may operate under one of the following command models described in Table 4-2.

Table 4-2 Incident Command Models for City Emergency Operations

Command Model	City Engagement
City-Led Incident Command	The City assumes direct command of the incident. The IC is a City official who oversees response operations, manages City resources, and submits resource requests. This model is typical for localized incidents.
Externally-Led Incident Command	An external agency (e.g., Tualatin Valley Fire & Rescue) leads incident management. The City shifts to a support role, with the City Manager or Emergency Operations Center (EOC) coordinating municipal resources and logistics.
Unified Command	When multiple jurisdictions or agencies share authority, the City participates in a Unified Command structure. City representatives collaborate with other response partners to jointly develop objectives and coordinate operations, while maintaining authority over City assets and responsibilities.
Area Command	For large-scale or multi-site incidents involving multiple ICS organizations, the City may engage in an Area Command structure. The City contributes to strategic oversight and ensures coordination across incident sites, while individual ICs manage tactical execution at each location.

4.3.2 Incident Command Post

Emergency response typically begins at the field level, where the most qualified individual assumes the role of Incident Commander (IC) and establishes an Incident Command Post (ICP). The ICP serves as the tactical hub for managing immediate life safety concerns and coordinating on-scene operations. The Incident Command Team at the ICP is responsible for:

- Securing the scene using ICS.
- Directing emergency response and managing resources.
- Issuing emergency warnings through county and City notification systems.
- Implementing protective actions for the public and responders.
- Establishing traffic control and access routes.
- Requesting EOC activation when additional coordination is needed.
- Developing Incident Action Plans (IAPs) for sustained operations.
- Maintaining communication with the EOC.

The ICP may be relocated to the Public Works Complex if conditions warrant. For most emergencies, the City's response is managed through the ICP. However, as incidents escalate in complexity or scale, strategic coordination transitions to the EOC.

4.3.3 Emergency Operations Center

The EOC serves as the City's central hub for strategic oversight, resource coordination, and information integration during escalating incidents. While tactical decisions remain with the IC at the ICP, the EOC plays a critical support role by:

- Managing logistics and resource allocation
- Facilitating interdepartmental and interagency communication
- Aligning response efforts with City priorities and jurisdictional objectives

The EOC is typically located at City Hall, with alternate sites designated in Table 4-3. If a physical setup is not feasible, operations may shift to a virtual format using available technology. The EOC is scalable and can adjust its structure, staffing, and location based on incident complexity, similar to the ICP.

The City may activate the EOC when normal operations are insufficient to meet emergency response needs. Activation does not require an emergency declaration and may be initiated by designated personnel or at the request of the IC. Common activation scenarios include:

- **Incident Commander–Requested Activation.** The IC may request EOC activation when enhanced coordination or policy-level decisions are needed. This request typically progresses through the Emergency Management Coordinator to the City Manager.
- **City-Initiated Activation.** The City Manager, Emergency Management Coordinator, or designee may activate the EOC based on situational awareness, forecasted events, or spontaneous incidents.
- **Initial Notifications.** The IC or dispatch will notify the Emergency Management Coordinator of significant incidents. Upon EOC activation, the Coordinator will notify key partners to ensure coordinated response and situational awareness.

Once activated, City departments mobilize by initiating emergency plans, recalling critical personnel, and allocating resources to support sustained operations. The EOC ensures that strategic decisions, resource deployment, and interagency coordination are aligned with the City's emergency management objectives.

Table 4-3 Emergency Operations Center Locations

Primary Location	Alternate Location
City Hall 29799 SW Town Center Loop E Wilsonville, OR 97070	Public Works Complex 28625 SW Boberg Road Wilsonville, OR 97070

4.3.4 Policy Group

During an incident, the Policy Group defines the goals of the response to both the IC and the EOC Team. This includes setting overarching priorities, resolving policy-level conflicts,. The group ensures that emergency decisions are consistent with the City's legal framework and strategic objectives, and that continuity of government is maintained.

In incidents requiring coordination across multiple jurisdictions or agencies, the Policy Group may interface with a Multi-Agency Coordination (MAC) Group. The MAC Group is a separate entity composed of authorized executives from external partner agencies who hold jurisdictional authority and can commit resources and funding. While the Policy Group remains focused on City-specific policy and leadership, the MAC Group provides a unified forum for interagency coordination, policy alignment, and resource management during complex or regional emergencies.

4.4 COMMUNICATIONS AND INFORMATION MANAGEMENT

4.4.1 Communications

The City ensures reliable and interoperable communications to support emergency response and coordination across field operations, the EOC, and partner agencies. All personnel use plain language and standardized terminology to promote clarity. Communications systems—including landlines, cell phones, email, radio, and internet-based platforms—are maintained to enable seamless information sharing across jurisdictions. The City EOC coordinates external notifications and public messaging when activated, working closely with Public Safety Answering Points (PSAPs) such as C-COM and WCCCA to support 9-1-1 and non-emergency dispatching. Although the City does not operate its own public alert system, it may issue emergency notifications through Clackamas and Washington County systems, broadcast media, amateur radio, and digital platforms. The Emergency Management Coordinator leads public education efforts, and the Public Information Officer ensures consistent messaging. Backup systems and alternative communication methods are deployed as needed to maintain operational continuity. These protocols are further described in the Emergency Services Functional Annex.

4.4.2 Information Management

During emergencies, the City must rapidly collect, analyze, and share information to support effective decision-making and coordinated response. The Planning Section—supported by GIS, IT, and department liaisons—leads this effort by establishing a common operating picture, facilitating planning cycles, and producing actionable information products such as situation reports, maps, and dashboards. This function ensures that leadership, responders, and partner agencies remain aligned on incident status and priorities. Information is gathered from internal departments, field operations, and partner agencies, then verified and consolidated to support operational planning and resource allocation. The Planning Section also leads the development

of the EOC Action Plan, which outlines strategic objectives and resource assignments for each operational period. These activities are further described in the Management Services Functional Annex.

4.4.3 Public Information

The City coordinates emergency public messaging through its Communications and Marketing team, led by the designated Public Information Officer (PIO). Operating within the EOC structure, the PIO ensures that all public communications are timely, accurate, and consistent across platforms and audiences. Messaging is developed in coordination with local, county, and state partners through the Joint Information System (JIS), and the City may participate in a Joint Information Center (JIC) when activated. Public information efforts include issuing press releases, managing social media and website updates, conducting media briefings, and countering misinformation. All messaging follows established clearance protocols and prioritizes accessibility and equity for all community members. While the City does not operate its own public alert system, it disseminates emergency notifications through County systems and digital platforms. These public information protocols are further described in the Management Services Annex.

4.4.4 Information Security

The City of Wilsonville's Information Technology (IT) Department is responsible for safeguarding sensitive and operational data during emergencies. This includes securing access to networks and communication platforms, monitoring for cybersecurity threats, enforcing encryption and authentication protocols, and ensuring backup and recovery of critical systems. All personnel must adhere to established information security policies and report any suspected breaches immediately. In the event of a criminal or terrorist incident, coordination will occur through the City Police Department, Sheriff's Office, Oregon State Police, and the Oregon TITAN Fusion Center to support intelligence gathering and situational awareness. These information security protocols are further addressed in the Infrastructure Services Annex.

4.5 RESOURCE MANAGEMENT

Resource management is a cornerstone of the City concept of operations, ensuring that personnel, equipment, and supplies are efficiently identified, acquired, deployed, and tracked throughout emergency response efforts. The EOC coordinates these efforts through its Operations, Logistics, and Finance/Administration Sections. Resource needs are identified by Operations and relayed to Logistics for acquisition using an ICS 213 form, while Finance/Administration oversees procurement, cost tracking, and documentation to ensure financial accountability and support reimbursement. Individual departments are responsible for managing their own resources and identifying unmet needs. When local capabilities are exceeded, requests for additional support must be submitted by the Emergency Management Coordinator or through the EOC to Clackamas or Washington County Emergency Management,

which then forwards them to the Oregon Department of Emergency Management (ODEM) via OpsCenter, in accordance with ORS Chapter 401. The City may also utilize the Oregon Emergency Response System (OERS) through the County to formally request state or interjurisdictional assistance. OERS serves as the state's 24-hour coordination platform for emergency support, and designated County representatives—typically the County Emergency Manager or a line-of-succession designee—are authorized to initiate contact and provide required incident details.

4.5.1 Financial Management

Financial management during emergencies includes reallocation of funds, emergency procurement authority, and documentation for FEMA Public Assistance reimbursement. The Finance Department assigns unique charge codes for incident-related expenditures, and the Human Resources Manager supports personnel-related procurement. The City Council may convene in emergency session to authorize funding and ratify a State of Emergency declaration, with procedures guided by ORS 294.481 and 279B.080.

4.5.2 Volunteer and Donations Management

Volunteer and donations management is not conducted directly by the City. Instead, the City relies on County emergency management, non-governmental organizations, and State partners such as SERV-OR to match resources with opportunities to support operational needs. These partners coordinate the intake, assignment, and tracking of volunteers and donated goods, and may establish facilities such as warehouses or reception centers when necessary.

4.5.3 Mutual Aid

Mutual aid agreements under ORS 402.010 and 402.015 enable the sharing of personnel, equipment, and services, with existing agreements maintained by the Emergency Management Coordinator. The City may also activate the Oregon Resource Coordination Assistance Agreement (ORCAA) for rapid deployment of resources across jurisdictions.

These resource management practices are discussed in further detail in the City's Management Services Annex, which outlines roles, responsibilities, and coordination mechanisms essential to sustaining emergency operations.

4.6 DEMOBILIZATION AND TRANSITION TO RECOVERY

4.6.1 Demobilization

As emergency response winds down, responsibility shifts from immediate operations to recovery efforts. The IC in coordination with the City Manager and the Policy Group will determine when emergency conditions have ended and authorize demobilization. If the event is under a State or Federal declaration, those agencies will dictate the official termination. The City

Manager has the final approval authority for activation and closure of the EOC. 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, and emergency operations re-initiated at any time.

Demobilization includes identifying surplus resources, setting release priorities, repairing equipment, and completing all required documentation. Resources are released only with approval from the IC or City Manager.

4.6.2 Transition to Recovery

Once critical response objectives are achieved, the City transitions to recovery. Short-term recovery focuses on restoring essential services such as power, water, communications, and waste management, and addressing basic human needs. Long-term recovery aims to return the community to a stable or improved condition.

For the purposes of this Emergency Operations Plan (EOP), recovery activities may begin during the response phase and include actions typically considered short- or intermediate-term recovery. These activities—such as damage assessment and debris management—are managed using the operational concepts outlined in this EOP and are further detailed in the Infrastructure Services Functional Annex and associated plans, including the City of Wilsonville Debris Management Plan.

As the incident stabilizes and immediate life-safety concerns are addressed, operational focus transitions from first responders to departments such as planning, engineering, and public works. These entities play a lead role in coordinating and executing recovery activities, ensuring continuity and long-term resilience.

The City Manager, in consultation with the Policy Group, will guide this transition. If recovery is expected to be prolonged, a Recovery Manager may be appointed to lead recovery efforts, allowing the City Manager to resume routine responsibilities.

All recovery operations will comply with applicable environmental and historic preservation requirements when seeking federal assistance. These requirements are designed to protect natural and cultural resources, even during disaster recovery.

Recovery operations will align with the Oregon Disaster Recovery Plan, developed under ORS Chapter 401, which outlines how the State supports local and tribal recovery efforts.

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SECTION 5 INCIDENT MANAGEMENT

Plan Section	Section Outline
5 Incident Management	<ul style="list-style-type: none">5.1 Key Features of the Incident Command System5.2 EOC Team Organization5.3 EOC Leadership5.4 Management Staff5.5 General Staff5.6 EOC Action Planning

The City of Wilsonville’s EOC is structured around the Incident Command System (ICS)—a nationally recognized, flexible, and scalable framework for managing emergencies of any type or size. ICS provides the foundation for clear leadership, coordinated operations, and effective resource management across departments, jurisdictions, and partner agencies.

This section outlines how ICS principles are applied within the City’s EOC, including the roles and responsibilities of key management and general staff positions. It also describes how ESFs are integrated into the EOC structure to organize function-specific responsibilities, promote whole community engagement, and strengthen interagency coordination.

In addition to organizational structure, this section details the EOC Action Planning process, which ensures that each operational period is guided by clear objectives, coordinated strategies, and documented assignments. Using the ICS Planning “P” and standardized ICS forms, the EOC Action Plan provides a strategic roadmap for supporting field operations and maintaining situational awareness throughout the duration of an incident.

5.1 KEY FEATURES OF THE INCIDENT COMMAND SYSTEM

ICS is built on a set of standardized principles that promote effective coordination, communication, and resource management during emergency operations. The following features are foundational to its structure and function:

- **Common Terminology:** Uses standardized terms for organizational functions, resource descriptions, and incident facilities to ensure clear communication across agencies and disciplines.
- **Modular Organization:** Expands or contracts the organizational structure based on the size and complexity of the incident, allowing for scalable response.

- **Management by Objectives:** Establishes clear, measurable objectives for each operational period, guiding all response activities toward defined goals.
- **Incident Action Planning:** Develops written or verbal plans that outline response objectives, strategies, and resource assignments for each operational period.
- **Chain of Command:** Maintains a clear line of authority within the incident organization, ensuring accountability and direction.
- **Unity of Command:** Each individual reports to only one designated supervisor, reducing confusion and conflicting instructions.
- **Span of Control:** Limits the number of individuals or resources one supervisor can effectively manage, typically to five, but ranging from three to seven.

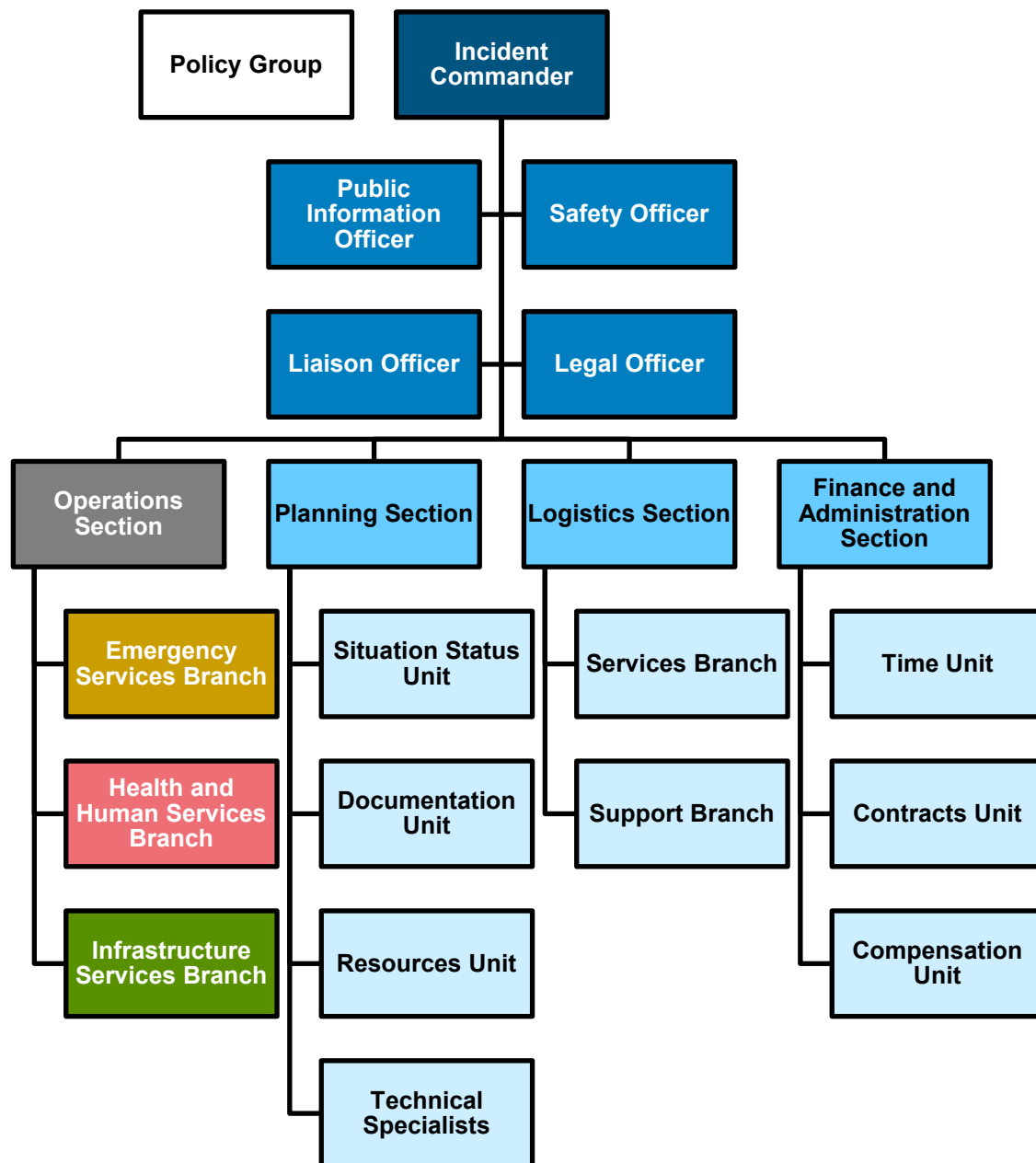
5.2 EOC TEAM ORGANIZATION

The City EOC is organized using the principles of ICS, ensuring a scalable and flexible structure that can expand or contract based on the complexity and demands of the incident. At the core of this structure is the IC, who is responsible for activating the EOC, maintaining operational oversight, and ensuring that the EOC effectively supports field operations and policy-level coordination.

Each position within the EOC has defined responsibilities that align with ICS principles, ensuring clear lines of authority, effective communication, and coordinated resource management. As the incident evolves, the IC may adjust staffing levels and organizational structure to maintain operational efficiency and support sustained response and recovery efforts.

This structure enables the City to maintain situational awareness, coordinate with external partners, and provide strategic direction throughout the duration of an emergency.

Figure 5-1 City of Wilsonville EOC Organization



5.3 INCIDENT COMMANDER

The Incident Commander (IC) is responsible for activating the EOC, maintaining operational oversight, and ensuring that the EOC supports both field operations and policy-level coordination.

The City Manager may assume the role of IC or delegate it to the Assistant City Manager or Emergency Management Coordinator, depending on the nature and scope of the incident. Upon activation, the IC reports directly to the City Manager and initiates EOC staffing based on incident needs. This includes assigning personnel to key Management Staff positions—such as Legal Officer, Public Information Officer, Safety Officer, and Liaison Officer—as well as General Staff positions, including Section Chiefs for Operations, Planning, Logistics, and Finance/Administration.

The IC oversees the organization, supervision, and operation of the EOC. This includes managing staffing, coordinating internal functions, and ensuring strategic support—such as logistics, planning, and resource coordination—is delivered to meet incident needs. As the incident evolves, the IC may adjust staffing levels and the organizational structure to maintain operational efficiency and support sustained response and recovery efforts.

This structure enables the City to maintain situational awareness, coordinate with external partners, and provide strategic direction throughout the duration of an emergency.

Key responsibilities include:

- Maintain ICP / EOC readiness at all times.
- Activate the EOC and issue necessary notifications.
- Mobilize and assign EOC Team members.
- Provide leadership and oversight for all EOC functions.
- Fill any unassigned Command Staff roles.
- Initiate and approve the EOC Action Plan.
- Approve resource requests, public information releases, and other key materials.
- Demobilize the EOC and lead the post-incident hot wash.

5.4 COMMAND STAFF

The Command Staff supports the IC by providing specialized oversight in key functional areas that enhance coordination, safety, legal compliance, and public communication during

emergency operations. These positions include the following roles that each address a distinct operational need:

- **Public Information Officer:** Manages public communication and media relations.
- **Safety Officer:** Ensures the health and safety of EOC personnel and responders.
- **Liaison Officer:** Coordinates with external agencies and partners.
- **Legal Officer:** Advises on legal and regulatory matters to ensure compliance.

The IC activates these positions based on the scope and complexity of the incident to ensure that the City's emergency response is well-coordinated, legally sound, and effectively communicated.

5.4.1 Public Information Officer

The PIO reports to the IC and advises the IC and Policy Group on public information matters.

Responsibilities:

- Coordinate all public information activities within the EOC.
- Draft, review, and coordinate approval of information releases.
- Manage media relations, including briefings, interviews, and site tours.
- Support leadership in preparing for public and media engagements.
- Coordinate public inquiry support, including call center operations.
- Monitor media coverage and manage rumor control.
- Collaborate with agency PIOs and participate in the Joint Information System (JIS), including management of a Joint Information Center (JIC) if activated.

5.4.2 Safety Officer

The Safety Officer reports to the IC and advises on health and safety issues affecting EOC operations and field personnel.

Responsibilities:

- Conduct risk assessments of the EOC environment and address findings.
- Monitor hazardous conditions, including weather and facility safety.
- Assess the physical and mental well-being of EOC staff.

- Coordinate EOC security measures.
- Exercise authority to stop or prevent unsafe acts.
- Oversee procurement and distribution of personal protective equipment (PPE).
- Develop and deliver safety messages and briefings.
- Review EOC Action Plans for safety implications.
- Engage subject matter experts for specialized hazard evaluation.

5.4.3 Liaison Officer

The Liaison Officer reports to the IC and facilitates coordination with external agencies and organizations.

Responsibilities:

- Establish and maintain communication with external partners.
- Serve as the primary point of contact for agency representatives.
- Facilitate security clearance and access for visiting agency personnel.
- Maintain a directory of assisting and cooperating agencies.
- Monitor operations to identify interagency coordination needs or challenges.

5.4.4 Legal Officer

The Legal Officer reports to the IC and provides legal counsel to ensure that emergency operations comply with applicable laws, regulations, and policies.

Responsibilities:

- Advise the IC and Policy Group on legal and regulatory issues.
- Review emergency declarations, orders, and agreements for legal sufficiency.
- Ensure compliance with local, state, and federal emergency authorities.
- Support documentation of decisions and actions for legal defensibility.
- Coordinate with City legal counsel and external legal advisors as needed.
- Monitor liability, privacy, and public records considerations during response operations.

5.5 GENERAL STAFF

The General Staff forms the operational backbone of the EOC, responsible for executing the core functions that support incident response and recovery. Under the direction of the IC, General Staff positions include the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief. These roles reflect the structure of the Incident Command System (ICS) and are activated based on the scope and complexity of the incident. Each Section Chief leads a functional area within the EOC, ensuring that tactical operations, situational planning, resource support, and financial tracking are carried out in a coordinated and efficient manner. This structure enables the City to maintain continuity of operations, manage resources effectively, and support field response efforts throughout the duration of an emergency.

5.5.1 Planning Section

The Planning Section Chief reports to the IC and is responsible for managing the collection, analysis, and dissemination of information to support decision-making and maintain situational awareness. This section ensures that the EOC operates with a clear understanding of current conditions, resource status, and future needs.

The Planning Section aligns with Emergency Support Function (ESF) 5 – Information and Planning, which provides the foundation for coordinated planning, documentation, and information management during emergency operations.

Key responsibilities include:

- Assess the situation and activate appropriate branches and units within the Planning Section.
- Monitor and display situation status and develop situation reports for each operational period.
- Facilitate EOC planning meetings and coordinate development of the EOC Action Plan.
- Prepare maps, briefings, and other informational products to support decision-making and public communication.
- Collect, organize, and archive all relevant incident documentation.
- Establish and maintain a system for tracking resources.
- Conduct advance planning to anticipate future needs and potential challenges.

Typical branches and units that may be activated under the Planning Section include:

- **Situation Status Unit.** Tracks and displays real-time information on incident conditions, resource status, and operational progress.
- **Documentation Unit.** Maintains official records of EOC activities, including situation reports, action plans, and decision logs.
- **Resources Unit.** Monitors the status and location of personnel, equipment, and supplies requested or deployed during the response.
- **Technical Specialists.** Provides subject matter expertise (e.g., GIS, meteorology, engineering) to support planning and analysis.

This structure is scalable and may be adjusted based on the complexity and duration of the incident. The Planning Section plays a critical role in ensuring that the EOC maintains a common operating picture and is prepared to adapt to changing conditions.

5.5.2 Logistics Section

The Logistics Section Chief reports to the IC and is responsible for coordinating all logistical and resource support functions necessary to sustain emergency operations. This includes acquiring, managing, and distributing personnel, equipment, supplies, facilities, and technology to support both field operations and EOC activities.

Key responsibilities include:

- Assess the situation and activate appropriate branches and units within the Logistics Section.
- Procure and manage personnel, equipment, supplies, and services to support response operations.
- Coordinate acquisition and setup of facilities, including alternate care sites, shelters, and staging areas.
- Arrange food, lodging, and other support services for EOC staff and deployed personnel.
- Facilitate and track resource requests, ensuring proper documentation and approval by the IC.
- Support EOC communications and IT infrastructure, including hardware, software, and connectivity.
- Implement appropriate cybersecurity measures to protect EOC systems and data.
- Coordinate volunteer and donations management, including integration of spontaneous volunteers and unsolicited goods.

Typical branches and units that may be activated under the Logistics Section include:

- **Services Branch.** Provides support services such as food, lodging, sanitation, and personnel care for EOC and field staff. Also manages volunteer and donations coordination.
- **Support Branch.** Manages procurement, transportation, equipment, and facility needs. Ensures communications and IT systems are operational and secure.

This structure is scalable and may be adjusted based on the size and complexity of the incident. The Logistics Section plays a critical role in sustaining operations and enabling effective response across all City departments and partner agencies.

Table 5-1 Emergency Support Functions in the Logistics Section

Logistics Section Branch	Emergency Support Function
Services Branch	ESF 7 – Resource Support ESF 16 – Volunteers and Donations Management
Support Branch	ESF 2 – Communications ESF 17 – Cyber and Infrastructure Security

5.5.3 Finance and Administration Section

The Finance and Administration Section Chief reports to the IC and is responsible for managing financial, administrative, and human resource support functions during emergency operations. This section ensures that all response activities are properly documented, compliant with applicable policies, and financially accountable.

Key responsibilities include:

- Assess the situation and activate appropriate branches within the Finance and Administration Section.
- Provide guidance on emergency finance, purchasing, and contracting policies.
- Support the preparation, review, and approval of contracts and purchase orders.
- Ensure proper timekeeping and cost tracking for all EOC and field personnel.
- Establish and communicate accounting codes for emergency expenditures.
- Collect, manage, and archive all financial documentation related to the incident.
- Monitor and advise on cost-saving measures and funding strategies.

- Manage any workers' compensation claims or personnel issues arising from the emergency.

Typical branches under the Finance and Administration Section include:

- **Time and Cost Tracking Unit.** Tracks personnel hours, equipment usage, and other operational costs to support reimbursement and financial accountability.
- **Procurement and Contracts Unit.** Manages emergency purchasing, vendor qualification, and contract execution in coordination with City procurement policies.
- **Compensation and Claims Unit.** Handles workers' compensation issues, damage claims, and other personnel-related matters.

This section plays a critical role in ensuring that the City's emergency response is fiscally responsible, legally compliant, and well-documented for recovery and reimbursement purposes.

5.6 EOC ACTION PLANNING

Every incident should be guided by an **Incident Action Plan (IAP)**, which outlines the strategic objectives, priorities, and assignments for each operational period. This plan ensures that EOC operations are coordinated, goal-driven, and aligned with the needs of field Incident Command and the broader emergency response.

The IAP is not intended to be complex; its scale and detail should match the complexity and duration of the incident. It provides a framework for the EOC Team to support field operations, while tactical decisions and resource deployment remain the responsibility of the on-scene Incident Commander.

To support clarity and consistency in planning, Table 5-3 presents a structured breakdown of action planning inputs. It distinguishes between:

- **Goals.** Broad, qualitative, and long-range aspirations typically set by the Policy Group.
- **Objectives.** Specific, measurable, and short-term targets established by the Incident Commander and Command Staff.
- **Strategies.** Focused plans developed by General Staff to address operational challenges.
- **Tactics.** Detailed, actionable tasks assigned to functional groups or divisions for execution.

This framework helps ensure that EOC planning is both strategic and operationally grounded, enabling effective coordination across all levels of response.

Table 5-3 Goals, Objectives, Strategies, and Tactics

Planning Input	Set By	Description	Example
Goals	What you want. Broad, qualitative, intangible, abstract and long range.	Policy Group	1. Remove all the debris from the City following a debris generating event.
Objectives	What you get. Specific, quantitative, tangible Measurable, short term.	IC and Command Staff	2. Clear all arterials and collectors of debris within 48 hours. 3. Develop plan for private properties to deal with debris within 72 hours 4. Establish a debris mgt site for debris from private properties
Strategies	How we'll do it or 'the Plan.' Addresses the problem(s), focused on a specific area.	General Staff	1. Assign teams to specific areas for debris clearing. 2. Define equipment and needed. 3. Establish policy for private/public clearing 4. Determine debris location 5. Initiate contracts
Tactics	The details. Short term, real, actionable tasks, due dates, accountability.	Functional Groups or Divisions	1. Teams of 5 people, with trucks, trailer, chipper, chainsaws clearing assigned daily route. 2. Clear to the edge of ROW. 3. All debris hauled to disposal site, weighed and disposed of by contractor.

5.6.1 Planning Process

The EOC Action Planning process follows the ICS Planning “P”, a standardized cycle that supports structured planning and documentation. The key steps include:

1. **Initial Briefing.** The IC and Planning Section Chief gather situational updates and determine the need for a formal action plan.
2. **Objectives Meeting.** EOC leadership defines strategic objectives for the next operational period.
3. **Tactics and Resource Planning.** Section Chiefs and Branch Directors identify strategies and resource needs to achieve objectives.
4. **Planning Meeting.** The draft action plan is reviewed and refined by EOC leadership.
5. **Approval and Distribution.** The IC approves the plan, which is then distributed to all EOC staff and relevant partners.
6. **Operational Period Briefing.** The plan is presented to the EOC Team at the start of the new operational period.

This process is facilitated by the Planning Section and supports Emergency Support Function (ESF) 5 – Information and Planning, which ensures that emergency operations are guided by timely, accurate, and actionable information.

5.6.2 Structure of the EOC Action Plan

The EOC Action Plan is typically compiled from a series of ICS forms, which together provide a comprehensive picture of the EOC’s objectives, structure, and support strategies. These forms are identified in Table 5-2.

Table 5-2 Common ICS Forms in the EOC

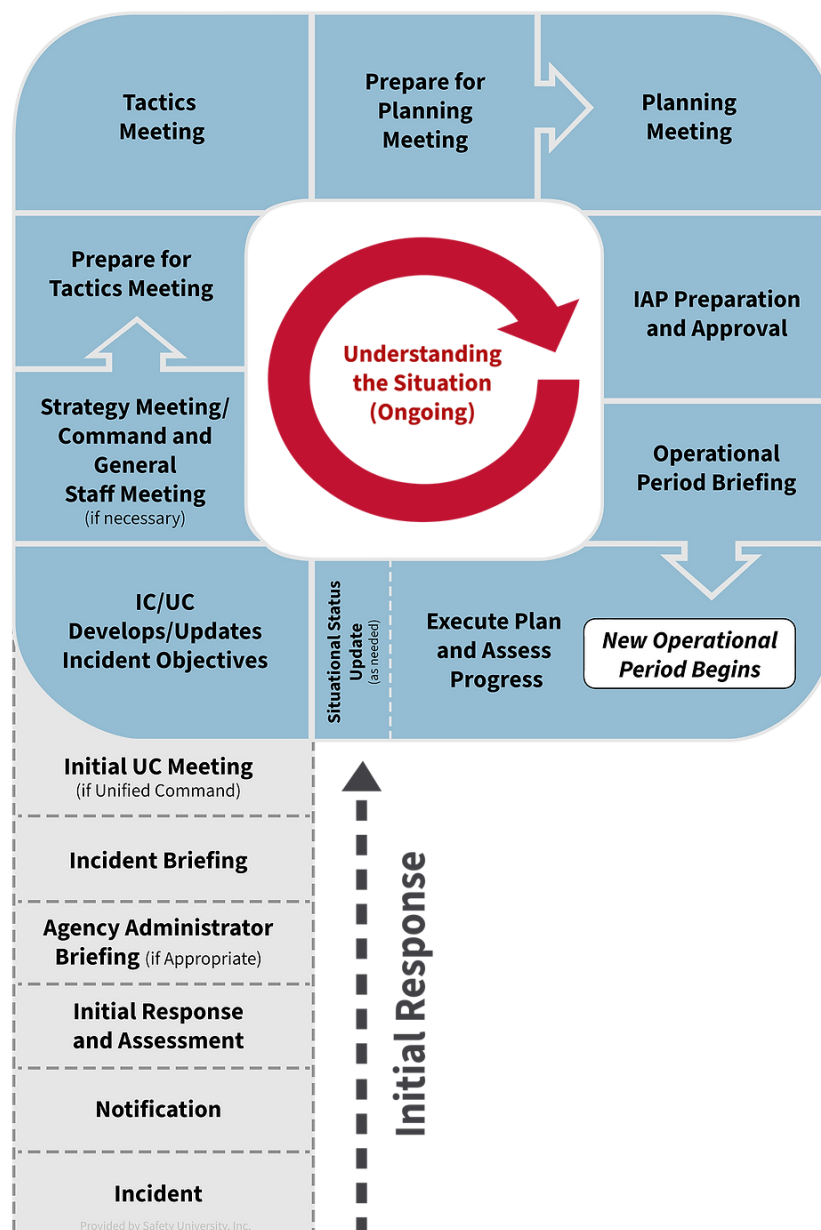
Form	Title	Description
ICS 201	Incident Briefing	Provides initial situational awareness and summary of the incident.
ICS 202	Incident Objectives	Documents EOC objectives and priorities for the operational period.
ICS 203	Organization Assignment List	Identifies EOC structure and assigned personnel.
ICS 204	Assignment List	Details specific assignments for EOC branches and units.

Table 5-2 Common ICS Forms in the EOC

Form	Title	Description
ICS 205	Communications Plan	Outlines communication systems and contact information.
ICS 206	Medical Plan	Describes medical support and emergency procedures (if applicable).
ICS 209	Incident Status Summary	Provides ongoing updates on incident status and impacts.
ICS 213	General Message	Used to send written messages between incident personnel.
ICS 213 RR	Resource Request Message	Used to formally request tactical or non-tactical resources.
ICS 214	Activity Log	Used by all EOC positions to document actions and decisions.
ICS 221	Demobilization Plan	Guides the orderly release of resources and personnel (as needed).

These forms are compiled and maintained by the Planning Section and updated each operational period to reflect changing conditions, new priorities, and lessons learned.

Figure 5-2 Incident Action Planning Process (Planning 'P')



5.6.3 Operations Section

The Operations Section Chief reports to the IC and is responsible for managing and coordinating all operational support functions within the EOC. This section ensures that response activities are aligned with the EOC Action Plan and that field operations receive the resources and information they need.

The Operations Section serves as the primary point of coordination for tactical support and situational response activities. It maintains communication with field Incident Command Posts (ICPs), City departments, and partner agencies to ensure a unified and effective response.

Key responsibilities include:

- Assess the situation and activate appropriate branches and units within the Operations Section to meet coordination needs.
- Maintain communication with field operations to support situational awareness and operational alignment.
- Coordinate execution of emergency response activities in accordance with the EOC Action Plan.
- Identify and process resource requests to support field and departmental operations.

The Operations Section may include the branches identified in Table 5-3.

Table 5-3 Emergency Support Functions in the Operations Section

Operations Section Branch		Emergency Support Function
Emergency Services Branch	Coordinates with fire, law enforcement, emergency medical services, and other first responders to support life safety operations, evacuations, and incident stabilization.	ESF 2 – Communications ESF 4 – Firefighting ESF 9 – Search and Rescue ESF 10 – Hazardous Materials ESF 13 – Law Enforcement
Infrastructure Services Branch	Oversees public works, utilities, transportation, and engineering functions, including debris removal, infrastructure protection, and restoration of essential services.	ESF 6 – Mass Care ESF 8 – Health and Medical ESF 11 – Agriculture and Animal Protection ESF 16 – Volunteers and Donations Management
Health and Human Services Branch	Manages public health, medical services, mass care, sheltering, behavioral health, and support for vulnerable populations.	ESF 1 – Transportation ESF 3 – Public Works ESF 12 – Energy ESF 17 – Cyber and Infrastructure Security

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SECTION 6 PARTNER ORGANIZATION AND COOPERATION

Plan Section	Section Outline
6 Partner Organization and Cooperation	6.1 Partner Organization 6.2 Responsibilities by Functional Group 6.3 Whole Community Cooperation

This section introduces the City’s framework for organizing departments, cooperators, and community stakeholders into functional groups aligned with ESFs. This structure promotes clarity in roles, consistency with state and federal systems, and seamless integration under the ICS. By embracing a whole community approach, the City ensures that public, private, nonprofit, and individual contributors are positioned to support preparedness, response, and recovery efforts across a wide range of emergencies.

6.1 PARTNER ORGANIZATION

To support coordination before, during, and after emergencies, the City organizes departments and partners into four functional groups that align with the ESFs used by Clackamas County and the State of Oregon. These groupings help clarify roles, streamline communication, and guide resource sharing under the ICS. When the City activates its EOC, representatives from key City departments and partner organizations serve as liaisons within designated branches or positions. Each functional group is led by a primary department or agency responsible for coordinating with partners and serving as the main point of contact with the EOC. Effective coordination assumes that partners understand their roles, remain flexible as conditions change, and recognize that emergency operations may require personnel to follow direction outside their usual chain of command. The functional groups are identified in Table 6-1 and are expanded upon in the four functional annexes that are part of this EOP.

Table 6-1. Whole Community Functional Groups and Emergency Support Functions		
Functional Group	Associated ESFs	EOC Coordination
Management Services	ESF 5 – Information and Planning ESF 7 – Resource Support ESF 14 – Business and Industry ESF 15 – Public Information	Command Staff General Staff (Planning, Logistics, Finance and Administration)

Table 6-1. Whole Community Functional Groups and Emergency Support Functions

Functional Group	Associated ESFs	EOC Coordination
Infrastructure Services	ESF 1 – Transportation ESF 3 – Public Works ESF 12 – Energy ESF 17 – Cyber and Infrastructure Security	Operations Section – Infrastructure Services Branch
Emergency Services	ESF 2 – Communications ESF 4 – Firefighting ESF 9 – Search and Rescue ESF 10 – Hazardous Materials ESF 13 – Law Enforcement	Operations Section – Emergency Services Branch
Health and Human Services	ESF 6 – Mass Care ESF 8 – Health and Medical ESF 11 – Agriculture and Animal Protection ESF 16 – Volunteers and Donations Management	Operations Section – Health and Human Services Branch

6.2 RESPONSIBILITIES BY FUNCTIONAL GROUP

The following tables present the functional groupings used by the City's Emergency Management Program to coordinate emergency operations. Each table provides a concise overview of the functions within the group, identifies the lead City departments or partner agencies responsible for those functions, and indicates where coordination occurs within the EOC. These groupings are aligned with ESFs and are further detailed in the associated functional annexes of this EOP, which describe roles, responsibilities, and coordination strategies in greater depth.

6.2.1 Management Services

The Management Services Annex outlines how the City organizes internal coordination and support functions that ensure the EOC remains operationally ready and responsive throughout an incident.

Table 6-2. Management Services Functional Group Overview

ESF 5 Information and Planning	ESF 7 Resource Support	ESF 14 Business and Industry	ESF 15 Public Information
Leads EOC planning activities, including action planning and situational briefings. It manages data collection, analysis, and dissemination to support informed decision-making. Coordination spans emergency management, planning, GIS, and IT teams to ensure timely, accurate intelligence.	This group oversees logistics and resource coordination for emergency operations. It tracks, fulfills, and demobilizes resource requests while documenting costs related to staffing, procurement, and contracts. It also supports mutual aid coordination to ensure efficient resource sharing.	This group engages private sector partners in emergency response and recovery. It identifies business continuity needs and short-term recovery priorities. It serves as a liaison between business stakeholders and the City's Emergency Management Program.	This group develops and shares accurate, timely, and accessible public information. It manages message approval protocols and supports rumor control and misinformation correction. It coordinates messaging across agencies and provides situational updates to the public throughout all phases of an incident.
Lead and Supporting Department / Agencies (<i>Lead in bold</i>)			
Emergency Management Coordinator(s) Public Works Department Information Technology Department – GIS and Mapping	Emergency Management Coordinator(s) Human Resources Department Finance Department City Attorney's Office	City Administration – Public / Government Affairs Community Development Department – Economic Development	City Administration – Communications and Marketing Emergency Management Coordinator(s)
EOC Coordination – Command and General Staff			
Planning Section	Logistics Section Finance and Administration Section	Liaison Officer	Public Information Officer

6.2.2 Infrastructure Services

The Infrastructure Services Annex outlines how the City coordinates emergency response for critical systems—transportation, utilities, water, and energy. It focuses on damage assessment, emergency repairs, and service restoration.

Table 6-5 Infrastructure Services Emergency Support Functions			
ESF 1 Transportation	ESF 3 Public Works	ESF 12 Energy	ESF 17 Cyber and Infrastructure Security
Focuses on maintaining and restoring transportation systems during emergencies. This includes monitoring infrastructure status, coordinating debris removal, enabling emergency repairs, and ensuring safe transport for evacuees, personnel, and supplies. It also supports traffic coordination in partnership with law enforcement.	Addresses the assessment and restoration of critical infrastructure such as energy, water, and wastewater systems. It provides engineering and construction support, manages debris clearance, and ensures that public spaces and emergency routes are safe and functional.	Ensures continuity of energy services by acquiring fuel for essential operations, supporting utility repairs, and providing temporary power and water to critical facilities. It also facilitates access to necessary equipment and labor for emergency energy restoration.	Protects digital infrastructure by monitoring system status, responding to cyber incidents, and restoring disrupted services. It coordinates with state and federal cybersecurity agencies, secures essential data, and promotes continuity planning and awareness across departments.
Lead Department / Agency			
Public Works Department – Streets Division SMART Transit – Fleet Services	Public Works Department Community Development Department – Building Division	SMART Transit – Fleet Services Public Works Department	Information Technology Department
EOC Coordination – Operations Section, Infrastructure Services Branch			
Transportation Group	Public Works Group	Energy Group	Cyber and Infrastructure Security Group

6.2.3 Emergency Services

The Emergency Services Annex outlines how the City coordinates emergency response operations across core public safety functions including communications, fire services, hazardous materials, law enforcement, and search and rescue.

Table 6-3 Emergency Services Functional Group Overview				
ESF 2 Communications	ESF 4 Firefighting	ESF 9 Search and Rescue	ESF 10 Hazardous Materials	ESF 13 Law Enforcement
Supports emergency response by maintaining operational communications, providing temporary systems for responders, sustaining IT and cybersecurity, and operating public alert and warning systems.	Coordinates wildfire and structural fire response, provides personnel and equipment, supports fire prevention and suppression, and facilitates mutual aid and interagency collaboration.	Deploys search and rescue teams across environments, coordinates with local and regional partners, and integrates medical support into rescue operations.	Manages response to hazardous material releases, including chemical, biological, and radiological incidents, and addresses environmental protection concerns in coordination with regional partners.	Provides supplemental law enforcement resources, ensures site security and access control, manages crowd and traffic control, secures shelters and EOCs, and oversees evacuation and shelter-in-place operations.
Lead and Supporting Department / Agencies (<i>Lead in bold</i>)				
Information Technology Department Public Works Department	Tualatin Valley Fire & Rescue*	Police Department Clackamas County Sheriff's Office	Tualatin Valley Fire & Rescue*	Police Department Clackamas County Sheriff's Office
EOC Coordination – Operations Section, Emergency Services Group				
Communications Group	Fire Services Group	Law Enforcement Group	Fire Services Group	Law Enforcement Group

* Lead agency is external to the City.

6.2.4 Health and Human Services

The Health and Human Services Annex outlines how the City coordinates with partners to support community health and well-being during emergencies. It focuses on delivering services such as medical care, behavioral health, sheltering, and social services.

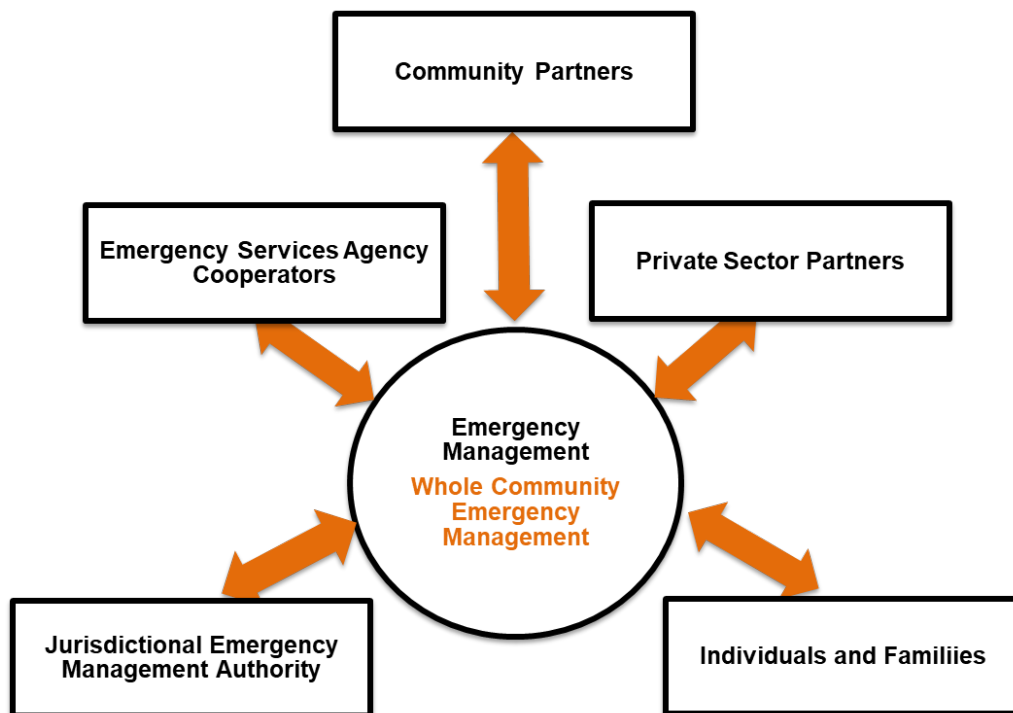
Table 6-4 Health and Human Services Emergency Support Functions			
ESF 6 Mass Care	ESF 8 Health and Medical	ESF 11 Agriculture and Animal Protection	ESF 16 Volunteers and Donations
Coordinates mass care operations including sheltering, feeding, and distribution of emergency supplies for displaced individuals and households. Supports access to temporary and long-term housing and facilitates welfare information sharing and recovery assistance connections.	Manages public health and medical services during emergencies, including surveillance, threat control, and medical countermeasure distribution. Supports mental health needs, medical transport and care, and conducts mass casualty and fatality operations when local resources are overwhelmed.	Coordinates emergency food, water, and nutrition assistance, and ensures environmental health through food and water safety. Assesses impacts to agriculture, animals, and cultural resources, and provides shelter and care for pets, service animals, and livestock while protecting natural and cultural assets.	Facilitates the coordination of spontaneous volunteers and donated goods to meet community needs. Ensures that contributions are effectively managed, distributed, and integrated into response and recovery operations, while maintaining accountability and minimizing duplication of efforts.
Lead and Supporting Department / Agencies (<i>Lead in bold</i>)			
Emergency Management Coordinator(s) Parks and Recreation Wilsonville Public Library American Red Cross	City Administration – Human Resources Department Clackamas County Health, Housing, and Human Services Tualatin Valley Fire & Rescue	Community Development Department – Natural Resources Division Clackamas County Disaster Management	Parks and Recreation Department Wilsonville Public Library Clackamas County Disaster Management
EOC Coordination – Operations Section, Health and Human Services Branch			
Mass Care Group	Health and Medical Group	Agriculture and Animal Protection Group	Mass Care Group

* *Lead agency is external to the City*

6.3 WHOLE COMMUNITY COOPERATION

Figure 6-1 presents a simplified graphic of the elements of a whole community approach to emergency management.

Figure 6-1 Whole Community Approach to Emergency Management



6.3.1 Local and Regional Government

6.3.1.1 Clackamas and Washington Counties

Wilsonville's incorporated boundaries span both Clackamas and Washington counties, requiring close collaboration with both county emergency management agencies. Clackamas County Disaster Management and Washington County Emergency Management each maintain jurisdictional EOPs that define roles and responsibilities for their respective partners. The City meets with each county monthly and will coordinate with both counties to ensure alignment in planning, response, and recovery operations.

6.3.1.2 Metro

Wilsonville also lies within the Metro regional government boundary, which encompasses portions of Clackamas, Washington, and Multnomah counties. While Metro is not mandated to maintain a full emergency management program, it plays a key role in disaster response—particularly in managing disaster debris and household hazardous waste. Metro formalized this responsibility through its 2018 Disaster Debris Management Plan, which outlines coordination strategies for debris operations and system disruptions during emergencies.

6.3.1.3 Special Districts

6.3.1.4 Special districts provide essential services that support emergency operations and must be integrated into the City’s planning and response efforts. These include Tualatin Valley Fire & Rescue (fire and EMS), the Clackamas County Library District, West Linn-Wilsonville School District, Tualatin Valley Water Districts, and TriMet (public transportation). Each district brings specialized expertise, personnel, and resources that complement City capabilities

6.3.1.5 Regional Disaster Preparedness Organization

The Regional Disaster Preparedness Organization (RDPO) is a multi-jurisdictional partnership that includes local governments, special districts, and NGOs across the Portland metropolitan area. RDPO supports regional coordination through joint planning, training, and resource sharing. Its structure includes a Policy Committee, Steering Committee, Program Committee, and discipline-specific work groups that ensure strategic, integrated preparedness across the region. Wilsonville personnel participate in RDPO committees.

6.3.1.6 Local Emergency Planning Committees

Local Emergency Planning Committees (LEPCs), established under the Emergency Planning and Community Right-to-Know Act (EPCRA), are appointed by the State Emergency Response Commission (SERC). LEPCs in both Clackamas and Washington counties support regional coordination by developing hazardous materials emergency response plans, promoting chemical risk awareness, and facilitating collaboration among emergency responders, industry, and the public.

6.3.2 Community Partners

6.3.2.1 Community-Based Organizations

Community-based organizations (CBOs) and non-governmental organizations (NGOs) are essential to the City’s emergency operations, particularly in serving vulnerable populations. These organizations provide critical services such as shelter, food, mental health support, and language access. The City will coordinate with CBOs and NGOs to integrate their capabilities into emergency planning, engage them in training and exercises, and ensure effective

information sharing before, during, and after emergencies. Key partners in this effort include the American Red Cross, which provides sheltering, disaster relief, and family reunification services; Wilsonville Community Sharing, which supports food distribution, housing assistance, and other vital services for residents in need; and the Charbonneau Country Club community, which plays an important role in preparedness and response coordination within the Charbonneau area. Their contributions are central to the City's whole community approach to emergency management.

6.3.2.2 Business and Industry

Business and industry partners also play a vital role in emergency preparedness and response. They contribute critical infrastructure, logistics, personnel, and services that enhance the City's operational capacity. The City will work with private sector partners to promote business continuity planning, establish mutual aid agreements, and coordinate response efforts. Formal agreements such as MOUs and MAAs may be established in advance to define roles and expectations. Responsibilities may include training volunteers, identifying shelter sites, providing essential goods and services, protecting employees and infrastructure, and supporting public awareness and recovery efforts. These partnerships are key to a whole-community approach to emergency management.

6.3.2.3 Individuals and Households

Individuals and households are the foundation of community resilience. The City's Emergency Management Program supports residents by providing preparedness information and training opportunities. In turn, individuals are encouraged to reduce hazards in their homes, assemble emergency supply kits, develop household emergency plans, monitor official emergency communications, enroll in training courses, and volunteer with established organizations. These actions not only enhance personal safety but also reduce the burden on emergency services and contribute to a stronger, more prepared community.

6.3.3 State and Federal Agencies

6.3.3.1 State of Oregon

6.3.3.2 State agencies are critical partners when an incident exceeds local capabilities. Under a state declaration of emergency, the Governor may activate state resources and assign lead agencies to support specific emergency support functions, as outlined in the State of Oregon Emergency Operations Plan (EOP). These agencies provide technical expertise, personnel, equipment, and coordination across jurisdictions. The City will work closely with the Oregon

Department of Emergency Management (ODEM) and other state partners to request assistance, align response strategies, and participate in joint planning, training, and exercises.

6.3.3.3 Federal

6.3.3.4 Federal agencies provide additional support when state and local resources are overwhelmed or when federal jurisdiction is involved. Under a Presidential Declaration of Major Disaster or Emergency, federal assistance may include financial aid, technical support, and deployment of specialized teams through agencies such as FEMA, the Department of Homeland Security, and the U.S. Army Corps of Engineers. The City will coordinate with federal partners through state channels and integrate their support into local operations as needed. Participation in federally supported training, exercises, and grant programs will further enhance the City's preparedness and resilience.

SECTION 7 PROGRAM SUSTAINMENT

Plan Section	Section Outline
7 Program Sustainment	7.1 Plan Review and Maintenance 7.2 Training and Exercise Program 7.3 After Action Review 7.4 Outreach and Education 7.5 Funding and Sustainment

Sustaining a resilient and effective emergency management program requires more than planning—it demands continuous investment, evaluation, and engagement. This section outlines the foundational elements that ensure the City of Wilsonville EOP remains current, actionable, and aligned with evolving risks and operational realities. Through regular plan maintenance, targeted training and exercises, structured after-action reviews, public outreach, and strategic funding, the City strengthens its capacity to respond to and recover from emergencies. These efforts institutionalize preparedness, foster a culture of readiness, and ensure emergency management remains a core function of City operations.

7.1 PLAN REVIEW AND MAINTENANCE

The EOP is a living document that must evolve alongside the City’s operational environment. It will be updated as needed to reflect lessons learned from real-world incidents, after-action reviews, exercises, organizational changes, emerging hazards, or updated guidance at the local, state, or federal level. To ensure consistency and interoperability, plan maintenance will be coordinated with update cycles of other City departments and partner agencies.

At a minimum, the EOP will undergo an informal review every two years and a formal review and re-promulgation every five years. The Emergency Management Coordinator leads this process, incorporating operational insights and stakeholder feedback. Updated versions will be published on the City’s website to promote transparency and public awareness.

City departments assigned as lead agencies in the EOP or its annexes are responsible for actively participating in the review process. This includes verifying and updating contact information, reviewing the availability and accuracy of listed resources, evaluating procedures for continued relevance and effectiveness, and incorporating corrective actions and best practices identified through exercises and real-world events. Departments will also coordinate with external partners and other City divisions to align updates with broader planning frameworks. More frequent reviews may be conducted as needed based on operational demands or significant events.

7.2 TRAINING AND EXERCISE PROGRAM

A strong training and exercise program is essential to building and sustaining emergency management capabilities. Training ensures personnel understand their roles under the EOP, while exercises validate procedures, expose gaps, and reinforce lessons learned.

The Emergency Management Coordinator will coordinate training for City EMP partners and key departmental leads. Department Heads are expected to support annual training participation and ensure staff are familiar with departmental emergency procedures and personal preparedness. Training may be delivered through online modules, in-person sessions, and hands-on exercises.

7.2.1 Minimum Training Requirements

The City EMP follows the National Incident Management System (NIMS) training program to establish minimum training standards for personnel involved in emergency response. These standards ensure a unified and coordinated approach to incident management.

7.2.2 Exercise Program

The City will conduct at least one annual exercise (or respond to one real world event) to test and evaluate the EOP. Exercises may include tabletop, drill, functional, or full-scale formats. When possible, the City will coordinate with neighboring jurisdictions and state and federal partners to conduct joint exercises that reflect real-world complexity.

Exercises will be designed and evaluated using the Homeland Security Exercise and Evaluation Program (HSEEP) framework, which provides a standardized approach to planning, execution, and assessment. More information is available at <https://www.fema.gov/hseep>.

7.3 AFTER ACTION REVIEW

To support continuous improvement, the Emergency Management Coordinator will conduct a hot wash with participants following each exercise or emergency response. Key findings will be documented in an After-Action Report (AAR) and Improvement Plan, which will summarize objectives, evaluate performance, and identify areas for enhancement. The Coordinator will work with City EMP partners to implement corrective actions and mitigation strategies that strengthen preparedness and response capabilities.

7.4 OUTREACH AND EDUCATION

The City maintains an active community preparedness program, recognizing that public education is essential to overall emergency readiness. Educational tools are used to inform residents about local hazards and appropriate actions during emergencies. The City leverages

multiple communication channels—including Facebook, social media, and community media outlets—to share timely information and preparedness guidance.

In partnership with County Emergency Management, the City also promotes the Emergency Notification System, which allows residents to opt in to receive alerts about emergencies and other critical updates.

7.5 FUNDING AND SUSTAINMENT

The City prioritizes sustained investment in emergency management to ensure long-term readiness and resilience. The Emergency Management Coordinator collaborates with the City Council and community stakeholders to identify and secure funding for emergency programs, personnel, and equipment; keep the Council informed of progress and capability gaps; and leverage partnerships with local, regional, and state agencies to maximize the impact of limited resources through coordinated efforts.

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APPENDICES

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Appendix A REFERENCES AND RESOURCES

APPENDIX A REFERENCES AND RESOURCES

APPENDIX A-1 Federal Plan Authorities

Table A-1 Federal Plan Authorities	
Authority	Description
Stafford Act	The Robert T. Stafford Disaster Relief and Emergency Assistance Act authorizes the President to declare disasters and coordinate federal assistance, forming the foundation for FEMA's disaster response and recovery efforts.
Disaster Mitigation Act of 2000	This act enhances the Stafford Act by requiring hazard mitigation planning as a condition for certain types of disaster assistance, promoting proactive risk reduction.
Post-Katrina Emergency Management Reform Act (PKEMRA) of 2006	PKEMRA reorganized FEMA and expanded its authority to improve coordination and response capabilities following the lessons of Hurricane Katrina.
Disaster Recovery Reform Act (DRRA) of 2018	DRRA emphasizes resilience and mitigation, expanding FEMA's pre-disaster mitigation programs and streamlining recovery processes to better support communities.
Sandy Recovery Improvement Act (SRIA) of 2013	SRIA introduced reforms to improve the efficiency and effectiveness of disaster assistance following Hurricane Sandy.
Defense Production Act (DPA)	The DPA grants the President authority to prioritize and allocate resources to support national defense and emergency preparedness, including during public health and natural disasters.
National Response Framework (NRF)	The NRF provides a scalable, flexible guide for how the nation responds to all types of disasters, ensuring coordinated and effective action across all levels of government.
Homeland Security Act of 2002	This act established the Department of Homeland Security and integrated FEMA into its structure, enhancing national coordination of emergency preparedness and response.
National Incident Management System (NIMS)	NIMS offers a standardized approach to incident management, ensuring that all levels of government and partners can work together effectively during emergencies.

APPENDIX A-2 State Plan Authorities

Table A-2 State of Oregon Plan Authorities

ORS Chapter	Title / Focus	Key Provisions
ORS 401	Emergency Management and Services	Establishes the Oregon Office of Emergency Management and outlines the responsibilities of state and local governments in preparing for, responding to, and recovering from emergencies and disasters. It provides the legal foundation for emergency declarations, coordination, and mutual aid.
ORS 402	Emergency Mutual Assistance Agreements	Authorizes mutual aid agreements between Oregon jurisdictions and with other states, enabling resource sharing and coordinated response during emergencies.
ORS 403	9-1-1 Emergency Communications System	Establishes the statewide 9-1-1 system, including funding, standards, and responsibilities for local governments to ensure timely emergency communication.
ORS 404	Search and Rescue	Defines the roles of counties and the Oregon State Search and Rescue Coordinator in planning, training, and conducting search and rescue operations.
ORS 431	State and Local Administration of Public Health	Provides authority for public health preparedness and response, including coordination between state and local health departments during emergencies.
ORS 433	Disease and Condition Control; Public Health Emergencies	Grants public health officials authority to declare public health emergencies, enforce quarantines, and manage communicable disease outbreaks.
ORS 476	State Fire Marshal; Protection from Fire Generally	Establishes the authority of the State Fire Marshal to coordinate fire protection services, hazardous materials response, and fire prevention programs.
ORS 477	Fire Protection of Forests and Vegetation	Focuses on wildfire prevention and suppression, outlining responsibilities of landowners and coordination with the Oregon Department of Forestry.

APPENDIX A-3 Local and Regional Authorities

Table A-1 Federal Plan Authorities

Authority	Description
Clackamas County Code Section 6.03 – Emergency Regulations	Section 6.03 authorizes the Board of County Commissioners to adopt emergency regulations to protect public health, safety, and welfare during declared emergencies. It provides the legal basis for enacting temporary rules or restrictions in response to disasters or imminent threats. This section is part of the broader Title 6, which governs public protection measures.
Washington County Code Chapter 8.36 – Emergency Services	This chapter, also known as the “State of Emergency Ordinance,” outlines the authority and procedures for declaring a local emergency. It empowers the Board of County Commissioners to issue emergency declarations when natural or manmade events pose imminent threats to life, property, or essential services. The ordinance includes provisions for the scope, duration, and communication of emergency declarations and allows for flexible documentation in urgent situations.

APPENDIX A-4 Local and Regional Emergency Management Plans

Table A-3 Relationship to Other Plans

Plan Title	Description
City of Wilsonville Natural Hazards Mitigation Plan	An addendum to the Clackamas County Natural Hazards Mitigation Plan, this strategic document outlines actions to reduce long-term risk and increase community resilience to natural hazards.
City of Wilsonville Continuity of Operations and Continuity of Government Plans	Complements the EOP by detailing how essential functions and leadership continuity will be maintained during emergencies that disrupt normal operations.
Clackamas County Emergency Operations Plan	An all-hazards plan that describes how the County will organize and respond to emergencies affecting cities, the county, and the region. It emphasizes coordination with federal, state, tribal, and private-sector partners using NIMS/ICS.
Clackamas County Multi-Jurisdictional Hazard Mitigation Plan	A FEMA-approved plan that identifies natural hazards and outlines mitigation strategies for Clackamas County and its participating jurisdictions, including Wilsonville.
Clackamas Community Wildfire Protection Plan	A collaborative plan developed to reduce wildfire risk to communities, infrastructure, and natural resources through fuel reduction, education, and emergency response coordination.
Washington County Emergency Operations Plan	A comprehensive plan that outlines how Washington County will respond to and recover from emergencies, including coordination with cities, special districts, and regional partners.
Washington County Natural Hazard Mitigation Plan	Identifies natural hazards and vulnerabilities in Washington County and proposes mitigation strategies to reduce risk and enhance resilience.
Washington County Community Wildfire Protection Plan	Focuses on reducing wildfire risk through community engagement, vegetation management, and emergency preparedness in the wildland-urban interface.
TriMet Emergency Plan	The Passenger Train Emergency Preparedness Plan adopted by TriMet on May 1, 2008, outlines emergency procedures for the Westside Express Service, which serves Wilsonville.

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Appendix B **COMMUNITY LIFELINE SUMMARY**

APPENDIX B COMMUNITY LIFELINE SUMMARY

APPENDIX B-1 Security and Safety



The Safety and Security Lifeline ensures the protection of life and property through the continuous operation of essential public safety services. It encompasses the systems and capabilities that uphold law and order, provide emergency response, and maintain civil governance during both routine operations and disaster conditions.

Core Components of the Safety and Security Lifeline

- **Law Enforcement and Security Services.** Law enforcement in Wilsonville is provided by the City Police Department through a contract with the Clackamas County Sheriff's Office. This partnership enables the city to deliver cost-effective police services while leveraging the specialized capabilities of a larger agency. In addition to general patrol and community policing, the city has access to a range of specialized services on an as-needed, as-available basis, including investigations, crash reconstruction, search and rescue, crime scene processing, marine and aviation support, SWAT, and canine units.
- **Fire and Rescue Services.** Fire protection and emergency response are provided by Tualatin Valley Fire & Rescue (TVF&R). Wilsonville is served by Stations 52, 54, and 56. Station 52 has not been seismically retrofitted and may be vulnerable during a major earthquake. TVF&R also supports search and rescue operations, maintaining both technical rescue and water rescue capabilities.
- **Search and Rescue (SAR).** SAR operations in Wilsonville are supported by TVF&R's specialized teams and Clackamas County's SAR unit, ensuring readiness for structural collapse, confined space, and water-related emergencies.
- **Hazardous Materials Response.** TVF&R houses Oregon State Fire Marshal Regional HazMat Response Team 9, which is equipped to respond to hazardous materials incidents that exceed local capabilities. This function also supports the Hazardous Materials Lifeline, ensuring the safe containment and mitigation of hazardous substances during emergencies.
- **Emergency Management Support.** The City's emergency management function is led by the Public Works Director, who serves as the Emergency Management Coordinator. The primary Emergency Operations Center (EOC) is located at the City Hall, with an alternate EOC at Public Works Complex. This structure supports coordination of response activities, continuity of operations, and situational awareness during emergencies.

- **Government Services.** In addition to emergency coordination, City Hall houses several essential government functions that support continuity and recovery, including community development, information technology, finance, utility billing, and internal service operations.
- **Community Safety and Public Protection.** Encompasses shelter security, crowd control, and support for vulnerable populations, often in collaboration with public health and social services.
- **Support from Special Districts.** A number of essential services that contribute to public safety and continuity are provided by special districts. Notably, the West Linn-Wilsonville School District plays a key role in supporting emergency sheltering, reunification planning, and coordination with city emergency management during incidents affecting schools or requiring community-wide response.

Safety and Security Lifeline	
Associated Emergency Support Functions	<p>ESF 4 – Firefighting: Supports fire services and suppression activities.</p> <p>ESF 9 – Search and Rescue: Coordinates search and rescue operations.</p> <p>ESF 13 – Law Enforcement: Manages law enforcement and public safety operations.</p>
Associated Core Capabilities	<p>Fire Management and Suppression: Provides support for fire services and suppression activities.</p> <p>Mass Search and Rescue Operations: Coordinates search and rescue operations.</p> <p>On-Scene Security, Protection, and Law Enforcement: Manages law enforcement and public safety operations.</p>

APPENDIX B-2 Communications



The Communications Lifeline ensures the availability and reliability of the systems that enable emergency response coordination, public information dissemination, and continuity of government and essential services. It includes the infrastructure, services, and personnel that support voice, data, and alerting capabilities across all levels of government and the community.

In Wilsonville, communications systems are critical to maintaining situational awareness, coordinating multi-agency response, and ensuring that residents receive timely and accurate information during emergencies. The city's communications capabilities span public and private infrastructure, including traditional and emerging technologies, and are supported by both internal departments and external partners.

Core Components of the Communications Lifeline

- **Telecommunications Infrastructure:** Wilsonville's communications backbone includes broadband internet, cellular and landline telephone networks, cable services, and satellite communications. Providers such as Comcast, Ziply, and Zaio support these services. However, capacity limitations and uneven deployment of 3G/4G/5G infrastructure—particularly on utility poles—pose potential vulnerabilities.
- **Emergency Radio Systems:** The city participates in the C-800 Group radio network, which supports interoperable communications for fire, schools, and other critical services. The Motorola trunk system and WCN network provide additional redundancy, with multiple towers equipped with backup power.
- **Amateur Radio (HAM) and Community-Based Systems:** HAM radio capabilities are present in areas like Charbonneau, which also maintains a two-way GMRS radio system (radios and repeater) and a Starlink satellite connection. These systems are not currently integrated with the city's primary communications network but may offer valuable backup capacity.
- **Public Information and Alerts:** The city's Communications and Marketing team fulfills the Public Information Officer (PIO) function, managing public messaging through the city website and other platforms. Clackamas County supports public alerting and maintains a utility billing list that may be leveraged for emergency notifications.
- **Internal Coordination and IT Support:** The city's information technology personnel play a key role in maintaining internal communications systems and supporting virtual or remote emergency management capabilities. These functions are closely tied to the city's continuity of operations planning.

Communications Lifeline	
Associated Emergency Support Functions	<p>ESF 2 – Communications: Supports the restoration and maintenance of communications infrastructure.</p> <p>ESF 5 – Information and Planning: Supports coordination, situational awareness, and information sharing.</p> <p>ESF 15 – Public Information: Manages public information and community outreach.</p>
Associated Core Capabilities	<p>Operational Communications: Supports the restoration and maintenance of communications infrastructure.</p> <p>Situational Assessment: Provides timely and accurate information to support decision-making.</p> <p>Public Information and Warning: Manages public information and community outreach.</p>

APPENDIX B-3 Health and Medical



The Health and Medical Lifeline encompasses the infrastructure, services, and personnel necessary to protect and sustain the physical and behavioral health of the community during emergencies. This includes medical care, public health, patient movement, fatality management, and support for at-risk populations. The lifeline also includes the systems that ensure access to essential medical supplies and services, including pharmaceuticals, durable medical equipment, and behavioral health resources.

In Wilsonville, health and medical services are provided through a combination of local clinics, regional hospitals, emergency medical services, and community-based organizations. These services are supported by transportation systems, utility infrastructure, and coordinated planning with county and state partners.

Core Components of the Health and Medical Lifeline

- **Medical Services:** Local urgent care is available through providers such as ZoomCare, with pharmacy services offered by Rite Aid and Walgreens. The nearest hospital facility is Legacy Meridian Park Medical Center, located outside city limits but serving as the primary hospital for Wilsonville residents.
- **Emergency Medical Services (EMS):** Wilsonville is served by Tualatin Valley Fire & Rescue (TVF&R), which operates three fire stations that provide Advanced Life Support (ALS) first response: Station 52 in Wilsonville, Station 54 in Charbonneau, and Station 56 on Ellensohn Road. For patient transport, TVF&R partners with American Medical Response (AMR) through the regional Ambulance Service Area (ASA) system.
- **Behavioral Health and Vulnerable Populations:** The city includes a number of assisted living facilities and has a growing population of older adults, particularly in neighborhoods like Charbonneau. Vulnerable populations also include low-income and English-as-a-second-language (ESL) residents, especially in Old Town. Community-based organizations such as Wilsonville Community Sharing and the public library serve as important access points for services and information.
- **Patient Movement and Paratransit:** SMART Transit provides dial-a-ride and paratransit services that support non-emergency medical transportation, particularly for seniors and individuals with disabilities.
- **Public Health and Medical Supply Chain:** Public health coordination is managed at the county level, with support from the Oregon Health Authority. Local pharmacies and clinics maintain limited inventories of medications and supplies, which may be disrupted during large-scale incidents. Fuel availability and generator access are critical for maintaining medical equipment during power outages.

- **Fatality Management:** While the city does not maintain its own morgue or medical examiner services, coordination with county and regional partners ensures access to fatality management resources when needed.

Health and Medical Lifeline	
Associated Emergency Support Functions	ESF 8 – Health and Medical: Coordinates public health and medical services during emergencies. ESF 6 – Mass Care: Supports mass care and emergency assistance operations.
Associated Core Capabilities	Public Health, Healthcare, and Emergency Medical Services: Coordinates public health and medical services during emergencies. Fatality Management Services: Manages fatalities during emergencies.

APPENDIX B-4 Food, Hydration, Shelter



The Food, Hydration, and Shelter Lifeline encompasses the systems and services that ensure residents have access to essential resources for survival and well-being during emergencies. This includes the availability and distribution of food and water, as well as the provision of safe, accessible shelter for displaced individuals and families.

In Wilsonville, these services are supported by a combination of city departments, regional partners, nonprofit organizations, and private sector providers. The city's planning emphasizes coordination with community-based organizations, attention to vulnerable populations, and the use of pre-identified facilities for sheltering and mass care.

Core Components of the Food, Hydration, and Shelter Lifeline

- **Food Access and Distribution:** Food availability is supported by local grocery stores and food service providers. During emergencies, additional feeding support may be coordinated through regional partners such as the Oregon Food Bank and local community organizations. Wilsonville Community Sharing is a key local partner in addressing food insecurity and may play a role in emergency food distribution.
- **Hydration and Water Supply:** The city's water utility maintains potable water infrastructure for residential and commercial use. Emergency water distribution may be coordinated through public works and mutual aid agreements. Bottled water or bulk water delivery may be used to supplement supply during outages or contamination events.
- **Shelter Operations:** Temporary sheltering may be provided through pre-identified facilities such as schools, community centers, or faith-based institutions. The city is working to formalize shelter site agreements and improve coordination with the American Red Cross and other mass care partners. Shelter planning includes considerations for accessibility, capacity, and proximity to impacted populations.
- **Support for Vulnerable Populations:** Planning includes provisions for individuals with access and functional needs, including older adults, people with disabilities, and those with limited English proficiency. Neighborhoods such as Charbonneau and Old Town are noted for higher concentrations of older adults and low-income residents, respectively. Coordination with local service providers helps ensure inclusive and equitable support.
- **Animal Sheltering:** While Wilsonville does not operate a dedicated animal shelter, coordination with regional animal services and volunteer networks can support the care and sheltering of pets and service animals during emergencies.

Food, Hydration, and Shelter Lifeline	
Associated Emergency Support Functions	ESF 6 – Mass Care: Supports mass care, emergency assistance, and shelter operations. ESF 11 – Agriculture and Natural Resources: Coordinates food and water supply operations.
Associated Core Capabilities	Mass Care Services: Supports mass care, emergency assistance, and shelter operations. Environmental Response/Health and Safety: Coordinates food and water supply operations.

APPENDIX B-5 Water Systems



The Water Lifeline ensures access to safe drinking water and effective wastewater and stormwater management. It includes the infrastructure, services, and personnel necessary to deliver potable water, manage stormwater, and treat wastewater during both routine operations and emergencies.

In Wilsonville, the water system is municipally owned and operated. It includes treatment, distribution, and storage infrastructure that supports residential, commercial, and industrial users. Maintaining water service continuity is essential for public health, fire suppression, and the operation of other lifelines.

Core Components of the Water Lifeline

- **Potable Water Supply:** The city owns and operates its municipal water treatment and distribution system, serving residential, commercial, and industrial users. The Water Treatment Plant ensures safe drinking water through advanced treatment processes. In coordination with the City, the Willamette Water Supply Program (WWSP) began infrastructure improvements around the Willamette River Water Treatment Plant (WRWTP) in 2020 to enhance system resilience and capacity. These upgrades include a new pump station to supply water to the WWSP treatment plant near Sherwood, seismic reinforcement of the riverbank to protect the intake structure, expanded intake capacity with new fish screens to support future growth, a new electrical building with standby power for reliability during outages, and a raw water pipeline through WRWTP Park connecting to the Sherwood facility. In emergencies, public works may coordinate bottled water or tanker deliveries to supplement supply, and activate water Points of Distribution (PODs) as needed.
- **Wastewater Management:** The city Wastewater Treatment Plant (WWTP) is a critical facility originally constructed in 1971 and significantly upgraded in 2014 to support a dry weather capacity of 4 million gallons per day. Operated by Jacobs, the WWTP includes headworks screening, grit removal, aeration and stabilization basins, secondary clarifiers, biosolids processing, cloth filtration, and disinfection. Treated effluent is discharged into the Willamette River. The facility faces known vulnerabilities including seismic and flood risks, making backup power and continuity planning essential.
- **Stormwater Systems:** Wilsonville maintains a network of stormwater infrastructure to manage runoff and reduce flood risk. These systems are particularly important during heavy rainfall or snowmelt events.
- **Emergency Water Distribution:** In the event of a disruption, the city may activate emergency water points of distribution (PODs) and coordinate with regional partners for supply and logistics.

Water Systems Lifeline	
Associated Emergency Support Functions	ESF 3 – Public Works: Supports the restoration of water and wastewater systems. ESF 10 – Hazardous Materials: Manages hazardous materials incidents affecting water systems.
Associated Core Capabilities	Infrastructure Systems: Supports the restoration of water and wastewater systems. Environmental Response/Health and Safety: Manages hazardous materials incidents affecting water systems.

APPENDIX B-6 Energy



The Energy Lifeline includes the infrastructure and services required to generate, transmit, and distribute electricity and fuel. It supports all other lifelines by powering critical facilities, communications systems, and transportation networks.

Wilsonville's energy needs are primarily met by Portland General Electric (PGE), which operates substations and distribution infrastructure throughout the city. The city also relies on Pacific Pride fuel accounts for fleet fueling. Energy resilience is a key concern, particularly for critical facilities such as the Emergency Operations Center (EOC), water and wastewater systems, and public safety buildings.

Core Components of the Energy Lifeline

- **Electrical Power:** PGE provides electric service to Wilsonville. The city has identified key facilities that require backup power, including the Public Works Complex, City Hall, and the WWTP. Some communications towers and public safety facilities are equipped with battery storage or generators.
- **Fuel Supply:** The city maintains its own internal fueling program for City equipment, with over 12,000 gallons of fuel for both diesel and gasoline engines. Additionally, the City has made strong efforts to diversify its fleet with Compresses Natural Gas and full electrical vehicles. Additionally, the City has accounts with Pacific Pride for fueling city vehicles in the event of an emergency. Fuel availability may be impacted by supply chain disruptions or regional demand surges during emergencies.
- **Backup Power:** Generator capacity is limited across city facilities. Planning is underway to assess and improve backup power capabilities, particularly for lifeline-critical infrastructure.
- **Energy Coordination:** The city coordinates with PGE and regional emergency managers to prioritize power restoration and fuel access during prolonged outages.

Energy Lifeline	
Associated Emergency Support Functions	ESF 12 – Energy: Supports the restoration of energy infrastructure and fuel supply chains.
Associated Core Capabilities	Infrastructure Systems: Supports the restoration of energy infrastructure and fuel supply chains.

APPENDIX B-7 Transportation



The Transportation Lifeline includes the systems and services that enable the movement of people and goods. It encompasses roadways, transit, rail, and air infrastructure that support emergency response and community mobility.

Wilsonville's transportation network includes major highways, local roads, public transit, and access to regional freight and air services. The city operates the SMART transit system and maintains a fleet of vehicles distributed across departments. Transportation continuity is essential for evacuation, supply distribution, and access to medical care.

Core Components of the Transportation Lifeline

- **Roadways and Bridges:** I-5 and its interchanges are critical to regional mobility. The Boone Bridge is a key seismic connection that, if compromised, could isolate portions of the City like the Charbonneau Country Club which is the only portion of the City south of the Willamette River. Local roads support internal circulation and emergency response.
- **Public Transit:** The city operates SMART, which provides fixed-route and dial-a-ride services. SMART vehicles are based at the Public Works Complex and transit center.
- **Emergency Transportation Assets:** The city may coordinate with the West Linn-Wilsonville School District for school bus support, though availability may be limited during school hours. Aurora Airport and Life Flight services provide regional air access.
- **Fuel and Maintenance:** Transportation operations depend on fuel availability and vehicle maintenance capacity. Fuel supply disruptions could limit emergency mobility.

Transportation Lifeline	
Associated Emergency Support Functions	ESF 1 – Transportation: Supports the restoration and maintenance of transportation infrastructure and services.
Associated Core Capabilities	Critical Transportation: Supports the restoration and maintenance of transportation infrastructure and services.

APPENDIX B-8 Hazardous Materials



The Hazardous Materials Lifeline includes the systems and capabilities that mitigate threats to public health and the environment from chemical, biological, and radiological hazards. It encompasses hazardous materials response, containment, and coordination with regulatory agencies.

Wilsonville faces a range of hazardous materials risks due to industrial activity, transportation corridors, and utility infrastructure. Tualatin Valley Fire & Rescue (TVF&R) leads hazmat response, supported by regional and state partners. Coordination with private operators and regulatory agencies is essential for effective mitigation and recovery.

Core Components of the Hazardous Materials Lifeline

- **Hazmat Response:** TVF&R houses Oregon State Fire Marshal Regional HazMat Response Team 9, which responds to incidents that exceed local capabilities. The team is trained and equipped for a range of hazardous materials scenarios.
- **Risk Sites:** Key risk sites in Wilsonville include the Kinder Morgan pipeline, PGE battery banks, the WWTP, and industrial facilities such as Coca-Cola and the North Valley Complex. The city is also intersected by a freight rail line that may carry hazardous cargo.
- **Planning and Coordination:** The city coordinates with DEQ, EPA, and private operators to manage hazardous materials risks. Emergency planning includes site-specific response protocols and public notification procedures.
- **Community Safety:** Public education and protective action guidance are essential for minimizing exposure during hazmat incidents. Shelter-in-place and evacuation plans are integrated into the city's emergency response framework.

Hazardous Materials Lifeline	
Associated Emergency Support Functions	ESF 10 – Hazardous Materials: Manages hazardous materials incidents and coordinates response efforts.
Associated Core Capabilities	Environmental Response/Health and Safety: Manages hazardous materials incidents and coordinates response efforts.

Appendix C HAZARD AND THREATS

Table C City of Wilsonville Hazards and Threats

Hazard / Threat	Definition	Description
Earthquake – Cascadia Subduction Zone	A massive offshore fault where the Juan de Fuca Plate subducts beneath the North American Plate, capable of producing magnitude 8.0–9.0+ earthquakes. These events are infrequent but catastrophic, often accompanied by tsunamis.	The Cascadia Subduction Zone (CSZ), located 70–100 miles off the Oregon Coast, is where tectonic plates converge at 1–2 inches per year. Stress builds until it is released in a massive rupture. Historic subduction events include the 1960 Chile (M9.5), 1964 Alaska (M9.2), 2004 Indian Ocean (M9.1), and 2011 Japan (M9.0) earthquakes. A CSZ event could cause widespread structural damage (including potential failure of segments of I-5 like the Boone Bridge), landslides, fires, utility failures, and economic disruption. Wilsonville lies within a high hazard zone, with critical assets such as the Oregon Institute of Technology, WES station, and Charbonneau Village Town Center located in vulnerable areas.
Earthquake – Crustal	Earthquakes originating from shallow faults within the Earth's crust, typically more localized but potentially damaging.	Crustal earthquakes in or near Clackamas County (M6.8–7.0) could be more damaging locally than a distant CSZ event. The 1993 Scotts Mills quake (M5.6) caused regional damage. Additional fault zones, including Class A and B faults and the Mount Hood Fault (Class C), pose localized risks. A local M6.0 or regional M9.0 event could severely impact bridges, utilities, emergency services, and critical facilities. Impacts may include landslides, fires, hazardous materials incidents, service disruptions, displaced households, economic losses, and damage to schools, hospitals, and public safety buildings.

Table C City of Wilsonville Hazards and Threats

Hazard / Threat	Definition	Description
Extreme Heat Event	A period of unusually high temperatures, either as a single day or a prolonged heat wave, often defined by a heat index exceeding 90°F.	Extreme heat poses serious risks to human health, infrastructure, and ecosystems. Prolonged exposure can lead to dehydration, heat exhaustion, heat stroke, and death. Between 1999 and 2020, over 15,700 heat-related deaths occurred in the U.S.—more than from hurricanes, floods, or earthquakes combined. Vulnerable populations include outdoor workers, older adults, people with disabilities, and those without access to cooling or shelter. In Wilsonville and the surrounding metro area, urban heat island effects intensify temperatures, especially in areas with large impervious surfaces and low tree canopy. Land uses such as multi-family residential, commercial, and industrial zones are particularly affected. Heat waves also increase wildfire risk, strain energy systems, and contribute to drought and ecological stress, including impacts on salmon and other riverine species. Climate change is expected to increase the frequency, duration, and severity of extreme heat events.
Winter Storm	Severe weather involving snow, ice, or freezing rain that disrupts transportation and utilities.	Storms cause traffic congestion, especially when I-5 is impacted. Steep driveways in areas like Canyon Creek and Rogue Lane become hazardous. Critical facilities have backup power, and the City maintains a snow plow and sanding route.
Wildfire	Uncontrolled fires in vegetated areas that can threaten life, property, and air quality.	Fires typically start near I-5 or rail lines and are quickly contained. Moderate-risk areas include Boeckman Creek Corridor, Graham Oaks Nature Park, and areas west of I-5.
Drought	A prolonged period of below-average precipitation that leads to water shortages affecting agriculture, ecosystems, and municipal supply.	Though relatively uncommon, droughts in Wilsonville can have widespread impacts, especially when both winter snowpack and spring/summer rainfall are low. The region's growing population and reliance on the Willamette and Clackamas River systems for drinking water, agriculture, and hydropower make it particularly vulnerable. Droughts can trigger toxic algal blooms, limit water usability, and disrupt agricultural operations due to early snowmelt and labor misalignment. These challenges are expected to intensify with climate change.

Table C City of Wilsonville Hazards and Threats

Hazard / Threat	Definition	Description
Windstorm	High wind events capable of causing damage to trees, power lines, and structures.	Windstorms in Clackamas County are driven by Pacific weather systems and are most common in fall, winter, and early spring. Westerly winds dominate in summer, while southerly and easterly winds prevail in winter. The Willamette Valley's north-south orientation channels wind, increasing its intensity. Windstorms can cause tree and power line damage, road closures, and outages. While Wilsonville's utilities are mostly underground, windstorms still pose risks to mobility and infrastructure. Vulnerable populations—including older adults, people with disabilities, and those without shelter—face heightened health risks. Climate change is expected to increase the frequency and severity of windstorms, compounding risks to public health, equity, and infrastructure resilience.
Flood	Overflow of water onto normally dry land, often due to heavy rain or snowmelt.	Flooding in Wilsonville is influenced by the Willamette River and tributaries like Coffee Creek and Boeckman Creek. The 1996 flood caused significant damage to Memorial Park and homes on Rose Lane. Flooding is most common from October to April, often intensified by rain-on-snow events. Two primary types affect the area: riverine flooding (from overbank river flows) and urban flooding (from overwhelmed stormwater systems). Urbanization increases runoff, leading to rapid water accumulation. Known problem areas include Sun Place, Commerce Circle, and near Inza R. Wood Middle School. Flooding can also result in landslides, infrastructure damage, and economic loss. FEMA flood mapping and DOGAMI risk assessments guide mitigation planning.
Volcanic Event	Eruptions from nearby volcanoes that may produce ashfall, lava flows, or lahars.	While not in a direct impact zone, Wilsonville could experience ashfall from Cascade volcanoes. The 1980 Mount St. Helens eruption deposited ash across the region.

Table C City of Wilsonville Hazards and Threats

Hazard / Threat	Definition	Description
Landslide	A landslide is the downslope movement of soil, rock, or debris under the influence of gravity, often triggered by rainfall, earthquakes, or human activity.	Landslides occur when driving forces (e.g., gravity, water saturation) exceed resisting forces (e.g., soil cohesion, friction). Clackamas County is prone to landslides and debris flows, especially in the Cascade Range and hilly forested areas. Human activities such as slope cutting and filling have increased landslide risk. While Wilsonville has no recorded landslide history due to proactive zoning, steep slopes along the Willamette River and near Boeckman Creek pose potential risk to neighborhoods like Rivergreen and Charbonneau. Countywide, landslides threaten roads, utilities, and timberlands, and can isolate communities due to limited road redundancy.

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Appendix D EMERGENCY DECLARATION MATERIALS

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APPENDIX D EMERGENCY DECLARATION AUTHORITY AND MATERIALS

APPENDIX D-1 Template Declaration of State of Emergency

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

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

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

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

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

The current situation and conditions are:

-

The geographic boundaries of the emergency are:

-

The City may implement the following measures as reasonably required to protect public health, safety and welfare: *(Select those that apply)*

_____ Redirect funds for emergency use.

- _____ Suspend standard procurement procedures (Note: price gouging is prohibited. No person or business may sell or attempt to sell any goods or services for a price in excess of the “normal market price,” which shall mean that person’s or business’s average of the regular price of the goods or services for the 30 days preceding the state of emergency.)
- _____ Implement mutual aid agreements.
- _____ Turn off water, gas, or electricity.
- _____ Restrict, regulate, or prohibit vehicular or pedestrian traffic.
- _____ Enter or pass through private property for the purpose of responding to the emergency and/or assessing damage.
- _____ Evacuate persons from designated emergency areas.
- _____ Establish a curfew during specified hours in specific locations.
- _____ Prohibit or limit the number of persons who may gather or congregate upon any public street, public place, or outdoor place within designated emergency areas.
- _____ Prohibit possession of weapons or explosives of any kind on public streets, public places, or any outdoor place.
- _____ Prohibit or restrict the sale of gasoline or other flammable liquids.
- _____ Curtail or suspend commercial activity.
- _____ Prohibit the sale of alcoholic beverages.
- _____ Order such other measures as are found to be necessary for the protection of life, property, infrastructure, the environment, or for recovery from the emergency, which are described below:

FURTHER, we (I) direct the municipal Emergency Management Coordinator to coordinate the activities of the emergency response, to take all appropriate action needed to alleviate the effects of this

disaster, to aid in the restoration of essential public service, and to take any other emergency response actions deemed necessary to respond to this disaster emergency.

This declaration shall take effect immediately.

WILSONVILLE CITY COUNCIL (At least 3)

DATE:

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

Title: _____

*Note: If the Mayor or another person signs this Declaration in lieu
of City Council, then the Declaration must be ratified by City
Council at the first available opportunity.*

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APPENDIX D-2 City Emergency Declaration Authorities

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RESOLUTION NO. 1959

A RESOLUTION REPLACING RESOLUTION NO. 1589 AND PROVIDING FOR AUTHORITY TO DECLARE A STATE OF EMERGENCY AND IMPOSE EMERGENCY MEASURES.

WHEREAS, Oregon Revised Statutes (ORS) 401.309 provides for cities to establish by ordinance or resolution "the conditions required for the declaration of a state of emergency within the jurisdiction and the agency or individual authorized to declare that a state of emergency exists"; and

WHEREAS, Oregon Revised Statutes (ORS) 401.305 et seq. grant general and specific powers to cities to respond to emergencies; and

WHEREAS, in August of 1999 the City Council adopted Resolution No. 1589 known as the "Wilsonville State of Emergency Resolution"; and

WHEREAS, since 1999 the City has participated in several emergency preparedness exercises and as a result has continued to refine and revised its emergency management program; and

WHEREAS, additions and clarifications to the "Wilsonville State of Emergency Resolution" would enable better coordination and implementation of emergency operations;

NOW, THEREFORE, THE CITY OF WILSONVILLE RESOLVES AS FOLLOWS:

1. **Short Title.** This resolution replaces Resolution No. 1589 and shall be known as the "Wilsonville State of Emergency Resolution" and may be so cited and pled.
2. **Purpose.** The purpose of this resolution is to provide a procedure to minimize injury to persons, property, and the environment and to preserve the established civil authority in the event that a state of emergency exists within the City of Wilsonville. It is intended to grant as broad a power as permitted by statutory and constitutional authority.
3. **Definition of Emergency.** A state of emergency exists whenever any part of the City of Wilsonville is suffering or in imminent danger of suffering from a tornado, storm, flood, high water, wind-driven water, earthquake, volcanic eruption, landslide, mudslide, snow or ice storm, drought, fire, explosion, health hazard, infestation, toxic substance, civil disorder, disruption of community services, or any other catastrophe

whereby extraordinary measures must be taken to save lives; protect public health, safety and welfare; minimize destruction of property or the environment; or avert or lessen the threat of a major disaster.

4. **Authority.** Under Oregon Revised Statutes (ORS) Chapter 401, local jurisdictions have the authority and responsibility for responding to emergencies.

5. Declaration of Emergency.

- A. When in the judgment of the City Council a state of emergency exists, the City Council shall so declare in writing and publicize the existence of same. If circumstances make it impractical or prohibitive for the City Council to take timely action, the Mayor may declare a state of emergency provided that the approval of a majority of the City Council is sought and obtained at the first available opportunity after order has been restored and the emergency has subsided. Ratification by a majority of the City Council shall be sought and obtained at the first available opportunity to confirm or amend the provisions of a declared state of emergency.
- B. If the Mayor is unavailable for any reason, then the authority to declare an emergency shall pass to the Council President; if such person is unavailable for any reason, then to the City Manager (or person duly designated as Acting City Manager); if such person is unavailable, then to the order of succession as provided in the City's Emergency Management Plan. Ratification by a majority of the City Council shall be sought and obtained at the first available opportunity to confirm or amend the provisions of a declared state of emergency.
- C. An emergency declaration shall state in writing:
- i. the nature of the emergency;
 - ii. the geographic boundaries of the area which is subject to emergency controls; and
 - iii. any special regulations or emergency powers imposed as a result of the declared emergency.

6. **Regulation and Control.** Whenever the circumstances arise upon which a state of emergency has been declared to exist within the City of Wilsonville, the powers,

actions, and authorities set forth in the City's Emergency Management Plan shall be in effect. The City Council is empowered to order and enforce the measures listed herein. However, if circumstances prohibit the timely action of the City Council, the Mayor, or his/her successor as set forth in Section 5, may order emergency measures, provided that approval from a majority of the City council is sought and obtained at the first available opportunity. Such emergency measures may include, but not be limited to:

- A. Redirect funds for emergency use.
- B. Suspend standard procurement procedures to obtain necessary goods, services and/or equipment. However, price gouging shall be prohibited. No person or business may sell or attempt to sell any goods or services for a price in excess of the "normal market price," which shall mean that person's or business's average of the regular price of the goods or services for the 30 days preceding the state of emergency.
- C. Implement mutual aid agreements.
- D. Turn off water, gas or electricity.
- E. Restrict, regulate or prohibit vehicular or pedestrian traffic for such distance or degree as may be deemed necessary under the circumstances.
- F. Enter or pass through private property for the purpose of responding to the emergency and/or for the conduct of damage assessment.
- G. Evacuate persons from the area designated as an emergency area.
- H. Establish a curfew during specified hours in specified locations.
- I. Prohibit or limit the number of persons who may gather or congregate upon any public street, public place, or any outdoor place within the area designated as an emergency area.
- J. Prohibit possession of weapons or explosives of any kind on public streets, public places or any outdoor place.
- K. Prohibit or restrict the sale of gasoline or other flammable liquids.
- L. Curtail or suspend commercial activity.
- M. Prohibit the sale of alcoholic beverages.

- N. Order such other measures as are found to be necessary for the protection of life, property, infrastructure, the environment, or for the recovery from the emergency.
7. **Acquisition of Resources.** Under this section, the City Council is authorized to extend government authority to non-governmental resources (i.e. personnel, equipment) which may support regular government forces during an emergency and may enter into agreements with other public and private agencies for use of resources. When real or personal property is taken under power granted by this section, the owner of the property shall be entitled to reasonable compensation.
- Under the provisions of ORS Chapter 401, state resources are available when the appropriate response to an emergency is beyond the capability of the county in which it occurs.
8. **Penalty.**
- A. Any person, firm, corporation, association or entity that violates any emergency measure taken by the City Council under authority of this Ordinance shall be subject, upon conviction, to a fine of not more than \$1,000.00 per offense.
 - B. Each day of violation shall be deemed a separate offense for purposes of imposition of penalty.
 - C. Where the Oregon Revised Statutes provide for a penalty for the act, commission or omission, the penalty prescribed herein shall be no greater than prescribed by said Oregon Revised Statutes.
9. **Responsibility for Emergency Management.** For the purpose of this resolution, in accordance with ORS Chapter 401, the emergency management agency of the City of Wilsonville shall be the Incident Management Team as set forth in the City's Emergency Response Guide.
10. **Severability.** If any section, subsection, sentence, clause, phrase or portion of this resolution is, for any reason, held invalid or unconstitutional by a Court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision, and such holding shall not affect the validity of the remaining portions of this resolution.

ADOPTED by the City Council of the City of Wilsonville at a regular meeting thereof
this ____ day of ____, 2005, and filed with the Wilsonville City Recorder this same date.

CHARLOTTE LEHAN, Mayor

ATTEST:

Sandra C. King, MMC, City Recorder

SUMMARY OF VOTES:

Mayor Lehan
Council President Kirk
Councilor Knapp
Councilor Holt
Councilor Scott-Tabb

APPENDIX D:

Resolution No. 1960

**Adopts National Incident Management
System (NIMS) and Incident Command
System (ICS)**

RESOLUTION NO. 1959

A RESOLUTION REPLACING RESOLUTION NO. 1589 AND PROVIDING FOR AUTHORITY TO DECLARE A STATE OF EMERGENCY AND IMPOSE EMERGENCY MEASURES.

WHEREAS, Oregon Revised Statutes (ORS) 401.309 provides for cities to establish by ordinance or resolution "the conditions required for the declaration of a state of emergency within the jurisdiction and the agency or individual authorized to declare that a state of emergency exists"; and

WHEREAS, Oregon Revised Statutes (ORS) 401.305 et seq. grant general and specific powers to cities to respond to emergencies; and

WHEREAS, in August of 1999 the City Council adopted Resolution No. 1589 known as the "Wilsonville State of Emergency Resolution"; and

WHEREAS, since 1999 the City has participated in several emergency preparedness exercises and as a result has continued to refine and revised its emergency management program; and

WHEREAS, additions and clarifications to the "Wilsonville State of Emergency Resolution" would enable better coordination and implementation of emergency operations;

NOW, THEREFORE, THE CITY OF WILSONVILLE RESOLVES AS FOLLOWS:

1. **Short Title.** This resolution replaces Resolution No. 1589 and shall be known as the "Wilsonville State of Emergency Resolution" and may be so cited and pled.
2. **Purpose.** The purpose of this resolution is to provide a procedure to minimize injury to persons, property, and the environment and to preserve the established civil authority in the event that a state of emergency exists within the City of Wilsonville. It is intended to grant as broad a power as permitted by statutory and constitutional authority.
3. **Definition of Emergency.** A state of emergency exists whenever any part of the City of Wilsonville is suffering or in imminent danger of suffering from a tornado, storm, flood, high water, wind-driven water, earthquake, volcanic

eruption, landslide, mudslide, snow or ice storm, drought, fire, explosion, health hazard, infestation, toxic substance, civil disorder, disruption of community services, or any other catastrophe whereby extraordinary measures must be taken to save lives; protect public health, safety and welfare; minimize destruction of property or the environment; or avert or lessen the threat of a major disaster.

4. **Authority.** Under Oregon Revised Statutes (ORS) Chapter 401, local jurisdictions have the authority and responsibility for responding to emergencies.

5. **Declaration of Emergency.**

- A. When in the judgment of the City Council a state of emergency exists, the City Council shall so declare in writing and publicize the existence of same. If circumstances make it impractical or prohibitive for the City Council to take timely action, the Mayor may declare a state of emergency provided that the approval of a majority of the City Council is sought and obtained at the first available opportunity after order has been restored and the emergency has subsided. Ratification by a majority of the City Council shall be sought and obtained at the first available opportunity to confirm or amend the provisions of a declared state of emergency.
- B. If the Mayor is unavailable for any reason, then the authority to declare an emergency shall pass to the Council President; if such person is unavailable for any reason, then to the City Manager (or person duly designated as Acting City Manager); if such person is unavailable, then to the order of succession as provided in the City's Emergency Management Plan. Ratification by a majority of the City Council shall be sought and obtained at the first available opportunity to confirm or amend the provisions of a declared state of emergency.
- C. An emergency declaration shall state in writing:
 - i. the nature of the emergency;

- ii. the geographic boundaries of the area which is subject to emergency controls; and
- iii. any special regulations or emergency powers imposed as a result of the declared emergency.

6. Regulation and Control. Whenever the circumstances arise upon which a state of emergency has been declared to exist within the City of Wilsonville, the powers, actions, and authorities set forth in the City's Emergency Management Plan shall be in effect. The City Council is empowered to order and enforce the measures listed herein. However, if circumstances prohibit the timely action of the City Council, the Mayor, or his/her successor as set forth in Section 5, may order emergency measures, provided that approval from a majority of the City council is sought and obtained at the first available opportunity. Such emergency measures may include, but not be limited to:

- A. Redirect funds for emergency use.
- B. Suspend standard procurement procedures to obtain necessary goods, services and/or equipment. However, price gouging shall be prohibited. No person or business may sell or attempt to sell any goods or services for a price in excess of the "normal market price," which shall mean that person's or business's average of the regular price of the goods or services for the 30 days preceding the state of emergency.
- C. Implement mutual aid agreements.
- D. Turn off water, gas or electricity.
- E. Restrict, regulate or prohibit vehicular or pedestrian traffic for such distance or degree as may be deemed necessary under the circumstances.
- F. Enter or pass through private property for the purpose of responding to the emergency and/or for the conduct of damage assessment.
- G. Evacuate persons from the area designated as an emergency area.
- H. Establish a curfew during specified hours in specified locations.
- I. Prohibit or limit the number of persons who may gather or congregate upon any public street, public place, or any outdoor place within the area designated as an emergency area.

- J. Prohibit possession of weapons or explosives of any kind on public streets, public places or any outdoor place.
- K. Prohibit or restrict the sale of gasoline or other flammable liquids.
- L. Curtail or suspend commercial activity.
- M. Prohibit the sale of alcoholic beverages.
- N. Order such other measures as are found to be necessary for the protection of life, property, infrastructure, the environment, or for the recovery from the emergency.

7. Acquisition of Resources. Under this section, the City Council is authorized to extend government authority to non-governmental resources (i.e. personnel, equipment) which may support regular government forces during an emergency and may enter into agreements with other public and private agencies for use of resources. When real or personal property is taken under power granted by this section, the owner of the property shall be entitled to reasonable compensation.

Under the provisions of ORS Chapter 401, state resources are available when the appropriate response to an emergency is beyond the capability of the county in which it occurs.

8. Penalty.

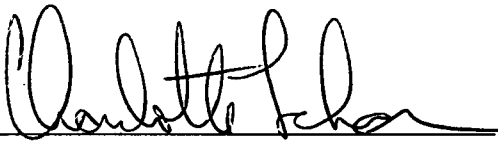
- A. Any person, firm, corporation, association or entity that violates any emergency measure taken by the City Council under authority of this Ordinance shall be subject, upon conviction, to a fine of not more than \$,1000.00 per offense.
- B. Each day of violation shall be deemed a separate offense for purposes of imposition of penalty.
- C. Where the Oregon Revised Statutes provide for a penalty for the act, commission or omission, the penalty prescribed herein shall be no greater than prescribed by said Oregon Revised Statutes.

9. Responsibility for Emergency Management. For the purpose of this resolution, in accordance with ORS Chapter 401, the emergency management

agency of the City of Wilsonville shall be the Incident Management Team as set forth in the City's Emergency Response Guide.

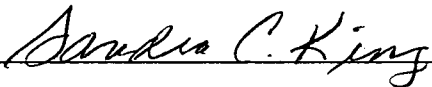
10. Separability. If any section, subsection, sentence, clause, phrase or portion of this resolution is, for any reason, held invalid or unconstitutional by a Court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision, and such holding shall not affect the validity of the remaining portions of this resolution.

ADOPTED by the City Council of the City of Wilsonville at a regular meeting thereof this 3rd day of October, 2005, and filed with the Wilsonville City Recorder this same date.



CHARLOTTE LEHAN, Mayor

ATTEST:



Sandra C. King, MMC, City Recorder

SUMMARY OF VOTES:

Mayor Lehan	Yes
Council President Kirk	Yes
Councilor Knapp	Yes
Councilor Holt	Yes
Councilor Scott-Tabb	Yes

RESOLUTION NO. 1960

A RESOLUTION ADOPTING THE USE OF THE NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS) AND THE INCIDENT COMMAND SYSTEM (ICS) FOR COORDINATED RESPONSE TO EMERGENCIES.

WHEREAS, response to and recovery from major emergencies and disasters requires integrated management and coordination; and

WHEREAS, the President directed the Secretary of the Department of Homeland Security to develop and administer a National Incident Management System (NIMS) to standardize and enhance incident management procedures nationwide; and

WHEREAS, the National Incident Management System provides a structure and process to effectively coordinate responders from multiple disciplines and levels of government and to integrate them with resources from the private sector and non-governmental organizations; and

WHEREAS, the Incident Command System (ICS) is a standardized, all-hazard incident management concept and is a key component in the National Incident Management System; and

WHEREAS, use of the National Incident Management System and Incident Command System will improve the City of Wilsonville's ability to manage major emergencies and disasters; and

WHEREAS, failure to adopt and use the National Incident Management System may preclude the City of Wilsonville from receiving federal preparedness grants or reimbursement for costs expended during major emergency and disaster response and recovery operations;

NOW, THEREFORE, THE CITY OF WILSONVILLE RESOLVES AS FOLLOWS:

11. The City of Wilsonville hereby adopts the National Incident Management System as the foundation for incident command, coordination and support activities.
12. The City of Wilsonville hereby adopts the Incident Command System as the basis for establishing its organizational structure to address emergencies.
13. It shall further be the policy of the City of Wilsonville to provide appropriate training on the National Incident Management System and the Incident Command System to personnel responsible for managing and/or supporting major emergency and disaster operations.

ADOPTED by the City Council of the City of Wilsonville at a regular meeting thereof
this ____ day of ____, 2005, and filed with the Wilsonville City Recorder this same date.

CHARLOTTE LEHAN, Mayor

ATTEST:

Sandra C. King, MMC, City Recorder

SUMMARY OF VOTES:

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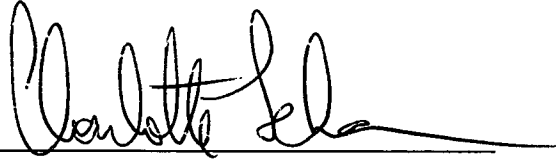
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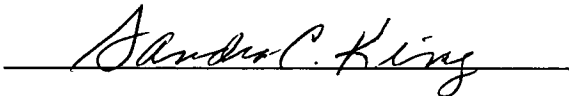
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ATTEST:



Sandra C. King, MMC, City Recorder

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CHARLOTTE LEHAN, Mayor

ATTEST:

Sandra C. King, MMC, City Recorder

SUMMARY OF VOTES:

Mayor Lehan
Council President Kirk
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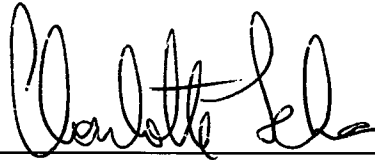
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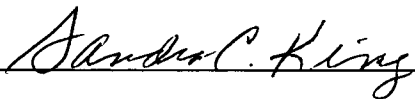
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CHARLOTTE LEHAN, Mayor

ATTEST:



Sandra C. King, MMC, City Recorder

SUMMARY OF VOTES:

Mayor Lehan	Yes
Council President Kirk	Yes
Councilor Knapp	Yes
Councilor Holt	Yes
Councilor Scott-Tabb	Yes

RESOLUTION NO. 1961

A RESOLUTION OF THE CITY OF WILSONVILLE REPEALING RESOLUTION NO. 1338 AND DIRECTING STAFF TO OPERATE UNDER THE CONCEPTS, AUTHORITIES AND POLICIES IN THE UPDATED EMERGENCY MANAGEMENT PLAN.

WHEREAS, the City of Wilsonville's Basic Emergency Operating Plan was adopted on December 2, 1996, by Resolution No. 1338; and

WHEREAS, subsequent to adoption of Resolution No. 1338 the City has participated in numerous emergency preparedness trainings and exercises which have revealed methods for more effective response capabilities and interagency coordination; and

WHEREAS, efforts are underway nationally to further enhance and coordinate emergency management programs; and

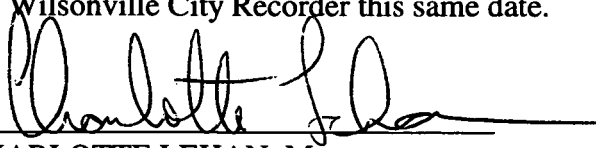
WHEREAS, Wilsonville's aforementioned Basic Emergency Operating Plan had addressed emergency management concepts, authorities and policies with emergency operations information in a single, lengthy document; and

WHEREAS, for clarity of understanding and ease of use during emergencies it is desirable to concisely highlight overall emergency management concepts, authorities and policies in one relatively small plan, with a separate companion document containing more specific and detailed guidance for emergency response operations;

NOW, THEREFORE, THE CITY OF WILSONVILLE RESOLVES AS FOLLOWS:

1. The City Council hereby adopts the Emergency Management Plan dated October 3, 2005, attached hereto as Exhibit A, and directs staff to operate under the concepts, authorities and policies contained therein.
2. Consistent with said concepts, authorities and policies, the City Council further directs staff to prepare an Emergency Response Guide as a separate companion document with detailed information to guide emergency operations. This Guide shall be prepared, adopted and regularly updated by means of administrative approval from the City Manager.

ADOPTED by the City Council of the City of Wilsonville at a regular meeting thereof
this 3rd day of October, 2005, and filed with the Wilsonville City Recorder this same date.


CHARLOTTE LEHAN, Mayor

ATTEST:


Sandra C. King, MMC, City Recorder

SUMMARY OF VOTES:

Mayor Lehan	Yes
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Councilor Knapp	Yes
Councilor Holt	Yes
Councilor Scott-Tabb	Yes

Attachments: Exhibit A consisting of:

- Table of Contents
- Chapter 1, Purpose and Scope
- Chapter 2, Concepts
- Chapter 3, Authorities
- Chapter 4, Policies
- Appendix A – Glossary of Terms
- Appendix B – ORS Chapter 401 Excerpts
- Appendix C – Resolution No. 1959 Declaration of Emergency
- Appendix D – Resolution No. 1960 Adopts national Incident Management Systems & Incident Command System

CITY OF WILSONVILLE
EMERGENCY MANAGEMENT PLAN:
CONCEPTS, AUTHORITIES & POLICIES

October 3, 2005

CITY OF WILSONVILLE EMERGENCY RESPONSE GUIDE

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	D. Resolution No. 1960 re: NIMS and ICS	

I. Purpose and Scope

This Emergency Management Plan provides a framework for the City of Wilsonville's efforts to mitigate, prepare for, respond to, and recover from major emergencies or disasters.

This Plan sets forth overall concepts, authorities and policies. A separate and more detailed companion document (Emergency Response Guide) provides "hands on" information for use by City staff when training for and responding to actual emergencies.

Note: Throughout this document there is terminology with specific application in emergencies. The glossary in Appendix A includes commonly used terms.

II. Concepts

This chapter establishes a context for assessing and responding to emergencies.

a) Levels of Activity

Although incidents occur frequently, they rarely have the scope or complexity which requires extraordinary organizational measures. Activation of this Plan, therefore, will be based on the following criteria. If there is disagreement regarding the application of these criteria, the City Manager shall make the determination. (Note: these levels of activation can be triggered not only by incidents within the City, but also by incidents in neighboring jurisdictions when Wilsonville's assistance is requested.)

Level 1: Minor incidents or relatively routine emergencies, which can be addressed by normal organization and procedures of City Departments, do not require implementation of this Plan. Examples of such cases would be an isolated water line break or a temporary power outage.

Level 2: Incidents of special, unusual and/or severe characteristics requiring response by more than one City Department, or which are beyond the scope of available resources, may require partial or full implementation of this Plan. Examples of such cases would be a train derailment, a school evacuation, or prolonged closure of the I-5 bridge.

Level 3: Incidents requiring coordinated response of multiple agencies to save lives and protect the property of a large portion of the community will automatically trigger activation of the City's Emergency Operations Center (EOC) and implementation of this Plan. Examples of such cases would be a flood or severe earthquake.

b) Field versus EOC Activities

Typically the initial response to an emergency is handled by field personnel at the scene of the incident. The gathering area for such field coordination is called the Field Command Post. If/when the incident response expands to the point where the Emergency Operations Center (EOC) is activated, then Incident Command responsibilities are transferred to the EOC. At that point, personnel at the Field Command Post continue to conduct tactical field response activities while maintaining communication with the EOC. It is the role of the EOC staff to manage the overall effort including the setting of incident priorities, resource

allocation, contingency planning, coordination among agencies, and public information.

c) Priorities During Emergencies

During an emergency, the foremost priority is safety of the responders.

This is not only in consideration for the person's own welfare, but also to assure that maximum effective effort can be directed toward addressing the emergency. An injured responder is no longer available to deal with the emergency at hand. Furthermore, two or more coworkers are then diverted away from emergency response tasks in order to care for the injured responder. Within this context, the following hierarchy of priorities shall be used by the Incident Commander when establishing objectives and allocating resources.

1. Life Safety

- i. Emergency response personnel
- ii. At-risk populations
- iii. The public at large

2. Incident Stabilization

(contain the intensity and/or geographical extent of the emergency)

3. Protection of Property and the Environment

(minimize the overall impact of the emergency)

- i. Essential infrastructure
- ii. Environment with health/safety implications
- iii. Environment in general
- iv. Property in general

d) Continuity of City Operations

The impact of an emergency will vary from one part of the City to another. It is possible, for example, that some properties may suffer severe and long-term disruption while other portions of the City are relatively unaffected or may quickly recover.

Sections a), b) and c) in this chapter of the Plan focus primarily on the emergency itself. Section d) provides guidance regarding continuity of service for those portions of the City which are less impacted by the emergency.

During an emergency, City Departments retain their identity and functions. The Incident Commander, however, has the authority to reassign City

personnel to assist in emergency response. Due to the unusual demands placed on available resources, it may become necessary to temporarily scale back or suspend certain City services. In such cases, service delivery will be based on the following ratings. If there is disagreement regarding the application of these ratings, the City Manager shall make the determination.

Tier 1: Services that must be performed to maintain public health and safety, as well as public trust. Examples of such services include water supply (for drinking and for fire suppression); adequate sanitation; auxiliary power; essential medical care; critical transportation corridors; basic communications capabilities; and maintaining civil authority. Service level in Tier 1 also involves activities required for response and recovery efforts (e.g., inspection of damaged properties, debris removal, environmental remediation).

Tier 2: Services that should be performed to avoid major inconvenience or financial loss to the City, its residents and/or the business community.

Tier 3: Routine services that can be delayed for a short time (one month or less) without serious consequences.

III. Authorities and Responsibilities

This Plan is issued by the Wilsonville City Council pursuant to the provisions of Oregon Revised Statutes (ORS) Chapter 401 and City of Wilsonville Resolutions No. 1959 and No. 1960. Copies of these documents are contained in Appendices to this Plan.

a) Declaration of Emergency

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

It is the responsibility of the City Council to determine and declare a state of emergency exists. If circumstances make it impractical for the City Council to take timely action, the Mayor may declare a state of emergency. If the Mayor is unavailable for any reason, then the authority to declare an emergency shall pass to the Council President; if such person is unavailable for any reason, then to the City Manager (or person duly designated as Acting City Manager). Ratification by the City Council shall be obtained at the first available opportunity to confirm or amend the provisions of a declared state of emergency.

An emergency declaration shall state in writing:

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

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

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

1. **Redirect funds** for emergency use;
2. **Suspend standard procurement procedures;**
(Note: Price gouging is prohibited. No person or business may sell or attempt to sell any goods or services for a price in excess of the "normal

market price," which shall mean that person's or business's average of the regular price of the goods or services for the 30 days preceding the state of emergency.)

3. **Implement mutual aid agreements;**
4. **Turn off water, gas or electricity;**
5. **Restrict, regulate or prohibit vehicular or pedestrian traffic;**
6. **Enter or pass through private property** for the purpose of responding to the emergency and/or for the conduct of damage assessment;
7. **Evacuate persons** from the area designated as an emergency area;
8. **Establish a curfew** during specified hours in specified locations;
9. **Prohibit or limit the number of persons who may gather or congregate** upon any public street, public place, or any outdoor place within the area designated as an emergency area;
10. **Prohibit possession of weapons or explosives** of any kind on public streets, public places or any outdoor place;
11. **Prohibit or restrict the sale of gasoline** or other flammable liquids;
12. **Curtail or suspend commercial activity;**
13. **Prohibit the sale of alcoholic beverages;**
14. Order such **other measures as are found to be necessary** for the protection of life, property, infrastructure, the environment, or for the recovery from the emergency.

b) Chain of Succession

The Chain of Succession for Declaring an Emergency is as follows:

1. Mayor
2. City Council President
3. City Manager
4. Acting City Manager designated by the City Council
5. Deputy City Manager
6. Community Development Director
7. Building Official
8. City Engineer

9. Such other City Manager who by time and existent circumstances is the only person available or is designated at such time by the then available city managers.

The Chain of Succession for Operations shall be as established in the Emergency management Plan.

c) City Council Role and Responsibilities

During emergencies, the role of the Mayor and Councilors is primarily that of liaison with the public and with the elected officials of other affected or assisting jurisdictions. Responsibilities include:

- formal declaration/ratification of a state of emergency;
- status reports to residents, local businesses, and the media (with information provided through the Incident Commander);
- assistance in securing/coordinating volunteers (as requested by the Incident Commander);
- maintaining communications with elected officials of other jurisdictions that are directly or indirectly impacted by the emergency; and
- formally terminating the declared state of emergency when emergency conditions cease to exist.

d) Staff Roles, Responsibilities and Reporting Relationships

During normal operating conditions and/or Level 1 emergencies, staff duties and accountability are as defined in each employee's job description.

During Level 2 and Level 3 emergencies, the duties and accountability of staff involved in response or recovery activities will be as defined within the Incident Command System (ICS) structure. As such, individual employees may be assigned roles, responsibilities, and reporting relationships which differ from the day-to-day work defined in their City job descriptions.

All employees are encouraged to foster emergency preparedness at home. During emergencies it is the responsibility of each City employee to first ensure their own safety and the safety of their family. It is then the responsibility of each City employee to make him/herself available for duty as needed in the emergency response effort. In the event of a Level 2 or Level 3 emergency whereby telephone or pager service is interrupted, all pre-designated personnel on the Incident Management Team are to report to the Emergency Operations Center.

For large-scale and/or prolonged emergencies, it will be necessary to rotate staff through multiple shifts. The type and level of response will be situational, as will the availability of City staff. To expedite communication and development of incident-specific staffing plans, the City's Human Resources Director is responsible for maintaining accurate employee contact information, and for having such information available in a secure location within the Emergency Operations Center. It is also the responsibility of each City Department Director to maintain this contact information for employees of their respective Departments.

The City shall have an Emergency Management Coordinator as designated by the City Manager. The Emergency Management Coordinator is responsible for:

- preparing and updating the City's Emergency Management Plan and Emergency Response Guide;
- assuring the City's Emergency Operations Center remains in a continual state of readiness;
- conducting preparedness exercises and implementing relevant training for City staff; and
- coordinating the City's emergency management program with the emergency preparedness efforts of other jurisdictions and emergency response organizations.

e) Interagency Support and Coordination

Other organizations play a key role addressing emergencies that may occur within the City of Wilsonville. As a general rule, the City will look to the following agencies as having primary responsibility for the various functions as noted.

Clackamas County Sheriff. To provide law enforcement services on behalf of the City of Wilsonville, and to coordinate with other law enforcement agencies as appropriate. In addition to these primary response roles, the Clackamas County Sheriff's Office will assign a representative to the Operations Section of Wilsonville's EOC whenever activated.

Tualatin Valley Fire & Rescue (TVF&R). To address fires, explosions, hazardous materials, rescues, and pre-hospital medical care. In addition to these primary response roles, TVF&R will assign a representative to the Operations Section of Wilsonville's EOC whenever activated.

Clackamas County Office of Emergency Management. To provide county-wide allocation of limited resources; to secure state and federal emergency

response resources as needed; and to coordinate county-wide public information. (Note: Should the emergency involve the portion of Wilsonville located within Washington County, then the Washington County Emergency Operations Center may also be involved in these functions.)

American Red Cross. To direct emergency shelter operations, including provisions for housing, food, clothing, necessities for persons with special needs, and welfare inquiry services.

Wilsonville Amateur Radio Emergency Services (ARES). This volunteer organization is trained and equipped with HAM radio technology to supplement the City's communications systems, and to provide backup communication capabilities.

Mutual Aid Organizations. To provide equipment, supplies and/or personnel for assignment by the Incident Commander in support of emergency response/recovery efforts.

Others. Depending on the emergency at hand, other organizations may also have primary responsibility for aspects of the response and/or recovery effort. Such organizations may involve private and not-for-profit sectors, as well as County and State social service agencies. Specific needs/assignments will be determined through the Incident Command function on a case-by-case basis.

IV. Policies

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

- a) **Essential Services.** Essential City services will be maintained as long as conditions permit.
- b) **Principle of Self-Help.** The City will use all available local and mutual aid resources prior to requesting County or State support of emergency operations.
- c) **National Incident Management System (NIMS).** The City will use the National Incident Management System (NIMS) as the basis for coordination among emergency response providers.
- d) **Incident Command System (ICS).** The City will use the Incident Command System (ICS) as the basis for establishing its organizational structure in response to the demands of any given emergency.
- e) **Access to Emergency Services.** Emergency services shall not be denied on the grounds of race, color, national origin, sex, age, handicap, marital status, or religious or political affiliation. To the extent possible, the needs of special populations shall be taken into account when conducting emergency response operations. Such special populations may include, but are not limited to: physically or mentally disabled; non-English speakers; the aged or infirm; and the incarcerated.
- f) **Cancellation of Leave.** As deemed necessary by the City Manager, the declaration of an emergency nullifies leaves and vacations.
- g) **Emergency Response Guide.** The City will prepare and regularly update an Emergency Response Guide based on the concepts, authorities, and policies presented in this Emergency Response Plan. The Emergency Response Guide will designate Incident Command System functions and corresponding staffing assignments. The Guide will also contain "hands on" reference materials for use by staff in emergencies.
- h) **Emergency Operations Center (EOC).** The City will maintain a properly equipped site from which the City's Incident Management Team can direct emergency response activities.
- i) **Preparedness and Training.** The City will exercise its emergency response system (or pertinent portions thereof) at least once per year. Based on these exercises, appropriate training will be identified and implemented.

- j) ***Mitigation and Recovery.*** While the focus of this Plan is largely on the *response* phase of an emergency, the City will seek to prevent or minimize disaster impact throughout the preparation and recovery phases as well.

APPENDIX A:

Glossary of Terms

The definitions below convey the intent and meaning of terms as used in Wilsonville's Emergency Management Plan.

Disaster

Any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosion, or other catastrophe in any part of the United States which, in the determination of the President, causes damage of sufficient severity and magnitude to warrant Major Disaster assistance under PL 93-288, above and beyond emergency services by the federal government, to supplement the efforts and available resources of states, local governments, and disaster relief organizations in alleviating the damage, loss, hardship or suffering caused thereby. (PL 93-288).

Emergency

Any event whereby extraordinary measures must be taken to save lives; protect public health, safety and welfare; minimize destruction of property or the environment; or avert or lessen the threat of a major disaster.

Emergency Management Coordinator

The individual who has primary responsibility for developing and updating the City's emergency management program documents, conducting preparedness and training activities, and coordinating preparedness activities with other emergency response organizations. The Emergency Management Coordinator is so designated by the City Manager.

Emergency Management Plan

A document which discusses the concepts, authorities, and policies governing the way the City categorizes and addresses emergencies. The Emergency Management Plan will be reviewed annually to assure the overall direction provided by the Plan remains appropriate to meet the City's ongoing needs.

Emergency Operations Center (EOC)

The site from which the City's Incident Management Team coordinates the City's response, allocates City resources, and coordinates with other organizations during an emergency.

Emergency Response Guide

A document providing detailed information regarding the functions, organizational structure, lines and methods of communication, and "fingertip"

A-1

reference materials for use by staff involved in addressing emergencies. The Emergency Response Guide is based on the overall direction provided by the Emergency Management Plan. Due to changes in the workforce, employee contact information, resource listings, and other pertinent information, updates to the Emergency Response Guide occur at least annually. Such revisions are conducted administratively and do not require City Council action.

Field Command Post

The field location from which tactical operations are conducted. Staff at the field Command Post are communicate with people in the Emergency Operations Center (EOC) if activated. Field Command Post personnel direct field response activities using whatever resources are authorized. EOC staff, when activated, manage the overall effort including the setting of incident priorities, resource allocation, contingency planning, coordination among agencies, and public information.

Incident Command System (ICS)

A standardized, all-hazard incident management concept used to provide effective incident management through the identification of specific functional roles, responsibilities, and chain of command. Used throughout the United States, this organizational structure has the flexibility to rapidly expand and contract in response to incident needs.

Incident Commander (IC)

The individual responsible for the overall management of the incident. Note: the person designated as the IC may change during the course of the incident. If/when this happens, the duties and authorities of the IC pass to the designated individual.

Incident Management Team

The group of City individuals, so designated in the Emergency Response Guide, who staff the Emergency Operations Center and direct the City's response during an emergency.

National Incident Management System (NIMS)

A comprehensive, national approach to incident management that is applicable to all jurisdictional levels and across functional disciplines. This system, established by Homeland Security Presidential Directive 5, provides a consistent nationwide template to enable all government, private-sector, and non-governmental organizations to work together during domestic incidents.

**APPENDIX B: Excerpts from
Oregon Revised Statutes (ORS) Chapter
401**

The following excerpts provide the statutory authority upon which the City of Wilsonville's Emergency Management Plan is based.

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

401.305 Emergency management agency of city or county; emergency program manager; coordination of emergency management functions. "Each county of this state shall, and each city may, establish an emergency management agency which shall be directly responsible to the executive officer or governing body of the county or city. The executive officer or governing body of each county and any city which participates shall appoint an emergency program manager who shall have responsibility for the organization, administration and operation of such agency, subject to the direction and control of the county or city. . . Each emergency management agency shall perform emergency program management functions within the territorial limits of the county or city and may perform such functions outside the territorial limits as required under any mutual aid or cooperative assistance agreement or as authorized by the county or city."

401.309 Declaration of state of emergency by local government. "Each county, city or other municipal corporation in this state may, by ordinance or resolution, establish procedures to prepare for and carry out any activity to prevent, minimize, respond to or recover from an emergency. The ordinance or resolution shall describe the conditions required for the declaration of a state of emergency within the jurisdiction and the agency or individual authorized to declare that a state of emergency exists."

401.315 City or county authorized to incur obligations for emergency services. "In carrying out the provisions of ORS 401.015 to 401.105, 401.260 to 401.325 and 401.355 to 401.580, counties or cities may enter into contracts and incur obligations necessary to mitigate, prepare for, respond to or recover from emergencies or major disaster."

401.325 Emergency management agency appropriation; tax levy. "(1) Each county and city may make appropriations, in the manner provided by law for making appropriations for the expenses of the county or city, for the payment of expenses of its emergency management agency and may levy taxes upon the taxable property within the county or city.

(2) An appropriation made under subsection (1) of this section shall be budgeted so that it is possible to identify it as a distinguishable expense category."

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401.480 Cooperative assistance agreements. The state, counties and cities may, in collaboration with public and private agencies, enter into cooperative assistance agreements for reciprocal emergency aid and resources. [1983 c.586 §15]

401.490 Mutual use of supplies and services. In carrying out the provisions of ORS 401.015 to 401.105, 401.260 to 401.325 and 401.355 to 401.580, the Governor and the executive officers or governing bodies of the counties and cities may request and utilize the services, equipment, supplies and facilities of existing departments, offices and agencies of the state and of local governments. The officers and personnel of all local government departments, offices and agencies may cooperate with, and extend such services and facilities to the Governor, to the Office of Emergency Management and to emergency management agencies and emergency service agencies upon request. [1983 c.586 §16]

401.505 Acceptance of aid for emergency services. Whenever any organization, agency, person, firm, corporation or officer thereof offers to the state or to any county or city, services, equipment, supplies, material or funds by way of gift, grant or loan for purposes of emergency program management or emergency services, the state, acting through the Governor, or the county or city, acting through its executive officer or governing body, may accept the offer. Upon acceptance, the Governor or executive officer or governing body of a county or city, as the case may be, may authorize any officer thereof to receive the services, equipment, supplies, materials or funds on behalf of the state, county or city, subject to the terms of the offer and any rules of the agency making the offer. [1983 c.586 §19]

APPENDIX C:

Resolution No. 1959
Declaration of Emergency



The background of the slide is a photograph of a 'welcome to WILSONVILLE' sign. The sign is dark with white and light blue text. Above the sign, several American flags are flying on tall poles. The scene is set against a dark, overcast sky. The text 'City of Wilsonville' is overlaid on the left side of the image in orange.

City of Wilsonville

Emergency Operations Plan

MANAGEMENT SERVICES

FUNCTIONAL ANNEX







December 2025



1.0 INTRODUCTION

The **Management Services Annex** outlines how the **City of Wilsonville** organizes **internal coordination and support functions within the Emergency Operations Center (EOC) to sustain effective response operations**. It focuses on enabling leadership, planning, logistics, and financial management activities that ensure the EOC remains operationally ready and responsive throughout an incident.

Table MGT-1 provides an overview of the Management Services Annex, the functions it includes, the capabilities they support, lead departments and agencies, and where each function is located within the EOC structure.

Table MGT-1: Management Services Overview		
Management Services in the Emergency Operations Center (EOC)	Incident Commander and Command Staff EOC General Staff – Planning, Logistics, Finance and Administration	
Associated Emergency Support Functions (ESFs)		ESF 5 – Information and Planning
		ESF 7 – Resource Support
		ESF 14 –Business and Industry
		ESF 15 – Public Information
Lifelines Supported		Facilitate operational coordination between the whole community of partners.
		Support information sharing between partners and dissemination of accurate and timely public information.
Lead Departments / Agencies	City Administration Information Technology Department	

2.0 MANAGEMENT SERVICES IN THE EOC

The Management Services Annex provides the structural foundation for the City EOC, ensuring that coordination, decision-making, and resource tracking are sustained throughout an incident. **While operational annexes—such as Emergency Services, Infrastructure Services, and Health and Human Services—focus on field-level response, this annex defines the internal support systems that enable those operations to function effectively.** It outlines the responsibilities of the EOC's Command and General Staff, including Planning, Logistics, and Finance/Administration, whose work ensures that the EOC remains a hub of informed leadership and operational continuity.

These management functions are essential to maintaining a common operating picture and supporting field operations with timely and accountable resource deployment. The Planning Section leads the development of the EOC Action Plan (See *Section 5.6 of the Basic Plan*) and maintains situational awareness through data collection, mapping, and reporting. The Logistics Section coordinates the procurement, deployment, and tracking of resources, while the Finance/Administration Section manages emergency fiscal procedures and documentation to support cost recovery. Together, these roles ensure that the EOC can anticipate needs, allocate resources efficiently, and document all actions for transparency and reimbursement.

Figure 1 Management Services in the EOC

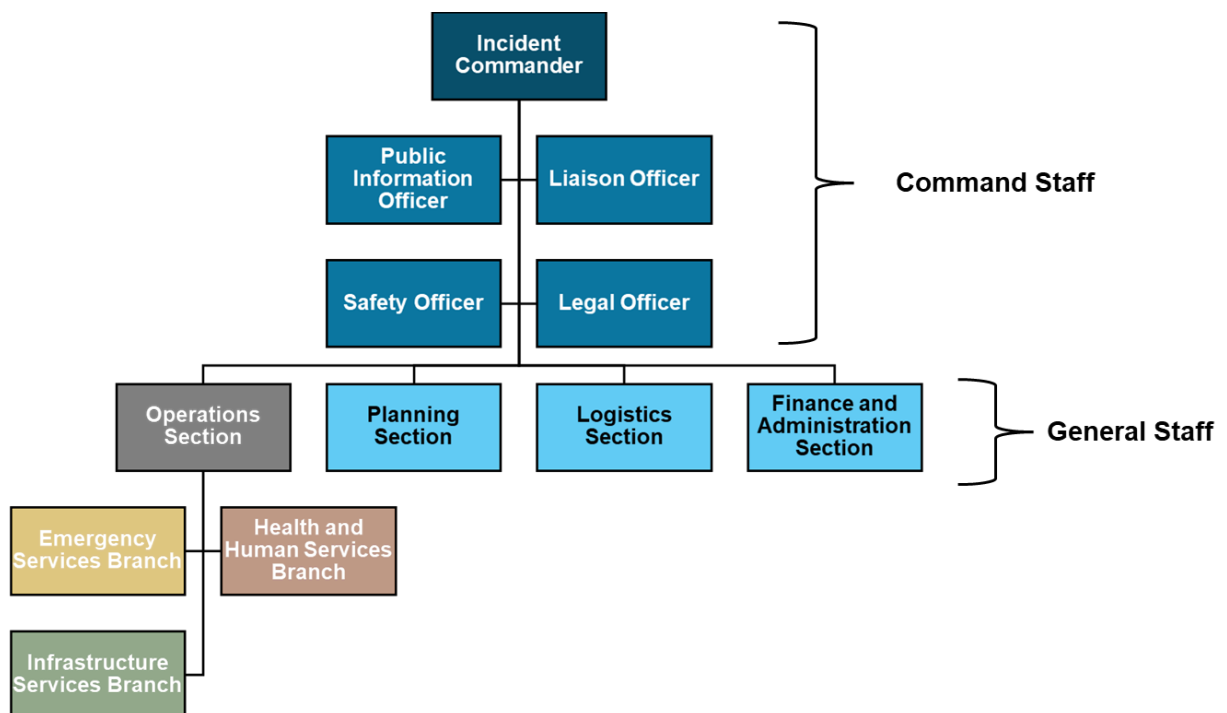


Table MGT-2 Management Services Branch Positions and Responsibilities

Position Details	Responsibilities
Incident Commander	
Managed by: Incident Commander Reports to: City Manager / Policy Group Staffed by: City Manager Assistant City Manager Emergency Management Coordinator	<ul style="list-style-type: none"> • Provides overall leadership and strategic direction for the City's emergency response. • Approves the EOC Action Plan and ensures alignment with City policy and operational priorities. • Delegates authority to Section Chiefs and Command Staff as needed to manage specific functions or branches. • Coordinates with the Policy Group and authorizes emergency declarations, resource requests, and public messaging strategies.
Legal Officer	
Managed by: Legal Officer Reports to: Incident Commander Staffed by: City Attorney's Office	<ul style="list-style-type: none"> • Provides legal counsel to the Incident Commander and EOC leadership on emergency powers, declarations, and liability. • Reviews contracts, mutual aid agreements, and emergency procurement actions for compliance with local, state, and federal laws. • Supports documentation efforts to ensure eligibility for reimbursement and legal defensibility of response actions. • Advises on public information releases, especially those involving sensitive or regulated information.
Public Information Officer	
Managed by: Public Information Officer Reports to: Incident Commander Staffed by: City Administration – Communications and Marketing	<ul style="list-style-type: none"> • Leads the development and dissemination of accurate, timely, and accessible public information. • Coordinates messaging across departments and jurisdictions through the Joint Information System (JIS) and represents the City in a Joint Information Center (JIC) if activated. • Monitors public sentiment, addresses misinformation, and manages media relations in coordination with the Incident Commander and Safety Officer. • Maintains situational updates across all public-facing platforms and ensures message clearance protocols are followed.
Liaison Officer	
Managed by: Liaison Officer Reports to: Incident Commander Staffed by: City Administration – Public / Government Affairs Community Development Department – Economic Development	<ul style="list-style-type: none"> • Serves as the primary point of contact for external agencies, including county, state, tribal, and private sector partners. • Facilitates coordination with business and industry stakeholders to integrate private sector capabilities into EOC operations. • Supports mutual aid coordination and ensures that partner agency representatives are engaged in planning and operational discussions. • Tracks and communicates partner resource offers, status updates, and operational priorities to the EOC leadership.

Table MGT-2 Management Services Branch Positions and Responsibilities

Position Details	Responsibilities
Safety Officer	
Managed by: Safety Officer Reports to: Incident Commander Staffed by: Public Works Department City Administration	<ul style="list-style-type: none"> • Monitors EOC and field operations to identify and mitigate safety hazards affecting responders and staff. • Advises the Incident Commander on safety-related issues and ensures compliance with health and safety protocols. • Coordinates with the PIO to ensure public messaging reflects safety guidance and protective actions. • Supports media access coordination to incident scenes, ensuring safety protocols are followed during escorted visits.
Planning Section	
Managed by: Planning Section Chief Reports to: Incident Commander Staffed by: Public Works Information Technology Department	<ul style="list-style-type: none"> • Leads the development of the EOC Action Plan, incorporating input from all Sections and partner agencies. • Establishes and maintains a common operating picture through data collection, mapping, and situation reporting (SitReps). • Coordinates with GIS and IT staff to produce actionable information products, including maps and dashboards. • Tracks incident impacts using the Community Lifelines framework and supports strategic planning for response and recovery.
Logistics Section	
Managed by: Logistics Section Chief Reports to: Incident Commander Staffed by: Finance Department Human Resource Department	<ul style="list-style-type: none"> • Coordinates the procurement, deployment, and tracking of personnel, equipment, and supplies to support operations. • Maintains real-time resource status using tools such as ICS 219 T-Cards and ArcGIS Field Maps. • Supports mutual aid integration and ensures that incoming resources are received, staged, and deployed effectively. • Works closely with the Finance Section to document resource-related expenditures and ensure accountability.
Finance and Administration Section	
Managed by: Finance and Administration Section Chief Reports to: Incident Commander Staffed by: Finance Department Human Resource Department	<ul style="list-style-type: none"> • Tracks all costs associated with the emergency response, including personnel time, contracts, and resource purchases. • Assigns unique charge codes for incident-related expenditures and ensures documentation supports reimbursement claims. • Coordinates with City Council and department directors on emergency funding approvals and fiscal policy. • Supports audit readiness and compliance with procurement laws (e.g., ORS 294.455 and 279B.080) and FEMA Public Assistance requirements.

3.0 MANAGEMENT SERVICES FUNCTIONS

The following subsections detail the various activities and assignments necessary for completing critical aspects associated with managing an emergency. The descriptions are not intended to be an exhaustive list of all the features and concepts necessary for managing an emergency but, rather, provide a general overview of the key Management Services ESFs and the agencies expected to support them.

3.1 INFORMATION AND PLANNING

During an emergency, the City must rapidly collect, analyze, and share information to support effective decision-making and coordinated response. The Planning Section, supported by GIS and IT staff, leads this effort by establishing a common operating picture, facilitating planning cycles, and producing actionable information products. These activities ensure that leadership, responders, and partner agencies are aligned in their understanding of the incident and response priorities.

Key activities may include:

- **Establish an information hub** to receive, verify, and disseminate incident data to support situational awareness and decision-making.
- **Coordinate with internal and external partners** in emergency management, planning, geospatial, and IT to align data systems and communication workflows.
- **Ensure information flow across structures** by facilitating communication between the City EMO, incident management teams, department operations centers, and other EOCs.
- **Collect, process, and analyze incident data** to produce actionable insights that guide response and recovery operations.
- **Aggregate damage assessment data and track declarations** to inform resource allocation and support local, state, and federal coordination.
- **Develop and distribute information products** such as situation reports, maps, and dashboards to inform stakeholders and support operational planning.

Lead EOC planning meetings and action planning by facilitating the development of Incident Action Plans and maintaining planning cycles.

Table MGT 3 Information and Planning	
Position Details	Responsibilities
Primary City Department	Emergency Management Coordinator(s)
City Support Departments	Public Works Department Information Technology Department – GIS and Mapping

Table MGT 3 Information and Planning	
Position Details	Responsibilities
Key Cooperators	Clackamas County Disaster Management Washington County Emergency Management
EOC Coordination	Planning Section
Associated ESF	ESF 5 – Information and Planning

3.1.1 Information Management and Coordination

The City may face a variety of hazards requiring coordinated emergency response. During localized incidents, the GIS and Mapping Department (part of Information Systems) will compile geospatial data—such as road closures and hazardous areas—to support the development of a common operating picture. This picture is routinely updated and shared with all response partners to ensure consistent situational awareness.

The City also coordinates information flow between the Emergency Management Organization (EMO), department operations centers, incident management teams, and other EOCs. This coordination includes aligning with internal and external partners in emergency management, planning, GIS, and IT to ensure data systems and communication workflows are integrated and effective.

3.1.2 Situation Analysis and Data Support

3.1.2.1 Data Collection and Coordination

The Planning Section, with support from GIS and department liaisons, collects and compiles incident data from a variety of sources. This includes damage assessments, local emergency declarations, and operational updates from field and partner agencies. The Community Lifelines framework is used to categorize and prioritize impacts across critical service areas.

3.1.2.2 Analysis and Reporting

The Planning Section processes and analyzes collected data to support operational decision-making. A formal **Situation Report (SitRep)** is developed for each operational period. The SitRep summarizes incident status, resource needs, and coordination efforts, and is distributed to EOC leadership and partner agencies to maintain a shared understanding of the response.

3.1.3 Planning Process and EOC Support

The Planning Section leads the development of the **Incident Action Plan (IAP)**, which outlines the City’s strategic objectives, operational priorities, and resource assignments for each operational period. This plan is informed by the most recent SitRep and input from Section Chiefs and department representatives during EOC planning meetings.

See Section 5.6 of the Basic Plan for additional details on IAP development.

Table MGT-4 Information and Planning Tools		
Tool	Description	Owner / Access Point
WilsonvilleMaps	City-maintained online mapping platform with property, zoning, hazard, transit, and environmental data.	City of Wilsonville GIS Department
RAPTOR	Real-time Assessment and Planning Tool used for mapping, situational awareness, and planning support.	Oregon Department of Emergency Management
OpsCenter	Statewide emergency management coordination and information-sharing platform.	Oregon Department of Emergency Management

3.2 RESOURCE SUPPORT

During an emergency, the City of Wilsonville must rapidly mobilize, track, and sustain resources to support response operations. The Logistics Section coordinates the procurement, deployment, and tracking of personnel, equipment, and supplies. The Finance Section ensures that all expenditures are documented and aligned with emergency fiscal procedures. Together, these functions ensure that resources are used efficiently, transparently, and in accordance with local, state, and federal requirements.

Key activities may include:

- **Coordinate the procurement and provision** of City, County, nonprofit, and private sector resources to fulfill emergency operations requirements.
- **Provide logistical and resource support** for needs not addressed in other Emergency Support Functions (ESFs).
- **Monitor and track all requests** for local and external resources, and **coordinate the acquisition, delivery, and release** of those resources.
- **Maintain real-time tracking** of available and committed resources using both manual and digital systems.
- **Coordinate resource support** to fulfill operational requirements across departments and partner agencies.
- **Monitor and document the financial costs** of providing resources, including costs associated with State agency support, contracted goods and services, transportation, and above-normal staffing levels.

Coordinate with the Finance Section to ensure accurate records of all resource-related expenditures for potential reimbursement and audit purposes.

Table MGT 5 Resource Support	
Position Details	Responsibilities
Primary City Department	Emergency Management Coordinator(s)
City Support Departments	Human Resources Department Finance Department City Attorney's Office
Key Cooperators	Clackamas County Disaster Management Washington County Emergency Management
EOC Coordination	Logistics Section Finance and Administration Section
Associated ESF	ESF 7 – Information and Planning

3.2.1 City Resource Management and Tracking

The Logistics Section is responsible for tracking the status and deployment of City-owned resources during an incident. This includes both physical and digital tracking methods:

- **Cartegraph Asset Management System:** The City uses Cartegraph\ daily to manage and track work activities, including staff time and rates, equipment usage, material costs, and third-party vendor services. During emergency operations, Cartegraph serves as the primary tool for resource tracking and cost documentation. It includes pre-loaded FEMA reimbursement rates, allowing the City to quickly roll up incident-related costs for reporting and recovery purposes.
- **ArcGIS Field Maps.** The WPWD GIS Division uses ArcGIS Field Maps to track the real-time location of deployed personnel and vehicles. This requires each field unit to be equipped with a City-issued iPad. The GIS Division coordinates with the Information Technology Services Division to ensure devices are functional and assigned prior to deployment.

These tools allow the Logistics Section to maintain an accurate, real-time picture of resource availability and deployment status.

3.2.2 Resource Coordination and Support

The City, through the EOC Logistics Section, is responsible for coordinating and allocating resources during emergency operations. The Logistics Section works closely with department representatives to ensure that resources are distributed efficiently and equitably based on operational needs.

When local resources are insufficient, the City may activate mutual aid agreements or request additional support from Clackamas or Washington County Emergency Management. If needed, the County will escalate requests to the Oregon Department of Emergency Management

(ODEM) via OpsCenter. This process requires a formal State of Emergency declaration (see Section 3.3 of the Basic Plan).

Essential resources may include food, water, shelter, fuel, and restoration of critical infrastructure such as power, roads, and bridges. The EOC maintains real-time tracking of all resource requests, acquisitions, and deployments to support sustained operations and ensure accountability.

3.2.3 Emergency Fiscal Management

The Finance Section is responsible for tracking all costs associated with emergency response. While department directors have delegated emergency procurement authority, significant fiscal decisions—such as budget reallocations—require City Council approval.

General procedures include:

- The City Council may convene in emergency session to authorize emergency funding and ratify a State of Emergency declaration.
- If a quorum is unavailable, the City Manager and department directors may authorize emergency expenditures to protect life, property, or the environment. The Mayor and Council will be notified as soon as practical.
- The Finance Department will assign a unique charge code for all incident-related expenditures and personnel time.
- All documentation will be compiled to support potential reimbursement through FEMA Public Assistance or other funding sources.
- The Human Resources Manager supports personnel-related procurement, including volunteers.

See ORS 294.455 and 279B.080 for emergency expenditure and procurement guidance.

3.2.4 Mutual Aid

Under ORS 402.010 and 402.015, the City may enter into mutual aid agreements with public and private agencies. These agreements allow for the sharing of personnel, equipment, and services during emergencies. Without a formal agreement, liability protections may not apply, except for fire suppression under ORS 476.510–476.610.

Existing Mutual Aid Agreements (MAAs) and Memorandums of Understanding (MOUs) are maintained by the Emergency Management Coordinator and referenced as appropriate in this EOP. A local emergency declaration may be required to activate these agreements.

The City may request assistance from jurisdictions outside its normal mutual aid network through the ORCAA program. This agreement enables rapid deployment of personnel and resources across jurisdictional boundaries.

Key steps include:

- Submitting an ORCAA Request Form to the assisting jurisdiction and ODEM

- Designating a City representative to oversee incoming resources and coordinate deployment
- Managing response and recovery activities in coordination with the assisting agency

3.3 BUSINESS AND INDUSTRY

The private sector plays a critical role in emergency response and recovery. Businesses provide essential goods, services, infrastructure, and workforce capacity that support community resilience. The City of Wilsonville works proactively with business and industry partners to coordinate preparedness, response, and recovery efforts. During an emergency, the City facilitates communication, resource coordination, and economic impact assessments in collaboration with local, regional, and state partners.

Key activities may include:

- **Foster partnerships** with private and public sector emergency management organizations across all phases of the emergency management cycle.
- **Coordinate and track private sector resources** used during incident response, including mobilization and demobilization.
- **Conduct initial economic damage assessments** for impacted areas to inform recovery planning and external assistance requests.
- **Support business continuity and recovery** by sharing situational updates, guidance, and available assistance programs.
- **Integrate private sector capabilities** into EOC operations through liaison roles, resource coordination, and information sharing.

Table MGT 6 Business and Industry	
Position Details	Responsibilities
Primary City Department	City Administration – Public / Government Affairs
City Support Departments	Community Development Department – Economic Development
Key Cooperators	Wilsonville Chamber of Commerce
EOC Coordination	Logistics Section Finance and Administration Section
Associated ESF	ESF 14 – Business and Industry

3.3.1 Business and Industry Coordination

The City maintains relationships with key business and industry stakeholders. During an emergency, these relationships are leveraged to:

- Identify and coordinate private sector resources (e.g., equipment, facilities, personnel) that can support response operations.

- Engage business associations, chambers of commerce, and critical infrastructure operators to share situational updates and align operational priorities.
- Assign a Business and Industry Liaison within the EOC to serve as the primary point of contact for private sector coordination.
- Integrate private sector resources into the City's logistics systems to ensure accurate tracking and accountability.
- Coordinate with the Finance Section to document cost-sharing, donations, or reimbursement considerations related to private sector support.

3.3.2 Business Continuity Support

The City encourages all businesses to maintain continuity of operations plans (COOPs) and to participate in preparedness activities. During an emergency:

- The Liaison Officer or assigned Business and Industry Liaison will share situational updates and guidance with business partners.
- The City will coordinate with utility providers, transportation agencies, and infrastructure partners to support the restoration of services critical to business operations.
- Businesses may be invited to participate in recovery planning meetings or sector-specific coordination calls.
- The City will promote available recovery resources, such as SBA loans, insurance guidance, and workforce support programs, through its website and partner networks.

Note: *While the City may coordinate with local businesses to identify and vet emergency volunteers and donated goods or services, formal volunteer and donation management is addressed under in the Health and Human Services Annex. The City will direct offers of support to appropriate operational leads or partner agencies and ensure that donations are safe, appropriate, and aligned with actual needs.*

3.4 PUBLIC INFORMATION

Effective public information builds trust, reduces confusion, and supports protective actions during emergencies. The City of Wilsonville coordinates public messaging through its Communications and Marketing team, led by the designated Public Information Officer (PIO). The PIO works within the EOC structure and in coordination with partner agencies to ensure that information is accurate, timely, and consistent across all platforms and audiences.

Key activities may include:

- **Support City agencies and local partners** in the timely and accurate dissemination of information to the public, media, private sector, and all levels of government.
- **Establish and implement internal policies** for the review and approval of public information prior to release.

- **Coordinate public messaging** across departments and jurisdictions through the Joint Information System (JIS), and support City representation in a Joint Information Center (JIC) when activated.
- **Develop and distribute pre-emergency preparedness materials** to increase public awareness and readiness.
- **Develop and disseminate public messages** that include source, hazard, location, guidance, and expiration details, using accessible and inclusive language.
- **Continuously monitor and correct misinformation**, address public information needs, and counter rumors through coordinated messaging.
- **Lead or support media briefings** in designated locations and manage media access to incident scenes in coordination with the Incident Commander and Safety Officer.

***Note:** Maintain and operate reliable alert and warning systems, including social media, website updates, and emergency notification platforms, in coordination with protocols outlined in the Emergency Services Functional Annex.*

Table MGT 7 Public Information	
Position Details	Responsibilities
Primary City Department	City Administration – Communications and Marketing
City Support Departments	Emergency Management Coordinator(s)
Key Cooperators	Area PIOs Local Media
EOC Coordination	Command Staff – Public Information Officer
Associated ESF	ESF 15 – Public Information

3.4.1 Public Information Operations

During an emergency, the PIO is responsible for:

- Coordinating messaging with local, county, and state PIO networks through the JIS.
- Developing and distributing public information via press releases, media briefings, social media, and the City's website and blog.
- Implementing message clearance protocols established by the Incident Commander.
- Representing the City in a JIC, when activated, to ensure unified messaging across agencies.
- Maintaining situational updates across all public-facing platforms, including Facebook alerts and blog posts.

All departments and external partners must follow established reporting processes to ensure that public information is consistent and originates from a single, verified source.

For more on emergency alerts and warnings, see Section 7.4 of the Basic Plan.

3.4.2 Message Development and Dissemination

In the event of localized emergencies, the PIO is responsible for crafting clear and actionable emergency public information for the community. Key elements of information that may be included in these messages include:

- **Source:** Identify the issuing authority or agency.
- **Hazard:** Describe the nature of the threat (e.g., wildfire, ice storm, active shooter), including potential risks and the urgency of action.
- **Location:** Specify the affected area using recognizable landmarks and street names to ensure clarity for all residents.
- **Guidance:** Provide specific instructions for protective actions (e.g., sandbagging, window-shuttering). If evacuation is necessary, include routes and a checklist of essential items to bring.
- **Time/Termination:** Indicate when the alert expires or when the public can expect further updates.

3.4.3 Media Coordination

During emergencies, media briefings should be held in the nearest suitable facility that offers shelter from environmental conditions, can accommodate a large number of attendees, and is accessible via major transportation routes. The on-scene Public Information Officer (PIO) is responsible for coordinating these briefings, with support from the Emergency Operations Center (EOC) as needed. Media access to the incident scene is managed by the Incident Commander in coordination with the EOC and Safety Officer. Access may be granted under escort by Public Information staff, with careful consideration for responder safety, operational impact, and the privacy of victims. If full access is not feasible, a media pool or staged photo opportunity may be arranged.

To ensure effective coordination, roles are generally divided as follows:

At the Scene:

- The on-scene PIO manages direct media interactions and escorts.
- Coordinates interviews and ensures media do not interfere with operations.
- Implements safety protocols and respects victim and responder privacy.

At the EOC:

- The EOC PIO supports broader messaging and consistency across platforms.
- Manages digital communications and coordinates with partner agencies.
- Assists with logistics for media briefings and message approval.

Response personnel must be protected from unsolicited media contact, and interviews require Incident Commander approval. All inquiries should be directed to the designated PIO to ensure consistent and accurate communication.

3.4.4 Joint Information Center Operations

When multiple jurisdictions or agencies are involved in an incident, a Joint Information Center (JIC) may be activated to centralize public information efforts. The City's PIO will represent Wilsonville in the JIC and coordinate messaging through the Joint Information System (JIS). The JIC ensures that all public communications are unified, accurate, and timely, and that they reflect the priorities of the Incident Command and participating agencies. The JIC may be virtual or physical and will include representatives from local, county, state, and federal partners as needed.

3.4.5 Preparedness and Public Education

The City promotes individual and household preparedness through digital resources, community outreach, and regional partnerships. The Emergency Preparedness page on the City's website serves as a central hub for materials such as hazard-specific guidance, emergency supply checklists, and links to local and state resources. This page should be reviewed and updated quarterly.

A key component of the City's outreach strategy is the Wilsonville Ready program (<https://www.wilsonvilleoregon.gov/ready>), which provides residents with practical tools to prepare for emergencies. The program includes guidance on building go-kits, making family plans, and understanding local hazards.

The City also partners with Clackamas County Disaster Management (CCDM) to offer preparedness seminars and community events that help residents understand risks, learn protective actions, and engage with emergency management professionals.

4.0 ROLES AND RESPONSIBILITIES

The following roles and responsibilities are intended to provide City departments and management services partners with a shared understanding of the tasks they may be asked to perform or support during an emergency. All assigned agencies are responsible for developing internal procedures to guide the execution of these tasks.

For additional guidance on interagency coordination and support roles, refer to the State of Oregon Emergency Operations Plan (EOP), county-level EOPs, and other relevant agency response plans.

4.1 COMMON RESPONSIBILITIES

All City departments and external partners supporting health and human services are responsible for:

- ☐ Maintaining continuity of operations to ensure essential services remain available during emergencies.
- ☐ Providing timely status updates to the Emergency Operations Center (EOC) to support situational awareness and decision-making.
- ☐ Coordinating with the EOC to align response actions with incident objectives and operational priorities.

4.2 CITY AND COOPERATOR RESPONSIBILITIES

These responsibilities reflect the expected roles of City departments and key cooperators during EOC activation to support health and human services-related emergency functions.

Departments are expected to coordinate with the Health and Human Services Branch and relevant EOC positions to fulfill these roles.

4.2.1 Emergency Management Coordinator

The Emergency Management Coordinator serves as the lead for City-level emergency response operations and provides coordination support across all EOC functions. This role ensures alignment between City departments, external partners, and operational groups to facilitate an effective and unified response during emergencies.

- ☐ Liaise with County, State, and nonprofit partners to align resources and objectives.
- ☐ Support activation of EOC Management Services functions.
- ☐ Facilitate internal coordination across City departments and maintain situational awareness.

4.2.2 Public Works Department

The Public Works Department supports emergency operations by contributing land use expertise, scenario planning, and infrastructure impact assessments. During incidents, it assists in developing EOC Action Plans and facilitates long-term recovery planning.

- ☐ Assist in the development of EOC Action Plans and planning documentation.
- ☐ Provide land use and infrastructure impact analysis.
- ☐ Support scenario planning and recovery strategy development.
- ☐ Participate in EOC planning meetings and operational briefings.

4.2.3 Information Technology Department

The Information Technology Department facilitates the continuity of digital infrastructure and provide geospatial tools that support situational awareness, resource tracking, and decision-making during emergencies.

- ☐ Maintain and deploy mapping platforms (e.g., WilsonvilleMaps, ArcGIS Field Maps).
- ☐ Ensure IT systems support EOC operations and communications.
- ☐ Provide real-time geospatial data for situational awareness.
- ☐ Coordinate with departments to integrate data systems.

4.2.4 Finance Department

The Finance Department manages emergency fiscal operations, including tracking expenditures, assigning charge codes, and supporting reimbursement processes through FEMA and other funding sources.

- ☐ Track and document all emergency-related expenditures.
- ☐ Assign unique charge codes for incident-related costs.
- ☐ Support FEMA reimbursement and audit documentation.
- ☐ Coordinate emergency procurement and budget reallocations.

4.2.5 Human Resources

Human Resources supports emergency staffing, volunteer coordination, and personnel tracking. It ensures that workforce policies are upheld and that staffing needs are met throughout the incident lifecycle.

- ☐ Track personnel availability and assignments.
- ☐ Support recruitment and credentialing of volunteers.

- ☐ Ensure continuity of HR services and compliance with labor policies.
- ☐ Assist with staffing logistics and surge capacity planning.

4.2.6 City Attorney's Office

The City Attorney's Office provides legal guidance on emergency declarations, mutual aid agreements, procurement, and liability. It ensures that emergency actions comply with local, state, and federal laws.

- ☐ Review emergency declarations and legal documents.
- ☐ Advise on mutual aid agreements and liability protections.
- ☐ Ensure compliance with procurement and emergency powers statutes.
- ☐ Support documentation for cost recovery and legal claims.

4.2.7 Communications and Marketing (PIO)

The Communications and Marketing team, led by the Public Information Officer (PIO), manages public messaging, media relations, and rumor control. It coordinates with partner agencies through the Joint Information System (JIS) and supports the Joint Information Center (JIC) when activated.

- ☐ Develop and disseminate emergency alerts and public information.
- ☐ Coordinate messaging with local, county, and state PIOs.
- ☐ Monitor and correct misinformation and rumors.
- ☐ Represent the City in the JIC and manage media briefings.

4.2.8 Community Development – Economic Development

The Economic Development division supports business continuity and recovery by coordinating with local businesses, assessing economic impacts, and promoting access to recovery resources and assistance programs.

- ☐ Coordinate with business and industry partners during emergencies.
- ☐ Conduct economic impact assessments.
- ☐ Promote business continuity planning and recovery resources.
- ☐ Serve as liaison to the Wilsonville Chamber of Commerce.

5.0 CAPABILITY SUSTAINMENT

The Emergency Management Coordinator, in coordination with identified City departments and cooperators, is responsible for the development and maintenance of this Annex, including engagement with supporting agencies to inform updates. At a minimum, the Annex should be reviewed annually to ensure accuracy and relevance. The Emergency Management Coordinator is also responsible for integrating emergency services into the City's training and exercise program, working with the same departments and cooperators to provide guidance on training requirements and standards. Each participating agency is accountable for ensuring that its personnel receive and document the appropriate training necessary to fulfill their emergency roles and responsibilities.

ATTACHMENT A REFERENCES AND RESOURCES

City

- TBD

County and Regional

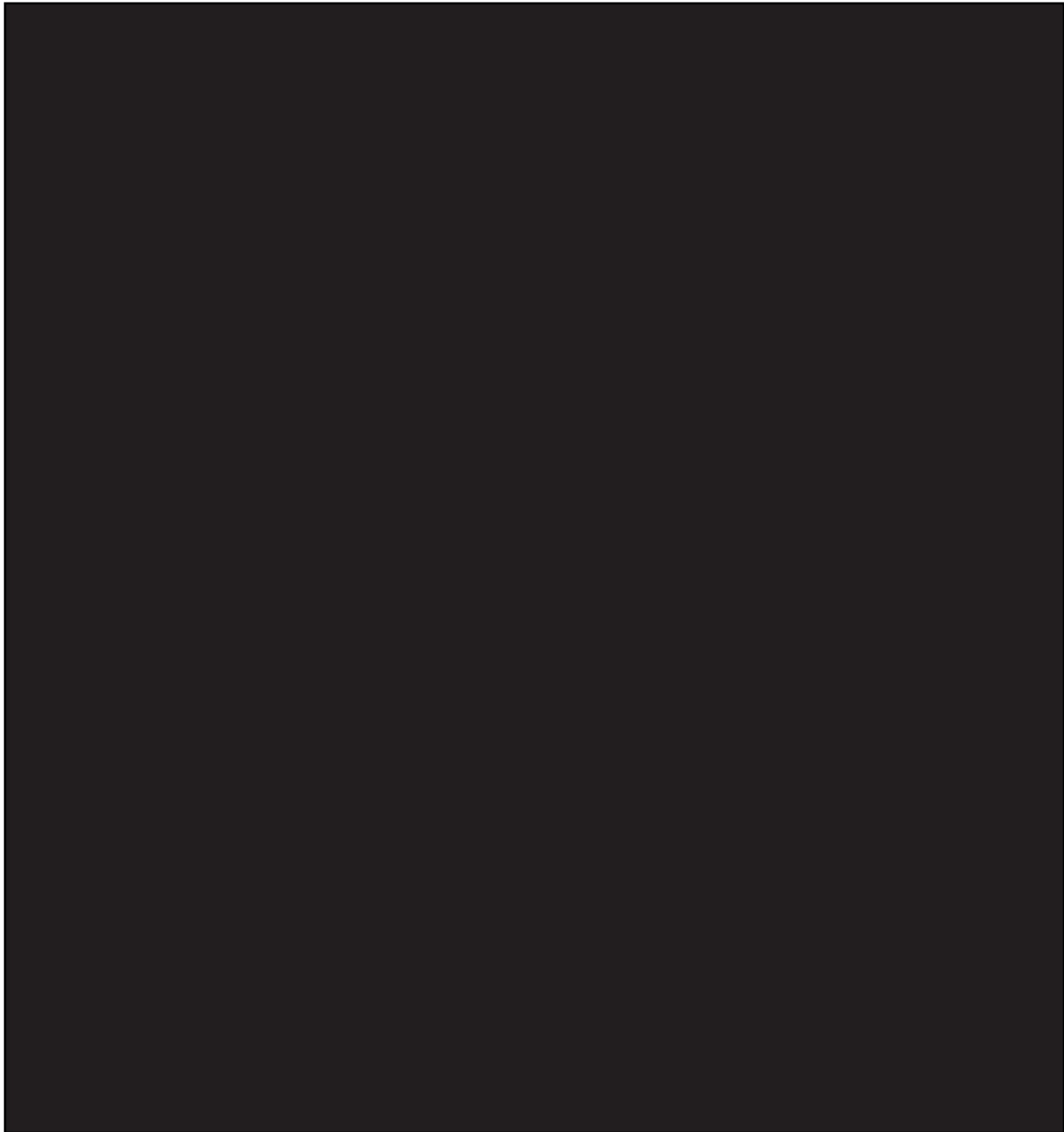
- Clackamas County Emergency Operations Plan]
- Washington County Emergency Operations Plan

State

- State of Oregon Emergency Operations Plan,

Federal

- National Response Framework





City of Wilsonville

Emergency Operations Plan

INFRASTRUCTURE SERVICES

FUNCTIONAL ANNEX








December 2025



1 INTRODUCTION

The **Infrastructure Services Annex** outlines how the **City of Wilsonville** coordinates **emergency response for critical systems—transportation, utilities, water, and energy**. It focuses on damage assessment, emergency repairs, and service restoration. Key efforts include public works coordination, fuel and power management, and utility support.

Table INF-1 provides an overview of the Infrastructure Services Annex, the functions it includes, the lifelines it supports, lead departments / agencies, and where the function is located in the EOC structure.

Table INF-1 Infrastructure Services Overview		
Associated Emergency Support Functions (ESFs)		ESF 1 - Transportation
		ESF 3 – Public Works
		ESF 12 - Energy
		ESF 17 – Cyber and Infrastructure Security
Lifelines Supported		Multi-modal transportation to move people and material.
		Facilities and assets required to deliver essential government services.
		Energy and fuel to power the community.
Lead City Departments	Public Works Department Community Development Department (Engineering, Building and Planning) SMART Transit Information Technology Department	
Infrastructure Services in the Emergency Operations Center (EOC)	Operations Section – Infrastructure Services Branch	

2 INFRASTRUCTURE SERVICES IN THE EOC

When enhanced coordination of infrastructure services is needed, the Incident Commander or Emergency Management Coordinator may delegate responsibility to the **Operations Section Chief**, who can activate the **Infrastructure Services Branch** and appoint a **Branch Director**.

As the situation evolves, the Operations Section Chief or Branch Director may activate groups aligned with health and human services functions. These may include Transportation, Public Works, Energy, and Cyber and Infrastructure Security. Depending on the incident's needs, specialized groups may also be established to address specific operational priorities.

Each group is led by a Group Manager, generally a representative from the City department or local agency with the most relevant authority or expertise. Group Managers are responsible for engaging primary and supporting agencies and requesting representation at the EOC. Assigned primary agencies may also choose to activate a Department Operations Center (DOC) to support coordination of emergency activities.

Once activated, the Infrastructure Services Branch coordinates and supports emergency health and human services operations. It reports available personnel to the EOC, participates in planning meetings, and contributes function-specific input to the EOC Action Plan. The branch monitors ongoing activities, identifies resource needs for the Logistics Section, and ensures timely updates to the Operations Section Chief. It also provides health-related information to the EOC Public Information Officer to support public messaging, coordinates with local and state partners to access mutual aid resources and manages ESF staffing to maintain coverage across operational periods.

Figure 1 Infrastructure Services in the EOC

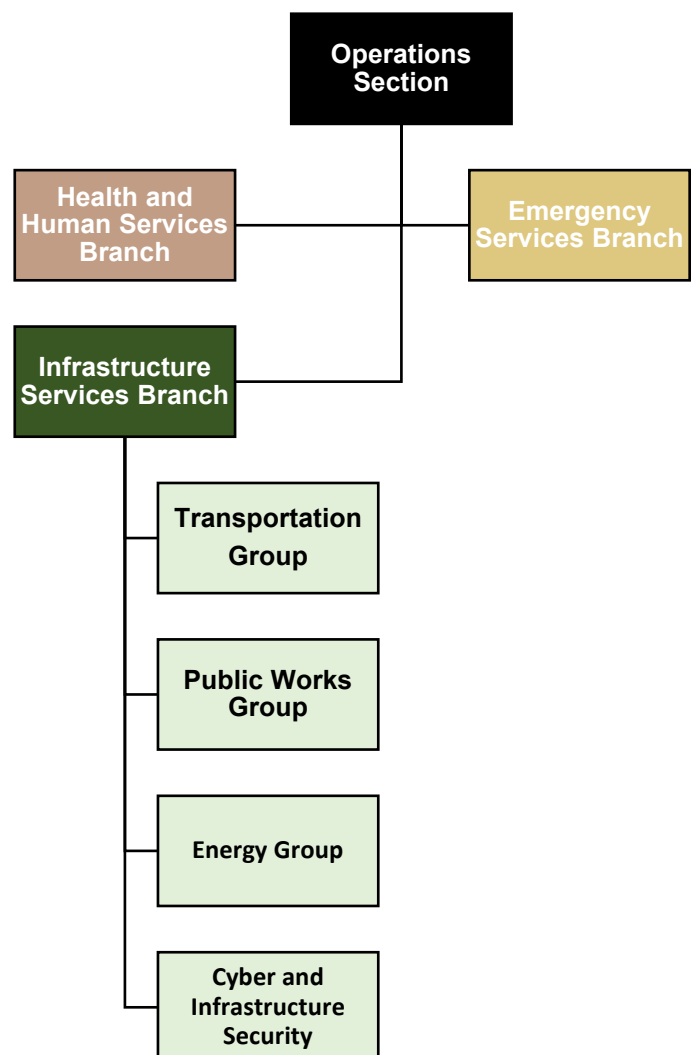


Table INF-2 Infrastructure Services Branch Positions and Responsibilities

Position Details	Responsibilities
Infrastructure Branch	
Managed by: Infrastructure Services Branch Director Reports to: Operations Section Chief Staffed by: Public Works Department Community Dev Dept – Engineering Division	<ul style="list-style-type: none"> • Coordinate across infrastructure functions (Public Works, Transportation, Energy, Cyber/Infrastructure Security) to support response and recovery operations. • Engage with external partners (e.g., utilities, contractors, transit agencies) in coordination with the Liaison Officer to ensure alignment and resource support. • Serve as the main point of contact for infrastructure-related cooperators and mutual aid partners. • Support the Operations Section Chief in developing operational objectives and assigning them to the appropriate function. • Monitor infrastructure activities and provide regular updates to the Operations Section Chief, including resource needs for submission to the Logistics Section. • Ensure continuity of critical services, including transportation access, utility restoration, fuel and power support, and cybersecurity coordination. • Facilitate information flow between field operations, City departments, and the EOC to support situational awareness and decision-making
Transportation Group	
Managed by: Transportation Group Manager Reports to: Infrastructure Services Branch Director Staffed by: Public Works Department SMART Transit	<ul style="list-style-type: none"> • Track and report road, bridge, and transit system status to support planning and resource deployment. • Coordinate with Public Works and partners to prioritize debris clearance and route restoration. • Identify alternate routes and temporary transportation options when normal systems are disrupted. • Support evacuation and reentry planning, including coordination of vehicles and transit resources. • Work with law enforcement to support traffic control planning and updates. • Coordinate use of City fleet vehicles for emergency missions and fuel delivery. • Liaise with transit partners (e.g., SMART, TriMet, school districts) to expand capacity if needed. • Coordinate with ODA and FAA for any air operations at Aurora State Airport. • Monitor and support debris clearance priorities in public rights-of-way.

Table INF-2 Infrastructure Services Branch Positions and Responsibilities

Position Details	Responsibilities
Public Works Group	
Managed by: Public Works Group Manager Reports to: Infrastructure Services Branch Director Staffed by: Public Works Department Community Development Department – Engineering Div	<ul style="list-style-type: none"> • Track damage to roads, utilities, and City facilities and coordinate restoration with Engineering and Building staff. • Request contractor or mutual aid support for emergency repairs. • Coordinate water and wastewater system operations, including isolation and rerouting, using the City's Emergency Response Plan. • Organize damage assessments—starting with windshield surveys and Initial Damage Assessments (IDA), and support Preliminary Damage Assessments (PDA) with state and federal partners. • Coordinate structural safety checks using certified staff and tools like ATC-20 and SAP. • Advise on infrastructure stabilization and hazard mitigation. • Prioritize repairs based on Community Lifelines and work with partners like PGE, NW Natural, and ODOT. • Submit the Initial Damage Assessment Summary Report to Clackamas County for escalation to OEM.
Energy Group	
Managed by: Energy Group Manager Reports to: Infrastructure Services Branch Director Staffed by: Community Development Department SMART Transit	<ul style="list-style-type: none"> • Coordinate fuel supply for critical operations like public works, emergency response, and transit. • Monitor fuel availability and prioritize where it's needed most. • Set up Fuel Points of Distribution (FPODs) if local supply is disrupted. • Manage emergency power systems—fixed and portable generators—for key facilities like water, wastewater, communications, and public safety. • Work with utility providers (e.g., PGE, NW Natural) to assess damage and restore service. • Track energy system status, including electricity, natural gas, and fuel reserves. • Engage private fuel and energy providers to fill gaps if needed. • Coordinate with state agencies to align local actions with regional restoration plans

Table INF-2 Infrastructure Services Branch Positions and Responsibilities

Position Details	Responsibilities
Cyber and Infrastructure Security Group	
Managed by: Cyber and Infrastructure Security Group Manager Reports to: Infrastructure Services Branch Director Staffed by: Information Technology Department Public Works Department	<ul style="list-style-type: none">• Monitor cyber threats and impacts to City systems, networks, and physical security.• Coordinate with providers to restore internet, phone, and broadband services.• Activate backup systems (e.g., cloud recovery, fiber connections) to maintain operations.• Support building security—manage access controls, cameras, and lockdowns with Facilities.• Provide cyber updates for EOC briefings and Situation Reports.• Share cybersecurity alerts and guidance with departments and partners.• Coordinate public messaging on cyber issues with the PIO.• Work with state and federal agencies on cyber incident response and recovery.

3 INFRASTRUCTURE SERVICES FUNCTIONS

The following sections outline how the City coordinates and supports infrastructure services during major emergencies or disasters. These functions are organized into four key areas—**Transportation, Public Works, Energy, and Cyber and Infrastructure Security**—each with specific responsibilities to help stabilize critical systems, support emergency operations, and restore essential services.

3.1 TRANSPORTATION

The transportation function outlines how the City may coordinate and support transportation-related needs during a major emergency or disaster. Key activities may include:

- **Assess and report transportation system status**, including roads, bridges, and transit infrastructure.
- **Identify and clear obstructions** to restore access for emergency vehicles and essential services.
- **Coordinate temporary transportation solutions** when normal systems are disrupted.
- **Support debris clearance** in public rights-of-way and critical access routes.
- **Support evacuation and reentry operations**, including movement of people, supplies, and equipment.
- **Manage emergency traffic control** in coordination with law enforcement.
- **Coordinate with transit partners** (e.g., TriMet, school districts) to augment transportation capacity.
- **Deploy City fleet resources** to support emergency operations and fuel distribution.
- **Coordinate with aviation agencies** for air operations at area airports, including aerial reconnaissance and supply drops.

Table INF-3 Transportation	
Position Details	Responsibilities
Primary City Department	Public Works Department – Streets Division SMART Transit – Fleet Services
City Support Departments	Community Development Department – Engineering Division
Key Cooperators	Clackamas County Department of Transportation and Development Washington County Support Services West Linn-Wilsonville School District TriMet Oregon Department of Transportation Republic Services
EOC Coordination	Infrastructure Services Branch – Public Works Group
Associated ESF	ESF 1 – Transportation

3.1.1 Repair and Restoration of the City Transportation Network

The Public Works Department – Streets Division manages and maintains local roads and leads emergency repair efforts. While Clackamas County Transportation and Development (DTD) oversees county roads within Wilsonville, the Streets Division often assists with clearing and restoration, reflecting strong interagency coordination.

Following an incident, Public Works prioritizes rapid assessment and triage of impacted roadways, focusing on emergency response, evacuation, and supply routes. Crews then clear debris and implement temporary repairs to restore access. The City maintains a stockpile of ~40 tons of backfill rock and has agreements with local suppliers for additional materials.

Public Works also coordinates with DTD and ODOT, both of which maintain local repair resources that can supplement City efforts.

3.1.2 Movement of People and Transportation Resources

Access to vehicles and transportation resources during an emergency is coordinated through SMART Transit, the City of Wilsonville’s public transportation provider. SMART offers a range of transit options including buses and minivans that can be deployed to support emergency response operations.

SMART also operates Dial-a-Ride, a service specifically designed to assist elderly and disabled individuals, ensuring equitable access to transportation during emergencies.

To expand capacity and ensure continuity of operations, the City may partner with other local transit agencies such as TriMet and the West Linn-Wilsonville School District. These partnerships can provide additional vehicles and logistical support for the movement of people, particularly in large-scale or prolonged incidents.

SMART Transit includes the City's Fleet Services Division, which plays a critical role in emergency management. Fleet Services ensures that transportation assets are available and operational and supports fueling operations as outlined in the section discussing Energy below.

3.1.3 Debris Management

Debris operations follow the City's Debris Management Plan, an annex to the larger overall Clackamas County Debris Management Plan, which outlines procedures for clearance, removal, and disposal.

Debris may include construction materials, vegetation, and mixed waste. Following a major incident, the City Manager and Department Heads will prioritize clearance of roads and building access points. The Streets Division clears public rights-of-way, while DTD coordinates clearance on County roads.

The City will deploy its own resources initially but may activate County debris management contracts for large-scale events. Private property owners are responsible for their own debris. When private sector support is needed, local haulers and recyclers will be used to the greatest extent possible, with regional support as needed.

3.1.4 Air Operations

Located just 1.6 miles south of Wilsonville's city limits, the Aurora State Airport is a critical regional asset with potential significance during emergency operations. Classified as a Category II Urban General Aviation Airport, it is owned and operated by the Oregon Department of Aviation (ODA). Although situated within Marion County, the airport extends northward to the Marion-Clackamas County boundary, with OR 551 (Wilsonville-Hubbard Highway No. 51) running along its western edge.

As the facility's owner and operator, the Oregon Department of Aviation is responsible for notifying the City of Wilsonville of any incidents occurring at the airport and for coordinating response activities. In the event that air operations are required to support emergency response or recovery efforts—such as aerial reconnaissance, supply drops, or medical evacuations—the City will coordinate with ODA to request access and support. This coordination may also involve the Federal Aviation Administration (FAA) and other state or federal partners to ensure safe and effective use of airspace and aviation resources.

3.2 PUBLIC WORKS

The public works function outlines how the City may coordinate and support emergency public works needs during a major emergency or disaster. Key activities may include

- **Assess and restore public infrastructure**, including roads, utilities, and City-owned facilities.
- **Coordinate mutual aid and contractor support** for emergency repairs and restoration.
- **Manage emergency water and wastewater operations**, including system isolation and rerouting.

- **Provide technical expertise** for infrastructure stabilization and hazard mitigation.
- **Coordinate with Engineering and Building Divisions** for infrastructure inspections and safety evaluations.

Table INF-4 Public Works	
Position Details	Responsibilities
Primary City Department	Public Works Department Community Development Department – Building Division
City Support Departments	Community Development Department – Engineering Division Planning Department
Key Cooperators	Clackamas County Department of Transportation and Development Washington County Department of Land Use & Transportation Oregon Department of Transportation Oregon Department of Environmental Quality Oregon Health Authority Republic Services
EOC Coordination	Infrastructure Services Branch – Public Works Group
Associated ESF	ESF 3 – Public Works

3.2.1 Damage Assessment

The City conducts damage assessments in two phases:

- **Initial Damage Assessment (IDA):** Led by the Operations Section, the IDA provides a rapid evaluation of disaster impacts to support emergency declarations and resource requests.
- **Preliminary Damage Assessment (PDA):** A detailed, joint effort with state and federal agencies to determine eligibility for disaster assistance programs.

Initial Damage Assessment

In the early stages of an event, staff may conduct Windshield Surveys—systematic drive-by assessments of high-priority areas—to identify visible damage and report findings to the EOC. These surveys help prioritize response actions and guide resource deployment.

The Community Development Department – Building Division coordinates the IDA. Certified personnel trained in ATC-20, SAP, and other protocols lead structural assessments using placards, field kits, and drones. Deployment is initiated by the EOC based on incident priorities.

The Engineering Division and Public Works support assessments of roads, bridges, and utilities. Bridge inspections are contracted out, while Public Works assists with windshield surveys and evaluates water, wastewater, and stormwater systems.

Damage assessment priorities follow the Community Lifelines framework, focusing on systems essential to life safety and critical services. The EOC coordinates with partners such as PGE, NW Natural, ODOT, BPA, TriMet, and neighboring cities to align restoration efforts.

Once conditions are safe, the City completes the Initial Damage Assessment Summary Report and submits it to Clackamas County Disaster Management, which forwards it to the Oregon Department of Emergency Management (OEM).

Preliminary Damage Assessment

The PDA is a collaborative process used to evaluate the severity and impact of a disaster and determine whether federal assistance is warranted. It involves assessing damage to both private residences and public infrastructure. For Individual Assistance, teams focus on the number of homes that have sustained major damage or have been destroyed, the number of uninsured households affected, and the extent of displacement. Special attention is given to vulnerable populations, including the elderly, individuals with disabilities, and low-income residents.

On the Public Assistance side, the assessment includes damage to roads, bridges, utilities, public buildings, schools, and eligible nonprofit facilities. It also accounts for emergency protective measures and debris removal efforts. Damage is documented through field inspections, photographs, GIS data, insurance records, and local documentation. This information is compiled into a summary report, which is reviewed by the City to determine whether the disaster meets the criteria for a presidential disaster declaration.

If the findings indicate that the disaster exceeds the response capabilities of local and state governments, the President may issue a major disaster declaration. This unlocks access to federal funding for programs such as Individual Assistance, Public Assistance, and Hazard Mitigation. Supporting this process, facility and parcel data is maintained across departments, and while replacement value estimates may be limited, asset valuation data reported under GASB 34 may be available through the Finance Department to strengthen the PDA submission.

3.2.2 Repair and Restoration of City Water and Wastewater Systems

The Public Works Department leads restoration of potable water and wastewater systems. The City's Emergency Response Plan (ERP) for its Community Water System guides independent response efforts and integrates with the EOP when incidents exceed internal capacity.

The water system includes a treatment plant operated by a third-party contract, currently with Veolia Water, and a distribution system managed by City staff. The ERP complies with the America's Water Infrastructure Act (AWIA), the Federal Bioterrorism Act, and OAR 333-061-0064, and emphasizes operational flexibility and sound judgment during emergencies.

If the water supply is disrupted, the City may set up emergency drinking water distribution sites, known as Points of Distribution (PODs), to provide safe water to residents and essential services. These operations are coordinated through the EOC and may involve regional partners like Clackamas County and Washington County to ensure consistent support across communities. POD locations are selected based on accessibility and community needs, with public communication provided to guide residents on where to go and what to expect until normal water service is restored.

3.3 ENERGY

The energy function outlines how the City coordinates and supports energy-related needs during a major emergency or disaster. Key activities include:

- **Acquiring and distributing fuel** to support transportation, communications, and critical operations.
- **Providing emergency fuel support** for essential transportation systems and public works.
- **Delivering temporary emergency power** to critical municipal facilities, including backup generation and fuel resupply.
- **Supporting utility repair operations** by facilitating access to equipment, labor, and transportation.
- **Coordinating with utility providers** to maintain system integrity and ensure timely damage assessment and service restoration.
- **Tracking and managing the City's power resources**, including backup power systems, fuel supplies, and energy availability.
- **Engaging private energy providers** (e.g., propane, fuel oil, diesel, gasoline) to support continuity of operations and community needs.

Table INF-5 Energy	
Position Details	Responsibilities
Primary City Department	SMART Transit – Fleet Services Public Works Department
City Support Departments	Community Development Department – Engineering Division City Manager's Office – Legislative Liaison
Key Cooperators	Portland General Electric NW Natural Clackamas County Disaster Management Washington County Land Use and Transportation Washington County Support Services Bonneville Power Administration
EOC Coordination	Infrastructure Services Branch – Energy Group
Associated ESF	ESF 12 – Energy

3.3.1 Emergency Fuel Management

During fuel shortages or disruptions, the City coordinates actions to ensure availability for critical operations. SMART Transit – Fleet Services leads emergency fuel management, overseeing the internal card lock fuel station and maintaining contracts for emergency fuel supplies, including a standing agreement with Pacific Pride.

Once the EOC is activated, the Energy Group supports fuel infrastructure damage assessments, monitors local supply, and helps determine allocation priorities. Essential

services—such as emergency response, public works, and utility restoration—are prioritized to maintain continuity.

If needed, the City may establish Fuel Points of Distribution (FPODs) to receive, store, and distribute fuel for City vehicles. FPOD activation would likely occur only during large-scale disasters and be coordinated with Clackamas County and/or Washington County to ensure regional alignment.

The EOC may also implement fuel conservation measures, both mandatory and voluntary, to reduce demand and extend supply. Coordination with utility restoration operations—including power, gas, and telecommunications—is essential to direct fuel resources where they are most needed to stabilize and restore community lifelines.

At the state level, the Oregon Department of Energy maintains the Oregon Fuel Action Plan, which outlines agency roles in responding to emergency fuel needs. The City will coordinate with state partners to request additional support and align local actions with regional and statewide strategies.

3.3.2 Emergency Power

The City maintains permanently installed generators at key facilities to ensure operational continuity during outages. Public Works handles annual inspections, load testing, and scheduled maintenance. Fleet Services performs monthly fluid and fuel checks and provides spot maintenance. This shared responsibility ensures readiness of fixed generator assets.

The City also maintains portable generator capability. Smaller suitcase-style generators are available for assignment based on operational priorities.

During an emergency, the Energy Group coordinates generator deployment, monitors fuel availability, and prioritizes power support to critical facilities—such as water and wastewater systems, emergency communications, and public safety buildings. Coordination with utility providers and fuel suppliers ensures emergency power systems remain operational throughout response and recovery.

3.3.3 Utility Coordination

Under normal conditions, the City coordinates with its primary energy utility providers—Portland General Electric (PGE) for electricity and NW Natural for natural gas—through the Community Development Department – Engineering Division. This ensures utility planning and maintenance align with development and operational needs.

During emergencies, the City works closely with utility partners to maintain system integrity, assess damage, and restore services efficiently. Restoration is prioritized for facilities essential to life safety and community stability, including hospitals, telecommunications systems, and water infrastructure.

The Emergency Management Coordinator and Engineering Division assess impacts to community lifelines, especially those with power dependencies, and communicate stabilization

priorities to utility partners. The City also monitors energy system status—including electric generation capacity, natural gas supply, and fuel reserves—to anticipate and respond to shortages.

At the state level, the Oregon Public Utility Commission (PUC), part of the Oregon Emergency Response System (OERS), monitors electric generation and natural gas supply. In a major incident, the PUC coordinates with PGE and NW Natural to support utility restoration within the City. The City may also engage private energy providers to support continuity when traditional services are disrupted.

3.4 CYBER AND INFRASTRUCTURE SECURITY

The cyber and infrastructure security function outlines how the City may coordinate and support cybersecurity and infrastructure protection during a major emergency or disaster. Key activities may include:

- **Monitor and assess cyber threats and infrastructure vulnerabilities**, including impacts to City networks, systems, and physical security assets.
- **Coordinate with service providers** to restore telecommunications and broadband connectivity during outages.
- **Maintain and deploy backup systems**, including cloud-based recovery options and redundant fiber connections between City facilities and regional partners.
- **Support physical infrastructure security**, including card access systems, surveillance cameras, and facility lockdown protocols in coordination with the Facilities Group.
- **Serve as the primary entry point for cyber-related situational information**, supporting EOC briefings and Situation Reports.
- **Share cybersecurity updates and recommended actions** with City departments and external partners.
- **Coordinate messaging with the Public Information Officer (PIO)** to ensure consistent public communication regarding cyber incidents.
- **Liaise with state and federal agencies** to support investigation, response, and recovery from cyber-related events.

Table INF-6 Cyber and Infrastructure Security	
Position Details	Responsibilities
Primary City Department	Information Technology Department
City Support Departments	Public Works Department
Key Cooperators	Clackamas County Technology Services Washington County Support Services Oregon TITAN Fusion Center
EOC Coordination	Infrastructure Services Branch – Cyber and Infrastructure Security Group
Associated ESF	ESF 17 – Cyber and Infrastructure Security

3.4.1 Information Systems

The City's IT infrastructure includes essential platforms such as Esri, Cartograph, and integrated financial and permitting systems, all of which share a common backend and data layers. These systems are supported by a distributed team of GIS professionals across Public Works and Engineering, with centralized oversight by IT. In the event of a cyber incident or system outage, IT has established cloud-based backups and maintains institutional knowledge to support rapid recovery.

The City operates multiple websites—including those for the library, SMART Transit, and Wilsonville Talks—which are maintained by departmental web editors with cross-training to ensure continuity. During emergencies, messaging is developed by the Public Information Officer (PIO) and disseminated through these platforms with IT support.

3.4.2 Communications and Physical Security

IT manages the City's phone system, which includes softphone capabilities and flexible line management to ensure continuity of communications. IT also oversees card access systems, security cameras, and other physical infrastructure in coordination with the Facilities Group, enabling rapid adjustments to building access and security protocols during emergencies.

The City owns and maintains a dark fiber network connecting municipal buildings, reducing reliance on external providers and enhancing resilience. This network includes interties with neighboring jurisdictions such as Sherwood and Clackamas County, providing extended connectivity that can support regional coordination and data sharing.

In the event of a telecommunications or broadband outage, IT serves as the primary liaison with service providers to restore connectivity and maintain operational continuity.

3.4.3 Cybersecurity Planning and Incident Response

While the City does not currently have a finalized cybersecurity incident response plan, a draft is in development. This document outlines key contacts, system dependencies, and procedures for responding to cyber threats. IT maintains technical documentation and contact lists to support rapid mobilization and troubleshooting during incidents.

The EOP recognizes the importance of integrating cybersecurity and infrastructure protection into emergency planning and response. IT will continue to collaborate with other departments to ensure that digital systems, communications, and physical infrastructure remain secure and functional throughout all phases of emergency operations.

4 ROLES AND RESPONSIBILITIES

The following roles and responsibilities are intended to provide City departments and infrastructure services partners with a shared understanding of the tasks they may be asked to perform or support during an emergency. All assigned agencies are responsible for developing internal procedures to guide the execution of these tasks.

For additional guidance on interagency coordination and support roles, refer to the State of Oregon Emergency Operations Plan (EOP), county-level EOPs, and other relevant agency response plans.

4.1 COMMON RESPONSIBILITIES

All City departments and external partners supporting infrastructure services are responsible for:

- ☐ Maintaining continuity of operations to ensure essential services remain available during emergencies.
- ☐ Providing timely status updates to the EOC to support situational awareness and decision-making.
- ☐ Coordinating with the EOC to align response actions with incident objectives and operational priorities.
- ☐ Supporting restoration of community lifelines, including transportation, utilities, communications, and public safety infrastructure.

4.2 CITY AND COOPERATOR RESPONSIBILITIES

These responsibilities reflect the expected roles of City departments and key cooperators during EOC activation to support infrastructure-related emergency functions. Departments are expected to coordinate with the Infrastructure Services Branch and relevant EOC positions to fulfill these roles.

4.2.1 Emergency Management Coordinator

The Emergency Management Coordinator serves as the lead for City-level emergency response operations and provides coordination support across all EOC functions. This role ensures alignment between City departments, external partners, and operational groups to facilitate an effective and unified response during emergencies.

- ☐ Liaise with County, State, and nonprofit partners to align resources and objectives.
- ☐ Support activation of Infrastructure Services Branch and associated functions.
- ☐ Facilitate internal coordination across City departments and maintain situational awareness.

4.2.2 Public Works Department

The Public Works Department will focus on restoring vital lifeline systems to the community, with an emphasis on critical roads. Public works will also place emphasis on supporting law enforcement, fire, and search and rescue with evacuation and traffic control capabilities.

- ☐ Lead assessment and restoration of City-owned infrastructure, including roads, water, wastewater, and stormwater systems.
- ☐ Support damage assessments and infrastructure inspections in coordination with Engineering and Building Divisions.
- ☐ Coordinate mutual aid and contractor support for emergency repairs and debris clearance.
- ☐ Manage emergency water and wastewater operations under the City's Emergency Response Plan.
- ☐ Support emergency traffic control, debris clearance, and temporary road repairs in coordination with Streets Division and County partners.
- ☐ Maintain and deploy fixed generators and assist with portable power support for critical facilities.

4.2.3 SMART Transit

- ☐ Coordinate emergency transportation resources, including buses, vans, and Dial-a-Ride services for evacuation, reentry, and essential movement.
- ☐ Manage emergency fuel supply operations, including oversight of the City's card lock fuel station and vendor contracts.
- ☐ Deploy City fleet assets to support emergency operations and fuel distribution.
- ☐ Support generator maintenance and fueling in coordination with Public Works.
- ☐ Coordinate with transit partners (e.g., TriMet, school districts) to expand transportation capacity during large-scale incidents.

4.2.4 Community Development Department

Engineering Division

- ☐ Support infrastructure damage assessments and restoration planning.
- ☐ Coordinate with utility providers (e.g., PGE, NW Natural) for service restoration and system integrity.
- ☐ Administer emergency contract for engineering and construction services.
- ☐ Assist with prioritization of repairs based on community lifelines and operational needs.

Building Division

- ☐ Lead structural safety evaluations using certified staff and protocols (e.g., ATC-20, SAP).
- ☐ Coordinate Initial Damage Assessments (IDA) and support Preliminary Damage Assessments (PDA) with state and federal partners.

4.2.5 Information Technology Department

- ☐ Monitor cyber threats and coordinate restoration of City networks, systems, and telecommunications.
- ☐ Deploy and manage backup systems, including cloud recovery and redundant fiber connections.
- ☐ Support physical security systems (e.g., card access, surveillance) in coordination with Facilities.
- ☐ Serve as the EOC's cyber intelligence hub, providing updates for briefings and Situation Reports.
- ☐ Coordinate with state and federal agencies on cyber incident response and recovery.
- ☐ Support public messaging platforms and ensure continuity of digital communications.

5 CAPABILITY SUSTAINMENT

The Emergency Management Coordinator, in coordination with identified City departments and cooperators, is responsible for the development and maintenance of this Annex, including engagement with supporting agencies to inform updates. At a minimum, the Annex should be reviewed annually to ensure accuracy and relevance. The Emergency Management Coordinator is also responsible for integrating emergency services into the City's training and exercise program, working with the same departments and cooperators to provide guidance on training requirements and standards. Each participating agency is accountable for ensuring that its personnel receive and document the appropriate training necessary to fulfill their emergency roles and responsibilities.

ATTACHMENT A REFERENCES AND RESOURCES

City

- City of Wilsonville Debris Management Plan
- City of Wilsonville Water System Emergency Response Plan
- City of Wilsonville Winter Weather Response Plan

County and Regional

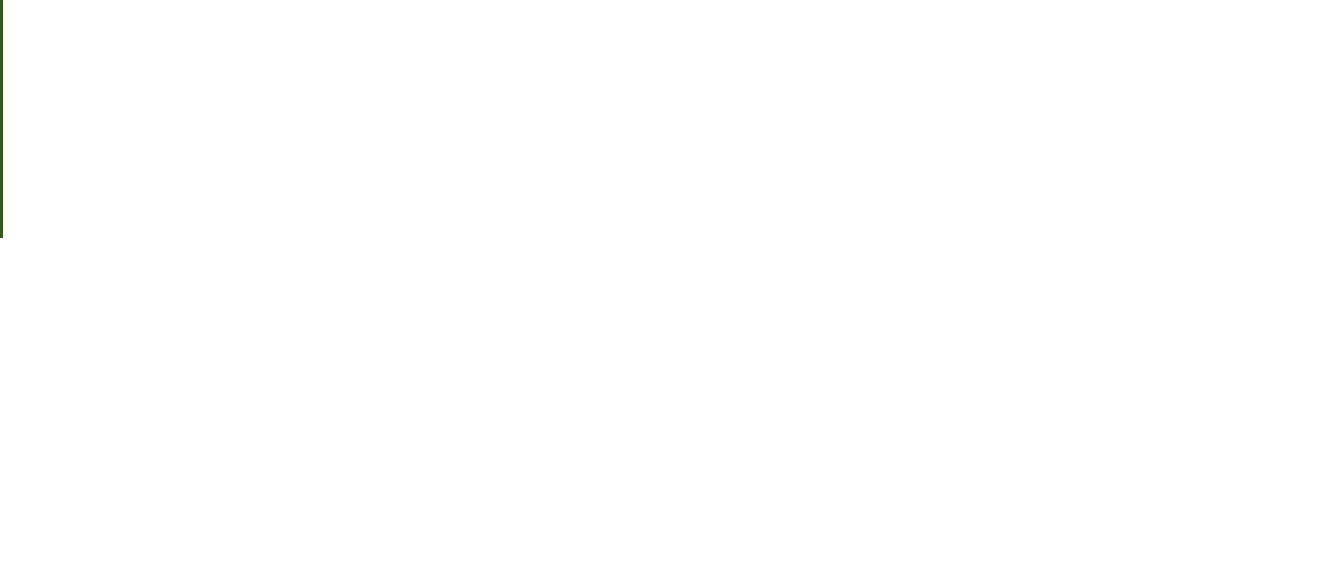
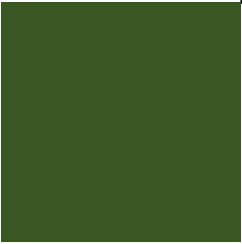
- Clackamas County Emergency Operations Plan
 - ESF 1 – Transportation
 - ESF 3 – Public Works
 - ESF 12 – Energy
 - ESF 17 – Cyber and Critical Infrastructure Security
 - SA 6 – Debris Management
- Washington County Emergency Operations Plan

State

- State of Oregon Comprehensive Emergency Management Plan
 - Emergency Operations Plan
 - ESF 1 – Transportation
 - ESF 3 – Public Works
 - ESF 12 – Energy
 - ESF 17 – Cyber and Critical Infrastructure Security
 - Oregon Disaster Recovery Plan,
 - State Recovery Function 6, Infrastructure Systems
- Oregon Fuel Action Plan

Federal

- FEMA Preliminary Damage Assessment Guide, Draft 1.1 (June 2024)
- National Response Framework
- National Disaster Recovery Framework, Infrastructure Services RSF
- National Infrastructure Protection Plan, Transportation Systems Sector-Specific Plan





City of Wilsonville

Emergency Operations Plan

EMERGENCY SERVICES









FUNCTIONAL ANNEX

December 2025

1.0 INTRODUCTION

The **Emergency Services Annex** outlines how the **City of Wilsonville** coordinates **emergency response operations across core public safety functions** including communications, fire services, hazardous materials, law enforcement, and search and rescue.

Table ES-1 provides an overview of the Emergency Services Annex, the functions it includes, the capabilities they support, lead departments and agencies, and where each function is located within the EOC structure.

Table ES-1 Emergency Services Overview		
Emergency Services in the Emergency Operations Center (EOC)	Operations Section – Emergency Services Branch	
Associated Emergency Support Functions (ESFs)		ESF 2 – Communications
		ESF 4 – Firefighting
		ESF 9 – Search and Rescue
		ESF 10 – Hazardous Materials
		ESF 13 – Law Enforcement
Lifelines Supported		Protect life, property, and the environment through provision of law enforcement/security, fire service, search and rescue, and community safety support.
		Facilitate effective communication between responders, support effective warning to the community, and provide an entry point for emergency communications.
		Manage and effectively respond to hazardous materials in the community.
Lead Departments / Agencies	City of Wilsonville Police Department Tualatin Valley Fire & Rescue (TVF&R) Clackamas County Sheriff's Office (CCSO)	

2.0 EMERGENCY SERVICES IN THE EOC

When enhanced coordination of emergency services is required, the Incident Commander or Emergency Management Coordinator may delegate responsibility to the **Operations Section Chief**, who can activate the **Emergency Services Branch** and appoint a **Branch Director**—typically a senior representative from a lead response agency such as Tualatin Valley Fire & Rescue or the Clackamas County Sheriff's Office.

It is important to note that this section applies when the City is the lead response agency. If the event is strictly a law enforcement or fire incident, those agencies will respond based on their own plans and procedures, and the City will provide support as needed.

As the situation evolves, the Operations Section Chief or Emergency Services Branch Director may activate groups aligned with the City's emergency services functions: Communications, Fire Services (including Hazardous Materials), and Law Enforcement (including Search and Rescue).

Each group is led by a Group Supervisor, typically from the City department or partner agency with the most relevant expertise and authority. Depending on the nature and complexity of the incident, specialized task forces—such as evacuation or technical rescue—may also be established to address specific operational priorities.

Once activated, the Emergency Services Branch is responsible for reporting available personnel and resources for emergency operations; participating in EOC planning meetings and contributing function-specific input to the EOC Action Plan; monitoring and updating the status of emergency services activities, including identifying resource needs for the Logistics Section; providing emergency services-related information to the EOC Public Information Officer for public messaging; coordinating with local, regional, and state partners to access mutual aid and specialized response resources; and managing group staffing to ensure continuity of operations across all operational periods.

Figure 1 Emergency Services in the EOC

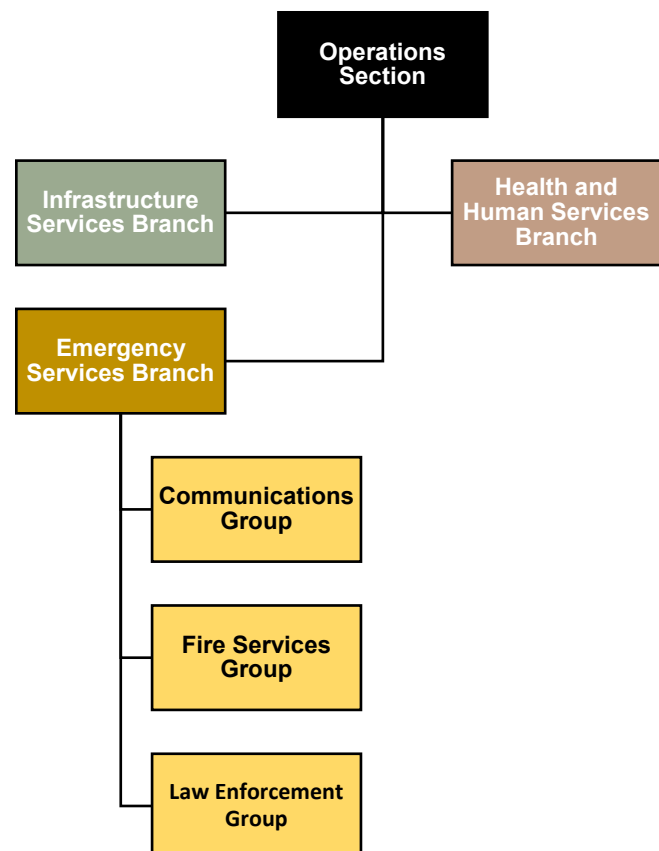


Table ES-2 Emergency Services EOC Positions and Responsibilities

Position Details	Responsibilities
Infrastructure Branch	
Managed by: Emergency Services Branch Director Reports to: Operations Section Chief Staffed by: Police Department (CCSO), TVF&R	<ul style="list-style-type: none"> Oversee and coordinate the activities of the Communications, Fire Services, and Law Enforcement Groups to ensure unified emergency response operations. Monitor the status of emergency services systems and field operations and provide timely updates to the Operations Section Chief. Participate in EOC planning meetings and contribute emergency services input to the EOC Action Plan. Identify and communicate resource needs to the Logistics Section, including personnel, equipment, and mutual aid support. Ensure coordination with external partners such as TVF&R, CCSO, C-COM, WCCCA, and state agencies to support interoperability and continuity of operations. Support the Public Information Officer (PIO) by providing accurate, real-time updates on emergency services activities for public messaging.
Communications Group	
Managed by: Communications Group Supervisor Reports to: Emergency Services Branch Director Staffed by: Information Technology Department	<ul style="list-style-type: none"> Coordinate and maintain operational communication systems (e.g., internet, phones, radios) to support EOC and field operations, ensuring interoperability across agencies. Monitor system functionality and coordinate restoration efforts, including deployment of backup systems when primary communications fail. Manage alert and warning systems (e.g., IPAWS, EAS, WEA), ensuring timely, accessible, and geographically targeted public notifications. Liaise with Public Safety Answering Points (C-COM and WCCCA) to ensure continuity of 9-1-1 and dispatch services. Support the Public Information Officer (PIO) by providing accurate, real-time communications updates for public messaging. Participate in EOC planning meetings, report status updates, and identify resource needs for the Logistics Section.

Table ES-2 Emergency Services EOC Positions and Responsibilities

Position Details	Responsibilities
Fire Services Group	
Managed by: Fire Services Group Supervisor Reports to: Emergency Services Branch Director Staffed by: TVF&R	<ul style="list-style-type: none"> • Coordinate fire suppression and hazardous materials response operations in collaboration with TVF&R, mutual aid partners, and state agencies. • Monitor fire conditions, hazardous materials threats, and resource status; provide updates during EOC planning meetings and contribute to the EOC Action Plan. • Support evacuation operations and coordinate with law enforcement and transportation for public safety during fire or hazmat incidents. • Provide technical guidance to the Public Information Officer (PIO) on fire prevention, defensible space, and protective actions related to hazardous materials. • Request and manage specialized resources, including hazmat teams and firefighting equipment, through mutual aid or state channels. • Ensure readiness and staffing of fire and hazmat response teams across operational periods, including coordination with the Logistics Section for support needs.
Law Enforcement Group	
Managed by: Law Enforcement Group Supervisor Reports to: Emergency Services Branch Director Staffed by: Police Department (CCSO)	<ul style="list-style-type: none"> • Coordinate law enforcement operations to maintain public safety, including crowd control, traffic management, and enforcement of evacuation or shelter-in-place orders. • Oversee site security and access control at critical facilities such as shelters, EOCs, and distribution points. • Liaise with mutual aid partners (e.g., Oregon State Police, National Guard) to request additional security resources as needed. • Lead or support urban and wilderness search and rescue (SAR) operations in coordination with CSAR and TVF&R. • Provide law enforcement-related updates during EOC planning meetings and contribute to the development of the EOC Action Plan. • Support the Public Information Officer (PIO) by supplying accurate information related to public safety, law enforcement activity, and SAR operations.

3.0 EMERGENCY SERVICES FUNCTIONS

The following subsections detail the various activities and assignments necessary for completing critical aspects of emergency services. The descriptions are not intended to be an exhaustive list of all the features and concepts necessary for managing an emergency but, rather, provide a general overview of the key Emergency Services ESFs and the agencies expected to support them.

3.1 COMMUNICATIONS

The communications function outlines how the City coordinates and supports emergency communications and information technology capabilities during a major emergency or disaster. This function ensures that decision-makers have access to timely, accurate information and that communication systems remain operational or are restored quickly following natural or human-caused incidents.

Key activities include:

- **Establish and maintain operational communications systems** that support field operations, the EOC, and partner agencies using plain language and standardized terminology.
- **Coordinate temporary communications support** for first responders, City departments, and partner agencies when existing systems are degraded or overwhelmed.
- **Sustain and protect the City's information technology infrastructure**, including implementing cybersecurity measures to ensure system integrity and data protection.
- **Maintain and operate alert and warning systems**, including IPAWS, EAS, and local notification tools, to ensure timely dissemination of emergency information to the public and stakeholders.
- **Support interoperability** by ensuring communication tools (e.g., cell phones, email, radio, satellite phones) are compatible across jurisdictions and agencies.
- **Collaborate with PSAPs and dispatch centers**, including C-COM and WCCCA, to ensure seamless 9-1-1 and non-emergency call handling and dispatching.
- **Coordinate with the Public Information Officer (PIO)** to ensure consistent, accessible, and accurate public messaging across all platforms.
- **Ensure redundancy and continuity** by identifying and deploying backup systems and alternative communication methods when primary systems fail.

Table ES-3 Communications	
Position Details	Responsibilities
Primary City Department	Information Technology Department
City Support Departments	Police Department Public Works Department
Key Cooperators	Clackamas County Department of Communications (C-COM) Washington County Consolidated Communications Agency (WCCCA) Private Telecommunications Providers
EOC Coordination	Emergency Services Branch – Communications Group
Associated ESF	ESF 2 – Communications

3.1.1 Operational Communications Systems

Clear and reliable communication is essential to effective emergency response. All City personnel will use plain language and standardized terminology to ensure coordination across field operations, the EOC, and partner agencies. To support interoperability, the City employs a variety of communication tools—cell phones, email, radio, and, when necessary, satellite phones—to enable seamless information sharing across jurisdictions and agencies.

Each agency is responsible for maintaining current contact lists, and when the EOC is activated, it will coordinate external notifications and public messaging through the designated Public Information Officer. In the event of a disruption to primary communication systems, the City will work with local partners, businesses, government agencies, and residents to secure alternative communication resources. Email, mobile phones, and landlines will be prioritized for notifying key officials and critical personnel when official platforms are unavailable. The EOC also maintains regular communication with county dispatch agencies to support operational coordination.

The EOC is equipped with a range of communication capabilities to ensure continuity of operations. Assigned personnel are expected to bring their own laptops when deploying to the EOC. The table below outlines the current communication systems available at the City EOC.

Table ES-4 City Communications Systems	
System	Details
Internet	The EOC has both wired and wireless internet capability, including guest Wi-Fi.
Phone System	Three dedicated phone lines with conference calling capability; phones stored in the EOC.
E-Mail	All City staff have access to email; there is a dedicated EOC email account
Public Safety Radio	EOC staff can monitor incident-assigned frequencies; no dedicated EOC frequency.
HAM Radio	Equipment is maintained in the EOC storage closet. The city participates in the regional ARES Group

3.1.2 Public Safety Answering Point

Wilsonville's emergency communications system operates across two counties and is supported by two Public Safety Answering Points (PSAPs). The Clackamas County Department of Communications (C-COM) serves as the City's primary PSAP, managing 9-1-1 and non-emergency call-taking, and dispatching for 14 law and fire agencies. Tualatin Valley Fire & Rescue (TVF&R), which serves Wilsonville, is dispatched by the Washington County Consolidated Communications Agency (WCCCA), regardless of jurisdiction. C-COM and WCCCA now operate on a shared Computer-Aided Dispatch (CAD) system, enhancing coordination. C-COM also functions as the City's formal alert and warning hub, except for fire services. Emergency messages—received via radio, telephone, or the Law Enforcement Data System (LEDS)—are distributed per departmental protocols. The Emergency Management Coordinator or Incident Commander determines further notifications and response actions, particularly for citywide alerts such as hazardous materials movement or severe weather.

3.1.3 Alert and Warning

Effective alert and warning systems depend on delivering clear, credible, and geographically precise messages. To ensure maximum reach and impact, these messages must be repeated and disseminated through multiple media channels. The Incident Commander (IC) is responsible for determining the need for alerts and coordinating with the Emergency Management Coordinator. Alerts may also originate from County dispatch, the Oregon State Police, or the Oregon Department of Emergency Management via LEDS. In localized emergencies, law enforcement may use direct methods such as phone calls, public address systems, or door-to-door contact. The City is committed to educating residents about these systems, and the Public Information Officer (PIO) maintains a log of all issued warnings.

The Integrated Public Alert and Warning System (IPAWS) enhances this framework by unifying national alert systems through a single interface. It supports the Emergency Alert System (EAS), Wireless Emergency Alerts (WEA), NOAA Weather Radio, and other platforms. In the Portland-Vancouver Metro Area, local alerts are branded as "PublicAlerts," ensuring regional consistency and recognition.

IPAWS capabilities include Community Emergency Notifications, which deliver targeted alerts via voice, text, TTY/TDD, email, fax, or mobile apps—though these are limited to landlines and opt-in users. WEA messages appear as 90-character popups on mobile devices and can reach recipients county-wide. The EAS broadcasts alerts across TV and radio throughout the Portland-Metro area, though it is not ideal for small-scale incidents.

Additional methods of alert include the use of police and fire vehicle PA systems, door-to-door notifications for rapidly emerging threats, and direction to temporary shelters. These approaches are typically reserved for localized or last-resort situations and are deployed under the IC's direction with support from Law Enforcement, Planning, Logistics, and Operations Sections.

The City employs a range of alert and warning methods to ensure comprehensive coverage:

- **Emergency Alert System (EAS):** Broadcast alerts via TV and radio, primarily through KXL (750 kHz AM) and KGON (92.3 MHz FM).

- **Reverse 911:** Automated phone calls issued through Clackamas County.
- **Public Address Systems:** Used by police, fire, and public works vehicles for localized announcements.
- **Local Media:** Includes TV, radio, and newspapers as appropriate.
- **Special Facility Notification:** Direct communication with schools, hospitals, utilities, and industrial facilities.
- **Door-to-Door Contact:** Employed for highly localized or last-resort notifications.

To ensure consistent and reliable dissemination of emergency information, EAS monitoring assignments designate specific stations for each jurisdiction. Both Clackamas County and Washington County monitor KOPB-FM 91.5 in Portland for alerts. Their designated Primary Entry Point (PEP) station is KXL-FM 101.1, which also receives the Premiere Satellite FEMA Feed. This setup ensures that critical alerts are received and rebroadcast promptly across multiple platforms to reach the public effectively.

3.2 FIRE SERVICES AND HAZARDOUS MATERIALS

The Fire, Rescue, and Hazardous Materials (HazMat) functions describe how the City coordinates emergency response through its lead agency, Tualatin Valley Fire & Rescue (TVF&R). These functions are closely integrated due to shared leadership, resources, and operational responsibilities. TVF&R provides structural and wildland firefighting, technical and urban search and rescue, and hazardous materials response under intergovernmental agreements.

Key activities include:

- **Conduct fire suppression and hazardous materials operations** in coordination with local, county, and state partners.
- **Support evacuation operations and public safety coordination** with law enforcement and transportation agencies during fire or hazmat incidents.
- **Assess and mitigate risks to life, property, and the environment**, including fire hazards and chemical threats.
- **Coordinate with dispatch centers and mutual aid partners** for resource deployment and incident management.
- **Provide public information and safety guidance** related to fire prevention, evacuation, and hazardous materials exposure.
- **Maintain readiness of specialized teams and equipment** for fire suppression and hazmat response.
- **Support interagency planning and training** to ensure operational readiness and interoperability.

Table ES-5 Fire Services and Hazardous Materials	
Position Details	Responsibilities
Primary City Department	N/A
City Support Departments	Public Works Department Police Department
Key Cooperators	Tualatin Valley Fire & Rescue (primary) Clackamas County Fire Defense Board Washington County Fire Defense Board
EOC Coordination	Emergency Services Branch – Fire Services Group
Associated ESF	ESF 4 – Firefighting ESF 10 – Hazardous Materials

3.2.1 Fire Services

TVF&R provides structural and wildland firefighting services to the City of Wilsonville. While most of the City is considered to have a low wildfire risk, areas with dense vegetation along the southwest and southeast edges present potential hazards. Fire services include suppression of active fires, coordination of fire detection and warning systems, and conducting hazard inspections for residential and commercial properties. TVF&R also promotes defensible space practices and maintains fuel breaks in strategic areas to reduce wildfire risk.

In the event of a large-scale fire, TVF&R coordinates with law enforcement and transportation agencies to support emergency evacuations. The Oregon Office of the State Fire Marshal (OSFM) serves as the City's primary state partner for significant fire events. If multiple fire agencies are involved, jurisdictional authority may be transferred to the Clackamas County Fire Defense District Chief. The City Manager supports response efforts by implementing actions requested by the Incident Commander.

3.2.2 Hazardous Materials

TVF&R also leads the City's response to hazardous materials incidents. In the event of a known or suspected release of hazardous substances—whether chemical, biological, radiological, or nuclear—TVF&R's hazmat team conducts the initial assessment and response.

The Clackamas County Local Emergency Planning Committee (LEPC) plays a key role in hazardous materials preparedness. The LEPC is responsible for maintaining the County's Hazardous Materials Response Plan, coordinating emergency notification systems, and managing Tier Two chemical inventory reporting. Public notification and protective action guidance are coordinated through the EOC and the City's Public Information Officer, in alignment with state and federal protocols.

3.3 LAW ENFORCEMENT AND SEARCH AND RESCUE

The law enforcement function describes how the City of Wilsonville ensures public safety, security, and lifesaving Search and Rescue (SAR) operations during emergencies. These functions are led by the Clackamas County Sheriff's Office (CCSO), which provides contracted

law enforcement services to the City. CCSO is responsible for maintaining order, protecting life and property, and supporting emergency operations through coordinated law enforcement and SAR activities.

Key activities include:

- **Provide crowd and traffic control services** related to emergency events.
- **Coordinate site security and access control** at shelters, EOCs, and distribution points.
- **Manage evacuation operations** and shelter-in-place orders.
- **Coordinate additional safety and security resources** as needed (e.g., Oregon State Police, National Guard).
- **Lead or support urban and wilderness search and rescue** operations.
- **Coordinate with dispatch centers and emergency medical services** for integrated response.
- **Support interagency planning and training** to ensure readiness and interoperability.

Table ES-6 Law Enforcement and Search and Rescue	
Position Details	Responsibilities
Primary City Department	Police Department
City Support Departments	City Administration
Key Cooperators	Tualatin Valley Fire & Rescue Clackamas County Sheriff's Office Washington County Sheriff's Office Oregon State Police
EOC Coordination	Emergency Services Branch – Law Enforcement Group
Associated ESF	ESF 9 – Search and Rescue ESF 13 – Law Enforcement

3.3.1 Law Enforcement Operations

Law enforcement services in Wilsonville are provided by the Clackamas County Sheriff's Office under a formal contract. The City Manager works closely with the CCSO Wilsonville Police Chief to coordinate responses to public safety incidents, including civil disturbances, acts of terrorism, and other security threats. CCSO maintains a fully staffed station within the City, offering 24/7 coverage and a broad range of public safety services. The department also collaborates with neighboring agencies, such as the Gresham Police Department, to ensure regional coordination.

In the event of a large-scale emergency, CCSO is responsible for securing critical infrastructure, managing access to restricted areas, and supporting evacuation or shelter-in-place directives. If local capabilities are exceeded, CCSO may request support from county, state, or federal law enforcement partners to maintain public order and safety.

3.3.2 Search and Rescue Operations

Search and rescue operations in Wilsonville are coordinated by the Clackamas County Sheriff's Office Search and Rescue (CSAR) team. CSAR includes a specialized group of deputies known as the "Green Hornets," who are trained in advanced SAR techniques and are equipped to respond to a variety of incidents, including missing persons, wilderness rescues, and disaster-related searches.

TVF&R provides technical support for SAR operations, including urban search and rescue (USAR), water rescue, and technical rescue disciplines such as rope, trench, and confined space rescue. In complex or large-scale incidents, the City may access additional resources through the Oregon USAR Task Force. These interagency teams are capable of supporting operations involving structural collapse, vehicle extrication, and other specialized rescue scenarios.

Coordination with ambulance providers and emergency medical services ensures that rescued individuals receive timely medical attention. SAR operations are managed through the Law Enforcement Branch of the EOC and are closely integrated with other emergency response functions to maximize efficiency and effectiveness.

4.0 ROLES AND RESPONSIBILITIES

The following roles and responsibilities are intended to provide City departments and emergency services partners with a shared understanding of the tasks they may be asked to perform or support during an emergency. These responsibilities apply to the core functions coordinated through the Emergency Services Branch: communications, fire services, hazardous materials, law enforcement, and search and rescue. All assigned agencies are responsible for developing internal procedures to guide the execution of these tasks.

For additional guidance on interagency coordination and support roles, refer to the State of Oregon EOP, county-level EOPs, and other relevant agency response plans.

4.1 COMMON RESPONSIBILITIES

All City departments and external partners supporting emergency services are responsible for:

- ☐ Maintaining continuity of operations to ensure essential emergency services remain available during incidents.
- ☐ Providing timely status updates to the EOC to support situational awareness and informed decision-making.
- ☐ Coordinating with the EOC to align tactical response actions with incident objectives and operational priorities.
- ☐ Supporting the protection of life, property, and the environment through coordinated emergency services operations.
- ☐ Implement continuity of operations procedures to continue essential functions.
- ☐ Provide situation status updates to the EOC when requested.

4.2 CITY AND COOPERATOR RESPONSIBILITIES

These responsibilities reflect the expected roles of City departments and key cooperators during EOC activation to support emergency services-related emergency functions. Departments are expected to coordinate with the Emergency Services Branch and relevant EOC positions to fulfill these roles.

4.2.1 Emergency Management Coordinator

The Emergency Management Coordinator serves as the lead for City-level emergency response operations and provides coordination support across all EOC functions. This role ensures alignment between City departments, external partners, and operational groups to facilitate an effective and unified response during emergencies.

- ☐ Liaise with County, State, and nonprofit partners to align resources and objectives.
- ☐ Support activation of Emergency Services Branch and associated functions.

- ☐ Facilitate internal coordination across City departments and maintain situational awareness.

4.2.2 Information Technology Department

The IT Department ensures the continuity and security of the City's communications infrastructure during emergencies.

- ☐ Maintain and restore operational communications systems (internet, phones, radios).
- ☐ Support interoperability across agencies and platforms. Coordinate with PSAPs (C-COM, WCCCA) for dispatch continuity.
- ☐ Provide communications updates to the EOC and PIO.
- ☐ Support deployment of backup systems when primary communications fail.

4.2.3 Public Works Department

The Public Works Department focuses on restoring vital lifeline systems to the community, with an emphasis on critical roads. It also supports emergency services with evacuation and traffic control capabilities.

- ☐ Support communications infrastructure (e.g., backup power, mobile radios).
- ☐ Assist with evacuation route maintenance and access control.
- ☐ Provide logistical support for emergency services operations.

4.2.4 Police Department / Clackamas County Sheriff's Office

CCSO provides contracted law enforcement services to the City, including public safety, security, and search and rescue operations.

- ☐ Lead law enforcement operations, including crowd control, traffic management, and site security.
- ☐ Manage evacuations and shelter-in-place orders.
- ☐ Coordinate with mutual aid partners (e.g., Oregon State Police, National Guard).
- ☐ Lead or support urban and wilderness search and rescue (SAR) operations in coordination with CSAR and TVF&R.
- ☐ Provide law enforcement and SAR updates to the EOC and support public messaging through the PIO.

4.2.5 Tualatin Valley Fire & Rescue

TVF&R leads fire suppression, hazardous materials response, and technical rescue operations in Wilsonville.

- ☐ Lead fire suppression and hazardous materials response.
- ☐ Conduct hazard assessments and maintain defensible space.
- ☐ Support evacuations and coordinate with law enforcement.
- ☐ Provide technical rescue and hazmat team capabilities.
- ☐ Advise the PIO on fire and hazmat-related public messaging.

4.2.6 Clackamas County Department of Communications (C-COM)

C-COM serves as the City's primary 9-1-1 and non-emergency dispatch center and leads coordination of alert and warning systems.

- ☐ Serve as the City's primary PSAP for 9-1-1 and non-emergency dispatch.
- ☐ Coordinate and disseminate emergency alerts and warnings (e.g., EAS, Reverse 911).
- ☐ Maintain CAD system interoperability with WCCCA.
- ☐ Support IPAWS and LEDS-based notifications in coordination with the IC and Emergency Management.

4.2.7 Washington County Consolidated Communications Agency (WCCCA)

WCCCA dispatches TVF&R and supports regional coordination through a shared CAD system. It also supports alert and warning dissemination for fire services.

- ☐ Dispatch TVF&R and support shared CAD operations.
- ☐ Coordinate with C-COM for cross-jurisdictional incidents.
- ☐ Support fire-related alert and warning dissemination.

5.0 CAPABILITY SUSTAINMENT

The Emergency Management Coordinator, in coordination with identified City departments and cooperators, is responsible for the development and maintenance of this Annex, including engagement with supporting agencies to inform updates. At a minimum, the Annex should be reviewed annually to ensure accuracy and relevance. The Emergency Management Coordinator is also responsible for integrating emergency services into the City's training and exercise program, working with the same departments and cooperators to provide guidance on training requirements and standards. Each participating agency is accountable for ensuring that its personnel receive and document the appropriate training necessary to fulfill their emergency roles and responsibilities.

ATTACHMENT A REFERENCES AND RESOURCES

RESOURCES

LOCAL AND REGIONAL

- Clackamas County Community Wildfire Protection Plan
- Clackamas County Hazardous Materials Response Plan

STATE

- State of Oregon Emergency Operations Plan
- ESF 2, Communication
- ESF 4, Firefighting
- ESF 9, Search and Rescue
- ESF 10, Hazardous Material
- ESF 16, Law Enforcement
- Oregon State Emergency Alert System Plan.
- Oregon State Search and Rescue Program, Region 4
- Oregon Fire Service Mobilization Plan

FEDERAL

- National Response Framework,
- ESF 2, Communications
- ESF 4, Firefighting
- ESF 11, Agriculture and Natural Resources
- ESF 13, Public Safety and Security
- National Disaster Recovery Framework, Infrastructure Services RSF
- National Response Framework





City of Wilsonville

Emergency Operations Plan

HEALTH AND HUMAN SERVICES







FUNCTIONAL ANNEX

December 2025

1.0 INTRODUCTION

The **Health and Human Services Annex** outlines how the **City of Wilsonville** coordinates with partners to support community health and well-being during emergencies. It focuses on delivering essential services such as medical care, behavioral health, sheltering, and social services, recognizing the City's limited direct service capacity.

Table HHS-1 provides an overview of the Health and Human Services Annex, the functions it includes, the capabilities they support, lead departments and agencies, and where each function is located within the EOC structure.

Table HHS-1: Health and Human Services Overview		
Human Services in the Emergency Operations Center (EOC)	Operations Section – Health and Human Services Branch	
Associated Emergency Support Functions (ESFs)		ESF 6 – Mass Care
		ESF 8 – Health and Medical
		ESF 11 – Agriculture and Animal Protection
		ESF 16 – Volunteers and Donations
Lifelines Supported		Provide food, water, and shelter for the community..
		Provide for the physical and behavioral health of the community.
Lead Departments / Agencies	Public Works Department – Emergency Management Clackamas County, Department of Health, Housing, and Human Services (H3S)*	

2.0 HEALTH AND HUMAN SERVICES IN THE EOC

When enhanced coordination of health and human services is needed, the Incident Commander or Emergency Management Coordinator may delegate responsibility to the **Operations Section Chief**, who can activate the **Health and Human Services Branch** and appoint a **Branch Director**—typically a representative from Clackamas County or their designee.

As the situation evolves, the Operations Section Chief or Branch Director may activate groups aligned with health and human services functions. These may include Mass Care (including Food and Water), Health and Medical, and Agriculture and Animal Protection. Depending on the incident's needs, specialized groups may also be established to address specific operational priorities.

Each group is led by a Group Manager, generally a representative from the City department or local agency with the most relevant authority or expertise. Group Managers are responsible for engaging primary and supporting agencies and requesting representation at the EOC. Assigned primary agencies may also choose to activate a Department Operations Center (DOC) to support coordination of emergency activities.

Once activated, the Health and Human Services Branch coordinates and supports emergency health and human services operations. It reports available personnel to the EOC, participates in planning meetings, and contributes function-specific input to the EOC Action Plan. The branch monitors ongoing activities, identifies resource needs for the Logistics Section, and ensures timely updates to the Operations Section Chief. It also provides health-related information to the EOC Public Information Officer to support public messaging, coordinates with local and state partners to access mutual aid resources and manages ESF staffing to maintain coverage across operational periods.

Figure 1 Health and Human Services in the EOC

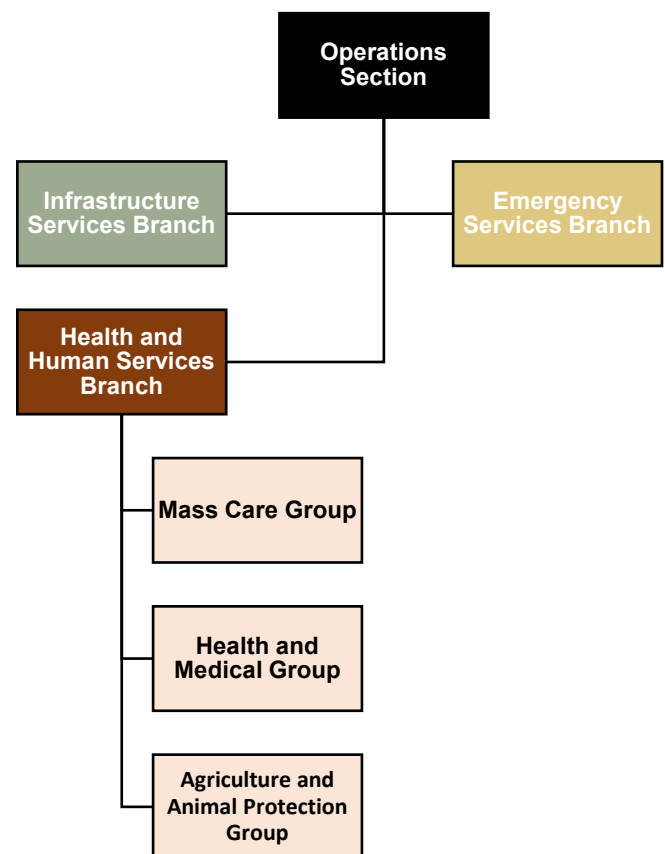


Table HHS-2 Health and Human Services Branch Positions and Responsibilities

Position Details	Responsibilities
Health and Human Services Branch	
<p>Managed by: Health and Human Services Branch Director</p> <p>Reports to: Operations Section Chief</p> <p>Staffed by: Clackamas County Health, Housing, and Human Services Representative</p>	<ul style="list-style-type: none"> • Coordinate across health and human services functions, including Mass Care, Health and Medical, Agriculture and Animal Protection, and Disaster Assistance, to support response and recovery operations. • Serve as the primary point of contact for County health departments, nonprofit service providers, and mutual aid partners supporting human services and public health. • Monitor shelter, feeding, medical, and behavioral health activities and provide regular updates on service status, resource needs, and population impacts. • Collaborate with external partners (e.g., Red Cross, H3S, Oregon 211, Salvation Army) to ensure staffing, transportation, and supply needs are met at mass care and assistance sites. • Support the Operations Section Chief in developing objectives and assigning tasks to relevant ESF groups under the Health and Human Services Branch. • Facilitate coordination of services for access and functional needs populations, including transportation, shelter accommodations, and medical support. • Ensure continuity of essential human services, including food distribution, crisis counseling, and family reunification, throughout the incident lifecycle. • Maintain situational awareness by facilitating information flow between field operations, City departments, and the EOC.
Mass Care Group	
<p>Managed by: Mass Care Group Manager</p> <p>Reports to: Health and Human Services Branch Director</p> <p>Staffed by: American Red Cross Representative Parks and Recreation Department Wilsonville Public Library</p>	<ul style="list-style-type: none"> • Monitor and report on mass care facility status, including occupancy and resource needs (e.g., food, water, staffing). • Coordinate with the American Red Cross and H3S to address operational gaps and ensure adequate site support. • Replenish food and essential supplies in partnership with the Salvation Army, local foodbanks, and community organizations. • Ensure proper food handling and sanitation at all mass care locations. • Collaborate with agencies to support transportation for individuals with access and functional needs. • Provide situational updates to EOC leadership on shelter operations, including emergent needs or logistical issues. • Support human services at mass care sites, including family reunification and basic medical assistance with health partners. • Coordinate integration of volunteers and donations by referring emergent volunteers to trusted partners and aligning community donations with identified needs.

Table HHS-2 Health and Human Services Branch Positions and Responsibilities

Position Details	Responsibilities
Health and Medical Group	
<p>Managed by: Health and Medical Group Manager</p> <p>Reports to: Health and Human Services Branch Director</p> <p>Staffed by: Clackamas County Health, Housing, and Human Services Representative TVF&R Representative</p>	<ul style="list-style-type: none"> • Monitor and report on the status of injured, infected, or deceased individuals resulting from the incident. • Track hospital capacity and availability of medical services across the region. • Coordinate with TVF&R, H3S, and American Medical Response (AMR) to prioritize medical resources for areas with the greatest need. • Support the delivery of medical services at mass care facilities, including basic first aid and behavioral health support. • Assist in identifying and preparing potential testing, triage, or dispensing sites within City boundaries. • Monitor and support public health response efforts, including disease surveillance and environmental health threats. • Facilitate access to behavioral health services for both the public and emergency responders, including crisis counseling and stress management. • Provide updates on mass fatality management, including the location and status of temporary burial sites if activated.
Agriculture and Animal Protection Group	
<p>Managed by: Agriculture and Animal Protection Group Manager</p> <p>Reports to: Health and Human Services Branch Director</p> <p>Staffed by: Community Development Department – Natural Resources Division</p>	<ul style="list-style-type: none"> • Provide updates on the status of injured, infected, or deceased animals and livestock resulting from the incident. • Report on the availability and operational status of veterinary clinics and animal care services. • Track and communicate the location and activity of mass animal burial sites, including the number of animals buried. • Coordinate with Clackamas County and partner agencies to support the safe transport, sheltering, and care of animals from impacted households and properties. • Assist in identifying temporary animal sheltering locations within City boundaries, including parks and open spaces. • Support public messaging related to animal safety, evacuation procedures, and available resources. • Ensure animal-related needs at City-supported shelter sites are communicated to County partners and addressed appropriately. • Monitor and support efforts to protect local natural resources from disaster-related impacts in coordination with County and State environmental agencies.

3.0 HEALTH AND HUMAN SERVICES FUNCTIONS

The following sections outline how the City coordinates and supports health and human services during major emergencies or disasters. These functions are organized into four key areas—Mass Care, Health and Medical, Agriculture and Animal Protection, and Disaster Assistance—each with specific responsibilities to address the essential needs of impacted individuals and families. While the City does not operate a dedicated Health and Human Services Department, it plays a critical coordination role and relies heavily on County and regional partners to deliver services and mobilize resources during emergency response and recovery.

3.1 MASS CARE

The mass care function outlines how the City may coordinate and support sheltering, human services, and essential care needs during a major emergency or disaster.

Key activities may include:

- **Establish and operate shelters and centers** to provide safe lodging, basic nutrition, sanitation, and first aid to displaced individuals.
- **Coordinate with County and neighboring jurisdictions** to activate predesignated mass care facilities and ensure adequate staffing and supplies.
- **Support the provision of human services**, including emergency medical care, mental health support, and family reunification assistance.
- **Ensure access and functional needs populations** receive appropriate modifications in care, messaging, and access to services.
- **Identify and prepare mass care locations**, such as city cooling/warming centers, Red Cross-supported shelters, and temporary structures via state or federal resources.
- **Coordinate bulk distribution of emergency relief supplies**, including food, water, clothing, and blankets, in partnership with Red Cross, Salvation Army, and local foodbanks.
- **Support staffing of shelters and centers**, leveraging city employees and volunteers, and requesting specialized support from H3S and the Red Cross as needed.
- **Activate transportation resources** for individuals with access and functional needs through H3S contracts and Oregon 211 rideshare services.
- **Assist with long-term housing solutions** and property restoration for individuals unable to return to their homes.
- **Coordinate with County and Federal partners** to support Disaster Assistance Centers (DACs) and facilitate access to grants, loans, legal aid, and crisis counseling.

Table HHS-3 Mass Care	
Position Details	Responsibilities
Primary City Department	Emergency Management Coordinator
City Support Departments	Parks and Recreation Wilsonville Public Library
Key Cooperators	Clackamas County Department of Health, Housing, and Human Services (H3S) Washington County Housing Services American Red Cross
EOC Coordination	Health and Human Services Branch – Public Works Group
Associated ESF	ESF 6 – Mass Care

3.1.1 Shelter Operations

The City recognizes that emergencies and disasters may create conditions requiring temporary shelter for displaced individuals, including those whose homes are uninhabitable or destroyed. While the City does not typically lead coordination of shelter operations, it must be prepared to respond to emergent sheltering needs when local impacts exceed normal thresholds.

In such cases, the City may identify suitable facilities within its jurisdiction that can be used for sheltering and coordinate with property owners to establish agreements for emergency use. These facilities may vary in function and capability, ranging from basic overnight lodging to sites offering warming, cooling, or medical support. To support this effort, the City will rely on internal departments—such as Parks and Recreation and the Public Library—to help identify and assess potential shelter sites based on availability, accessibility, and community familiarity.

The City’s sheltering capacity is generally limited to moderate events such as heat waves or cold snaps, and displaced individuals will first be encouraged to seek housing with family, friends, or commercial providers before requesting public shelter. The City does not maintain overnight sheltering capability.

When overnight lodging is required, the City Manager will contact H3S through their duty officer or the County Emergency Operations Center (EOC), if activated. H3S, in collaboration with the American Red Cross, will activate predesignated shelters, staff them with available personnel, and stock them with appropriate resources.

The City may also assist in identifying alternative housing options for individuals unable to return to their homes and may provide recommendations for property repair and restoration. Shelter operations must be inclusive and accessible, with accommodations for individuals with access and functional needs, including mobility limitations, language barriers, and medical requirements. Coordination with H3S and other partners will ensure

that shelter services meet public health standards and address the diverse needs of the community.

3.1.2 Bulk Distribution of Relief Supplies

In the event of a disaster, the City will coordinate the bulk distribution of essential relief supplies—including food, water, ice, clothing, and blankets—to support impacted populations. These efforts will be carried out in close collaboration with County agencies, local food banks, and nonprofit partners to ensure timely and equitable access to critical resources.

Initial actions will focus on assessing the scale and location of need, identifying available supplies, and coordinating transportation to shelters, community centers, and designated distribution sites. The City will work with the Wilsonville Food Bank and other community-based organizations to procure and distribute food and water, and may request additional support through the Oregon Food Bank and Oregon Housing and Community Services' Temporary Emergency Food Assistance Program (TEFAP).

All distributed food and water will be subject to strict safety protocols, including inspection, sorting, and proper storage to ensure safe consumption. Feeding operations and water safety will be coordinated with County public and environmental health agencies to maintain compliance with health standards and ensure access to clean water for cooking and hygiene.

H3S will serve as the lead agency for food and water safety under Emergency Support Function (ESF) 11 – Agriculture and Natural Resources. H3S is responsible for coordinating food, water, and nutrition assistance; providing environmental health services; and supporting mass feeding and supply distribution at shelters and community centers.

Distribution sites must be inclusive and accessible, with accommodations for individuals with access and functional needs. This includes providing meals that meet dietary restrictions due to allergies, medical conditions, or cultural and religious practices. Whenever possible, vegetarian options should be available, and feeding sites should also consider the presence of service animals and household pets.

The Health and Human Services Branch in the EOC will oversee coordination with the Red Cross, Salvation Army, and other partners to ensure that distribution sites are adequately staffed and resourced to meet community needs throughout the response phase.

3.1.3 Disaster Assistance

In the aftermath of a disaster, Disaster Assistance Centers (DACs) may be established to provide centralized access to recovery resources and services for impacted individuals and families. While the City is not expected to independently establish or operate a DAC, it may be called upon to support coordination, logistics, or community engagement efforts in collaboration with County, State, and Federal partners.

DACs are typically located in accessible community spaces such as schools, churches, or community centers. Once operational, they serve as a one-stop location where residents can connect with representatives from local, State, Federal, and volunteer agencies to

apply for a wide range of disaster assistance programs. These may include temporary housing support, essential home repairs, unemployment and job placement services, legal and crisis counseling, and financial aid for disaster-related expenses not covered by insurance.

The City may assist in identifying suitable locations, facilitating site access, and supporting public information efforts to ensure residents are aware of available services. Public Information Officers (PIOs) from both the City and County will coordinate messaging to inform the community about DAC locations, hours of operation, and services offered.

In addition, the City may support family reunification efforts in partnership with the American Red Cross and local law enforcement, helping to connect evacuees with loved ones and reconcile missing persons reports.

While DACs are often associated with federally declared disasters, the City should be prepared to support similar assistance centers for locally declared emergencies when community needs exceed available resources.

3.1.4 Access and Functional Needs

Individuals with Access and Functional Needs (AFN) may require tailored support during emergencies to ensure equitable access to services such as food, shelter, medical care, and transportation. This includes, but is not limited to, older adults, individuals with disabilities, non-English speakers, and those with limited mobility or medical dependencies.

To support these populations, the City will coordinate with H3S and the Oregon Department of Human Services (ODHS) to identify and monitor AFN individuals and facilities. H3S maintains an address list of individuals receiving case management services, while ODHS's Office of Resilience and Emergency Management (OREM) can provide a broader view of licensed facilities, in-home care recipients, and medically frail individuals.

During an emergency, the City may request H3S to activate specialized transportation resources through existing contracts to assist individuals listed in the case manager care database. If a local emergency declaration is made, the City may also access enhanced Oregon 211 services, including the activation of rideshare platforms such as Lyft and Uber, to support the movement of AFN individuals to safe locations.

Shelter operations must be inclusive and accessible. H3S will assess the needs of AFN populations within shelters and update the County's Vulnerable Population Registry accordingly. The City will support these efforts by ensuring that emergency communications, facilities, and services are designed to accommodate a wide range of functional needs and barriers.

3.2 HEALTH AND MEDICAL

The health and medical function outlines how the City may coordinate and support public health, emergency medical services, and behavioral health needs during a major emergency or disaster. While H3S serves as the lead agency for health and medical response, the City plays

a supporting role in facilitating access to services, identifying local resources, and coordinating with partners to meet emergent needs.

Key activities may include:

- **Support local agencies in assessing and identifying public health and medical needs** in impacted areas and implementing response plans.
- **Coordinate with H3S and the Oregon Health Authority (OHA)** to monitor and respond to disease outbreaks, environmental health threats, and other public health emergencies.
- **Identify and prepare potential testing, triage, or dispensing sites** within City boundaries, in coordination with County and State partners.
- **Coordinate the provision of medical services at mass care facilities**, including basic first aid and behavioral health support.
- **Support the delivery of emergency medical services**, including the establishment of medical care points and triage sites during mass casualty events.
- **Assist in identifying and requesting medical resources** through the City or County Emergency Operations Center (EOC), including personnel, equipment, and supplies.
- **Support responder safety and behavioral health**, including access to crisis counseling and mental health services for both the public and emergency personnel.

Table HHS-4 Health and Medical	
Position Details	Responsibilities
Primary City Department	City Administration – Human Resources Department
City Support Departments	City Administration Police Department – Behavioral Health Coordinator
Key Cooperators	Clackamas County Health, Housing, and Human Services (H3S) Washington County Health and Human Services Tualatin Valley Fire & Rescue American Medical Response (AMR)
EOC Coordination	Health and Human Services Branch – Health and Medical Group
Associated ESF	ESF 8 – Health and Medical

3.2.1 Public Health

Public health coordination during emergencies focuses on protecting the community from disease outbreaks, environmental hazards, and other threats to human health. The City supports H3S and the Oregon Health Authority (OHA) in monitoring, investigating, and controlling public health risks. This includes assisting with the identification and preparation of potential testing, triage, or dispensing sites within City boundaries. In the event of a public health emergency, healthcare providers will report cases to the County Public Health Division, which will determine the appropriate response in coordination with State authorities. The City

may also assist in disseminating public health messaging and facilitating access to services for affected populations.

3.2.2 Healthcare

Healthcare services in the City are provided by County or neighboring jurisdictional hospitals and private healthcare providers. County agencies are part of the Oregon Health Authority (OHA) Hospital Preparedness Program Region 1.

3.2.3 Emergency Medical Services

Emergency medical services (EMS) in the City are provided through existing agreements with American Medical Response (AMR), Tualatin Valley Fire & Rescue (TVF&R), and regional partners. During a mass casualty event, the City Manager or Police Chief may request AMR and TVF&R to establish and staff medical care points and triage sites near the impact area. The City will support these operations by identifying suitable locations and coordinating with the County to provide personnel and resources. EMS coordination also includes supporting the delivery of basic medical services at mass care facilities and ensuring timely transport and treatment for individuals with urgent medical needs.

In an epidemiological event in the City, providers will report all disease cases to the County Health Department who will then provide these numbers to the proper State reporting entity. The County Health Department, with direction from the State, will determine the proper response; to support this, the City may be asked to identify and prepare potential testing and dispensing sites within its boundaries.

3.2.4 Behavioral Health

Behavioral health services are a critical component of emergency response, addressing the mental and emotional well-being of both the public and emergency responders. The City will coordinate with County mental health providers and contracted agencies to support crisis counseling, stress management, and responder wellness. These services may be delivered at mass care sites, Disaster Assistance Centers (DACs), or through mobile outreach teams. The City will help monitor demand for behavioral health support and assist in mobilizing resources to ensure timely and equitable access to care. Special attention will be given to populations experiencing trauma, displacement, or loss as a result of the emergency.

3.3 AGRICULTURE AND ANIMAL PROTECTION

The agriculture and animal protection function outlines how the City will support a coordinated and humane response to animal-related issues during emergencies, while relying on Clackamas County and State agencies for primary operations related to agriculture, disease control, and natural resource protection.

Key activities may include:

- **Support County-led response to animal disease outbreaks**, pest infestations, or plant health concerns, as needed.

- **Coordinate with County and State partners** to share information on quarantine zones, rabies alerts, or other public health advisories involving animals.
- **Assist in the identification of temporary animal sheltering locations** and support the safe evacuation and enclosure of domestic animals during emergencies.
- **Facilitate the removal and safe disposal of animal carcasses**, in coordination with County environmental health and waste management services.
- **Ensure that animal-related needs at City-supported shelter sites** are communicated to County partners and addressed appropriately.
- **Support public messaging efforts** related to animal safety, evacuation procedures, and available resources.
- **Coordinate with County and regional partners** to protect local natural resources from disaster-related impacts when applicable.

Table HHS-5 Agriculture and Animal Protection	
Position Details	Responsibilities
Primary City Department	Community Development Department – Natural Resources Manager
City Support Departments	Public Works Department Parks and Recreation Department
Key Cooperators	Clackamas County Disaster Management Clackamas County Department of Transportation and Development (DTD) Washington County Health & Human Services County Soils and Water Conservation District Oregon Department of Environmental Quality
EOC Coordination	Health and Human Services Branch – Agriculture and Animal Protection Group
Associated ESF	ESF 11 – Agriculture and Animal Protection

3.3.1 Animals in Disaster

During a major emergency or disaster, animal evacuation, sheltering, and care are coordinated by Clackamas County Dog Services, a division of the Department of Transportation and Development (DTD), in partnership with Clackamas County Disaster Management (CCDM). The City will work with DTD to identify mass shelter or center locations where individuals and families may bring non-service household pets, as Red Cross shelters do not permit animals.

While the City does not host commercial livestock operations, some properties may include larger animals such as horses, goats, chickens, cattle, and pigs. If an evacuation order affects these properties and owners are unable to relocate their animals, the City will coordinate with DTD to activate partner contracts for transport. The City is responsible for identifying temporary shelter sites—such as school fields or parks—to safely contain these animals.

At the state level, the Oregon Department of Agriculture and the Oregon Office of Emergency Management maintain the State Animal Disaster Response Plan, which outlines roles and resources for companion animals, livestock, poultry, and captive wildlife during non-disease emergencies.

City residents are encouraged to prepare animal go-kits that include food, water, bedding, leashes, carriers, medications, veterinary contact information, microchip numbers, and current photos of pets (ideally with their owners) to support identification and reunification.

3.4 VOLUNTEER AND DONATIONS MANAGEMENT

The City of Wilsonville does not directly manage spontaneous volunteers or donated resources during emergencies but plays a key coordination role in connecting community support with appropriate partner organizations. By facilitating referrals and aligning with established systems, the City helps ensure that volunteer efforts and donations are effectively integrated into response and recovery operations while minimizing logistical challenges and duplication.

Key activities may include:

- **Coordinate the identification and vetting of volunteer resources** to ensure individuals are appropriately matched to roles based on skills, safety, and operational needs.
- **Match volunteer resources and donations with the unmet needs of impacted communities**, ensuring timely and equitable support to those affected.
- **Maintain a donations management system** to track, allocate, and ensure the effective use of donated cash, goods, and services.
- **Provide guidance to personnel managing undesignated cash donations, unsolicited goods, and emergent volunteers**, helping to reduce confusion and streamline intake processes.
- **Implement a state-aligned strategy for volunteer and donation management**, ensuring consistency with broader emergency management efforts.
- **Coordinate with the larger disaster relief network**, including organizations such as the American Red Cross and Oregon Voluntary Organizations Active in Disaster (ORVOAD), to align local efforts with regional and national capabilities.

Table HHS-6 Volunteer and Donations Management	
Position Details	Responsibilities
Primary City Department	Parks and Recreation Wilsonville Public Library
City Support Departments	Emergency Management Coordinator(s)
Key Cooperators	Clackamas County Disaster Management Washington County Health & Human Services American Red Cross
EOC Coordination	Health and Human Services Branch – Mass Care Group

Table HHS-6 Volunteer and Donations Management	
Position Details	Responsibilities
Associated ESF	ESF 17 – Volunteer and Donations Management

3.4.1 Volunteer Management

During emergencies, the City does not directly manage volunteers but plays a pivotal role in connecting individuals and groups with trusted partner organizations. Its primary focus is to ensure that both emergent and organized volunteers are safely and effectively integrated into the broader emergency response framework. This includes referring spontaneous volunteers to established organizations such as the American Red Cross, Oregon Voluntary Organizations Active in Disaster (ORVOAD), and other local nonprofits that are equipped to handle volunteer intake. The City also supports the coordination of organized volunteer groups—like Charbonneau Country Club Emergency Volunteers and Clackamas County Search & Rescue (CSAR)—through the appropriate Emergency Support Functions, such as ESF 6 for Mass Care and ESF 9 for Search and Rescue. In public health emergencies, the City promotes the use of SERV-OR, Oregon’s statewide registry for credentialed health and medical volunteers. Additionally, it provides guidance to City staff and partners on managing spontaneous volunteers in alignment with county and state protocols. It’s important to note that pre-vetted or mission-specific volunteer resources are managed under the Emergency Support Function responsible for their operational deployment.

3.4.2 Donations Management

The City plays a vital role in supporting donation coordination during emergencies by connecting community offers with established systems to ensure that donated resources are used effectively and responsibly. This involves close collaboration with the state’s donations management system to track and allocate contributions—whether cash, goods, or services—in ways that meet operational needs and avoid duplication. City personnel are also guided on how to manage unsolicited goods and undesignated cash donations, including when and how to redirect or decline items that cannot be safely or effectively used. A key focus is matching donations with unmet needs identified by operational Emergency Support Functions (ESFs), ensuring that community generosity is channeled where it can have the greatest impact. Additionally, the City works with regional and national partners, such as the Oregon Voluntary Organizations Active in Disaster (ORVOAD) and the American Red Cross, to align local donation efforts with broader relief operations.

4.0 ROLES AND RESPONSIBILITIES

The following roles and responsibilities are intended to provide City departments and health and human services partners with a shared understanding of the tasks they may be asked to perform or support during an emergency. All assigned agencies are responsible for developing internal procedures to guide the execution of these tasks.

For additional guidance on interagency coordination and support roles, refer to the State of Oregon Emergency Operations Plan (EOP), county-level EOPs, and other relevant agency response plans.

4.1 COMMON RESPONSIBILITIES

All City departments and external partners supporting health and human services are responsible for:

- ☐ Maintaining continuity of operations to ensure essential services remain available during emergencies.
- ☐ Providing timely status updates to the Emergency Operations Center (EOC) to support situational awareness and decision-making.
- ☐ Coordinating with the EOC to align response actions with incident objectives and operational priorities.
- ☐ Support restoration of essential human services and community lifelines, including access to shelter, food, medical care, behavioral health, transportation, and public health infrastructure.

4.2 CITY AND COOPERATOR RESPONSIBILITIES

These responsibilities reflect the expected roles of City departments and key cooperators during EOC activation to support health and human services-related emergency functions.

Departments are expected to coordinate with the Health and Human Services Branch and relevant EOC positions to fulfill these roles.

4.2.1 Emergency Management Coordinator

The Emergency Management Coordinator serves as the lead for City-level emergency response operations and provides coordination support across all EOC functions. This role ensures alignment between City departments, external partners, and operational groups to facilitate an effective and unified response during emergencies.

- ☐ Liaise with County, State, and nonprofit partners to align resources and objectives.
- ☐ Support activation of Infrastructure Services Branch and associated functions.

- ☐ Facilitate internal coordination across City departments and maintain situational awareness.

4.2.2 Parks and Recreation Department

The Parks and Recreation Department assists in identifying and preparing City-owned facilities for use as shelters, distribution sites, or temporary animal enclosures, and provides staffing support during emergency operations.

- ☐ Identify and assess City-owned facilities for use as shelters or distribution sites.
- ☐ Provide staffing support for mass care operations.
- ☐ Assist in temporary animal sheltering and containment during evacuations.
- ☐ Support logistics and site readiness for emergency operations.

4.2.3 Wilsonville Public Library

The Library supports emergency response by helping identify accessible community facilities, disseminating public information, and offering space or services for recovery and assistance efforts.

- ☐ Assist in identifying community-accessible facilities for sheltering or DAC operations.
- ☐ Support public information dissemination and community engagement.
- ☐ Provide space or resources for recovery services and public messaging.

4.2.4 Clackamas County Health, Housing and Human Services (H3S)

H3S serves as the lead agency for health and human services during emergencies, coordinating shelter operations, public health response, access and functional needs services, and behavioral health support across the County.

- ☐ Lead coordination of shelter operations, mass feeding, and access and functional needs services.
- ☐ Activate and staff predesignated shelters in collaboration with the American Red Cross.
- ☐ Maintain the Vulnerable Population Registry and case manager care database.
- ☐ Coordinate transportation and specialized services for AFN populations.
- ☐ Oversee food and water safety, environmental health, and public health response.
- ☐ Support behavioral health services and responder wellness.

4.2.5 Clackamas County Department of Transportation and Development

DTD oversees animal evacuation and sheltering through County Dog Services and supports environmental health and debris management related to agriculture and animal protection during disasters.

- ☐ Coordinate animal evacuation, sheltering, and care through County Dog Services.
- ☐ Activate contracts for transport and containment of livestock and household pets.
- ☐ Support identification of temporary animal shelter sites in collaboration with the City.

4.2.6 Tualatin Valley Fire & Rescue

TVF&R delivers emergency medical services and supports mass casualty response, triage operations, and responder health and safety in collaboration with City and County agencies.

- ☐ Provide emergency medical services and support mass casualty triage operations.
- ☐ Coordinate with AMR and County health agencies to prioritize medical resource deployment.
- ☐ Assist in establishing medical care points and triage sites.
- ☐ Support behavioral health services for responders and the public.

5.0 CAPABILITY SUSTAINMENT

The Emergency Management Coordinator, in coordination with identified City departments and cooperators, is responsible for the development and maintenance of this Annex, including engagement with supporting agencies to inform updates. At a minimum, the Annex should be reviewed annually to ensure accuracy and relevance. The Emergency Management Coordinator is also responsible for integrating emergency services into the City's training and exercise program, working with the same departments and cooperators to provide guidance on training requirements and standards. Each participating agency is accountable for ensuring that its personnel receive and document the appropriate training necessary to fulfill their emergency roles and responsibilities.

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ATTACHMENT A REFERENCES AND REFERENCE

City

- TBD

County and Regional

- Clackamas County Emergency Operations Plan:
 - ESF 6 – Mass Care
 - ESF 8 – Health and Medical
 - ESF 11 – Agriculture and Animal Protection
 - SA 2 – Behavioral Health
 - SA 3 – Animals in Disaster
 - SA 4 – Public Health
- Washington County Emergency Operations Plan

State

- State of Oregon Emergency Operations Plan
 - ESF 6 – Mass Care
 - ESF 8 – Health and Medical
 - ESF 11 – Agriculture and Animal Protection
- State of Oregon Disaster Recovery Plan
 - SRF 3 – Health Services
 - SRF 4 – Social Services
 - SRF 5 – Disaster Housing
- Oregon Disaster Housing Strategy
- Oregon Behavioral Health All Hazard Response Plan
- Oregon Individuals and Households Program, Other Needs Assistance Agreement with FEMA Region X

Federal

- National Response Framework
- National Disaster Recovery Framework
- ARC and FEMA National Shelter System (NSS)



City of Wilsonville
Emergency Operations Plan
EARTHQUAKE
INCIDENT ANNEX

December 2025



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INTRODUCTION

This Earthquake Incident Annex supports implementation of the City of Wilsonville's Emergency Operations Plan (EOP) by providing a hazard-specific operational checklist for earthquake response. It is designed to guide City staff through key actions during an earthquake incident, with a focus on rapid decision-making and coordination. The annex outlines critical considerations for both Cascadia Subduction Zone and crustal earthquake scenarios, referencing relevant Emergency Operations Center (EOC) roles and associated EOP content. While not exhaustive, the checklist serves as a quick-reference tool to help staff manage impacts to infrastructure, public safety, and essential services during a seismic event. The action items are sorted into the respective phase of an emergency in which these actions should occur (initial response, sustained response, or recovery) and the responsible party. The action items are not sorted in terms of sequential or hierarchical order.

HAZARD OVERVIEW

Wilsonville faces significant earthquake risk from two primary sources: the Cascadia Subduction Zone and local crustal faults. The Cascadia Subduction Zone (CSZ), located offshore about 70–100 miles west of Oregon, is capable of producing catastrophic magnitude 8.0–9.0+ earthquakes. These events occur infrequently but can cause widespread damage, including landslides, fires, utility failures, and long-term economic disruption.

Wilsonville is also vulnerable to crustal earthquakes originating from shallow faults within the Earth's crust. These events, while more localized, can be highly damaging. Historical examples include the 1993 Scotts Mills earthquake (M5.6), and regional faults such as the Mount Hood Fault pose ongoing risks. A local magnitude 6.0 or regional magnitude 9.0 event could disrupt bridges, utilities, emergency services, and essential facilities, leading to hazardous materials incidents, displaced households, and damage to schools, hospitals, and public safety buildings.

EARTHQUAKE INCIDENT CHECKLIST

Earthquake Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Initial Response	EMC / IC	Activate the EOC within one hour of earthquake impact and assign ICS roles.	EOP Sec. 4.3.3 EOC; ICS 201, ICS 203	Document roles on ICS 214.
Initial Response	Finance/Admin Section Chief	Begin cost tracking and documentation for reimbursement.	EOP Sec. 4.5.1 Financial Management; ICS 214	Ensure FEMA PA compliance.
Initial Response	Finance/Admin Section Chief	Provide initial finance briefing to IC and City leadership.	EOP Sec. 4.5.1 Financial Management	Report early costs and funding needs.
Initial Response	IC / Liaison Officer	Notify CCDM of activation and provide initial SITREP.	EOP Sec. 4.0 Concept of Operations; ICS 213	Use redundant communications.
Initial Response	IC / Liaison Officer	Coordinate with CCDM on requests for State and Federal resources.	EOP Sec. 4.0 Concept of Operations	Document unmet needs.
Initial Response	Liaison / Logistics	Request mutual aid as needed.	EOP Sec. 4.5.3 Mutual Aid	Coordinate through CCDM.
Initial Response	Liaison Officer	Coordinate status checks with schools, hospitals, and long-term care facilities.	EOP Sec. 6.0 ESF 8 Health & Medical	Work with Clackamas County Public Health.
Initial Response	Logistics Section	Track personnel accountability using ICS 211 check-in sheets.	EOP Sec. 4.5 Resource Management; ICS 211	Ensure responder safety.
Initial Response	Logistics Section	Open initial shelters in coordination with the American Red Cross and County Human Services.	EOP Sec. 6.0 ESF 6 Mass Care	Ensure accessibility and capacity.
Initial Response	Logistics Section	Activate staging areas for incoming resources.	EOP Sec. 4.5 Resource Management; ICS 211	Track with ICS 219 and 218.
Initial Response	Logistics Section	Provide emergency supplies to opened shelters.	EOP Sec. 6.0 ESF 6 Mass Care	Coordinate deliveries with County logistics.
Initial Response	Operations / Public Works	Clear debris from priority routes for emergency access.	EOP Sec. 5.6.3 Operations Section	Prioritize hospitals and Emergency Transportation Routes (ETR).
Initial Response	Operations / Liaison	Coordinate utility shutoffs with PGE and NW Natural to prevent hazards.	EOP Sec. 6.0 ESF 12 Energy & Utilities	Prioritize life safety.

Earthquake Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Initial Response	Operations / Wilsonville Police / CCSO	Deploy police to manage traffic, security, and crowd control.	EOP Sec. 6.0 ESF 13 Public Safety & Security	Secure hazardous areas.
Initial Response	Operations Section	Conduct search and rescue, fire suppression, and EMS triage.	EOP Sec. 5.6.3 Operations Section; ICS 204	Coordinate with TVF&R and EMS.
Initial Response	PIO	Issue protective action guidance to the public (aftershocks, evacuations).	EOP Sec. 4.4.3 Public Information; ICS 213	Coordinate with County JIS.
Initial Response	PIO	Release hourly public information updates via Joint Information System (JIS).	EOP Sec. 4.4.3 Public Information; ICS 214	Counter misinformation quickly.
Initial Response	PIO	Establish a Joint Information Center (JIC) if incident scope expands regionally.	EOP Sec. 4.4.3 Public Information	Coordinate with County and OEM.
Initial Response	PIO / Logistics	Activate public inquiry line for information and assistance.	EOP Sec. 4.4.3 Public Information	Coordinate with County systems.
Initial Response	Planning / Public Works	Deploy rapid structural assessment teams.	EOP Sec. 4.4.2 Information Management	Use ATC-20 placarding protocols.
Initial Response	Planning Section / IC	Develop first IAP for 12-hour period with life safety priorities.	EOP Sec. 5.6 EOC Action Planning; ICS 202–206	Focus objectives on stabilization.
Initial Response	Planning Section / Public Works	Perform windshield surveys of roads, bridges, and utilities.	EOP Sec. 4.4.2 Information Management; ICS 209	Prioritize hospitals and schools.
Initial Response	Planning Section	Establish EOC situation boards and begin hourly SITREPs.	EOP Sec. 4.4.2 Information Management; ICS 209	Include casualty, damage, and unmet needs.
Initial Response	Safety Officer	Implement responder safety protocols, including aftershock precautions and PPE requirements.	EOP Sec. 5.4.2 Safety Officer; ICS 208	Brief responders before deployment.
Sustained Response	City Manager / Department Heads	Maintain continuity of essential City services through COOP.	EOP Sec. 3.4 Continuity of Operations	Relocate if facilities compromised.
Sustained Response	Finance/Admin	Provide daily finance and reimbursement updates to leadership.	EOP Sec. 4.5.1 Financial Management; ICS 214	Prepare FEMA PA documentation.

Earthquake Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Sustained Response	IC / Liaison	Continue daily coordination calls with CCDM and OEM.	EOP Sec. 4.0 Concept of Operations	Report status and request resources.
Sustained Response	IC / Logistics	Develop demobilization plan for resources as recovery begins.	EOP Sec. 4.6.1 Demobilization	Release resources systematically.
Sustained Response	Liaison / Logistics	Request and manage mutual aid and State resources.	EOP Sec. 4.5.3 Mutual Aid; ICS 211, ICS 219	Stage resources and track with ICS forms.
Sustained Response	Liaison / Ops	Coordinate medical surge and behavioral health needs with Clackamas County Public Health.	EOP Sec. 6.0 ESF 8 Health & Medical	Work with hospitals and clinics.
Sustained Response	Liaison Officer	Assess community behavioral health needs and provide support.	EOP Sec. 6.0 ESF 8 Health & Medical	Partner with Non-Governmental Organizations (NGO) and counselors.
Sustained Response	Logistics / Liaison	Track volunteer and donations management with Volunteer Organizations Active in Disasters (VOAD).	EOP Sec. 4.5 Resource Management	Coordinate unaffiliated volunteers.
Sustained Response	Logistics / Operations	Establish and operate Point of Distribution (POD) for mass distribution of essentials.	EOP Sec. 4.5 Resource Management; FEMA POD Guide	Ensure site security.
Sustained Response	Logistics / Planning	Support schools with temporary facilities and feeding programs.	EOP Sec. 6.0 ESF 6 Mass Care	Work with School District.
Sustained Response	Logistics Section	Maintain responder rotations, meals, and rest schedules.	EOP Sec. 4.5 Resource Management	Prevent burnout and fatigue.
Sustained Response	Logistics Section	Ensure sanitation and waste management at shelters and PODs.	EOP Sec. 6.0 ESF 6 Mass Care	Prevent public health issues.
Sustained Response	Logistics Section	Coordinate fuel deliveries for generators and vehicles.	EOP Sec. 4.5 Resource Management; ICS 213RR	Prioritize critical services.
Sustained Response	Logistics Section	Expand sheltering capacity as needed with ARC and County Human Services.	EOP Sec. 6.0 ESF 6 Mass Care	Ensure ADA compliance and behavioral health support.
Sustained Response	Operations / Liaison	Monitor restoration progress of power and natural gas utilities.	EOP Sec. 6.0 ESF 12 Energy & Utilities	Work with PGE and NW Natural.

Earthquake Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Sustained Response	Operations / Public Works	Coordinate major debris clearance with contractors and CCDM.	EOP Sec. 4.6.2 Transition to Recovery; ICS 215	Follow FEMA debris guidance.
Sustained Response	Operations / Wilsonville Police / CCSO	Ensure security presence at shelters, PODs, and damaged neighborhoods.	EOP Sec. 6.0 ESF 13 Public Safety & Security	Prevent looting and maintain order.
Sustained Response	PIO	Provide routine public updates on sheltering, utilities, and PODs.	EOP Sec. 4.4.3 Public Information; ICS 213, ICS 214	Coordinate with JIS.
Sustained Response	PIO	Maintain JIC operations to manage media and public messaging.	EOP Sec. 4.4.3 Public Information	Coordinate across agencies.
Sustained Response	Planning Section	Conduct daily IAP cycles with updated objectives and strategies.	EOP Sec. 5.6 EOC Action Planning; ICS 202–206	Hold Tactics and Planning Meetings.
Sustained Response	Planning / Public Works	Conduct detailed inspections and placarding of damaged buildings.	EOP Sec. 4.4.2 Information Management	Use ATC-20/45 procedures.
Sustained Response	Planning Section	Submit daily SITREPs to CCDM and OEM with operational updates.	EOP Sec. 4.4.2 Information Management; ICS 209	Report damages and resource gaps.
Sustained Response	Planning Section	Maintain complete documentation of all operations.	EOP Sec. 4.4.2 Information Management; ICS 214	Prepare for After Action Report (AAR) / Improvement Plan (IP)
Sustained Response	Planning Section / IC	Initiate recovery planning for debris, housing, and economic stabilization.	EOP Sec. 4.6.2 Transition to Recovery	Engage stakeholders early.
Recovery	City Manager / EMC	Update Continuity of Operations Plans (COOP) with recovery lessons learned.	EOP Sec. 3.4 Continuity of Operations	Improve resilience for future events.
Recovery	City Manager / IC	Establish City recovery task force to manage long-term recovery efforts.	EOP Sec. 4.6.2 Transition to Recovery	Engage business, housing, and infrastructure sectors.
Recovery	City Manager / IC	Transition long-term recovery coordination to planning and development agencies.	EOP Sec. 4.6.2 Transition to Recovery	Close incident when stabilization achieved.
Recovery	EMC / Planning Section	Conduct AAR and produce IP to capture lessons learned.	EOP Sec. 7.1 Plan Review and Maintenance	Incorporate into future planning.

Earthquake Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Recovery	EMC / Planning Section	Revise mitigation projects based on earthquake impacts and AAR findings.	EOP Sec. 7.1 Plan Review and Maintenance	Integrate with Hazard Mitigation Plan.
Recovery	Finance/Admin	Continue reimbursement processes with CCDM, ODEM, and FEMA.	EOP Sec. 4.5.1 Financial Management; FEMA PA	Submit documentation timely.
Recovery	IC / Finance/Admin	Report recovery progress and fiscal status to City Council and community.	EOP Sec. 4.5.1 Financial Management	Maintain fiscal transparency.
Recovery	IC / Logistics	Finalize and implement demobilization plan for incident resources.	EOP Sec. 4.6.1 Demobilization; ICS 221	Release mutual aid resources.
Recovery	Liaison / Ops	Expand behavioral health support programs for affected community.	EOP Sec. 6.0 ESF 8 Health & Medical	Partner with County Public Health and NGOs.
Recovery	Operations / Utilities	Support restoration of utilities in coordination with local providers.	EOP Sec. 6.0 ESF 12 Energy & Utilities	Work with PGE and NW Natural.
Recovery	Ops / Public Works	Implement long-term debris management with CCDM and contractors.	EOP Sec. 4.6.2 Transition to Recovery; ICS 215	Coordinate with FEMA debris program.
Recovery	PIO	Provide regular public information updates on recovery progress.	EOP Sec. 4.4.3 Public Information	Maintain transparency with residents.
Recovery	Planning / Liaison	Coordinate economic recovery efforts with business community and County partners.	EOP Sec. 4.6.2 Transition to Recovery	Engage Chamber of Commerce.
Recovery	Planning / Logistics	Plan and implement long-term housing assistance for displaced residents.	EOP Sec. 6.0 ESF 6 Mass Care	Coordinate with FEMA IA and HUD.
Recovery	Planning / Logistics	Support schools in returning to normal operations and rebuilding facilities.	EOP Sec. 6.0 ESF 6 Mass Care	Coordinate with School District.

References and Resources

Acronyms and Abbreviations	Referenced ICS Forms	Additional References
AAR/IP – After Action Report / Improvement Plan ADA – Americans with Disabilities Act CCDM – Clackamas County Disaster Management CSZ – Cascadia Subduction Zone EMC – Emergency Management Coordinator EOC – Emergency Operations Center EOP – Emergency Operations Plan ESF – Emergency Support Function ETR – Emergency Transportation Route FEMA – Federal Emergency Management Agency IA – Individual Assistance IAP – Incident Action Plan IC – Incident Commander ICS – Incident Command System JIC – Joint Information Center JIS – Joint Information System ODEM – Oregon Department of Emergency Management PA – Public Assistance PIO – Public Information Officer POD – Point of Distribution SITREP – Situation Report	ICS 202 – Incident Objectives ICS 203 – Organization Assignment List ICS 204 – Assignment List ICS 205 – Incident Radio Communications ICS 211 – Incident Check-in List ICS 213 – General Message ICS 213RR – Resource Request ICS 214 – Activity Log ICS 215 – Operational Planning Worksheet ICS 221 – Demobilization Check-Out	None at this time.

NOTES

City of Wilsonville
Emergency Operations Plan
SEVERE WEATHER
INCIDENT ANNEX

December 2025



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INTRODUCTION

This Severe Weather Incident Annex supports implementation of the City of Wilsonville's Emergency Operations Plan (EOP) by providing a hazard-specific operational checklist for severe weather response, including landslides. It is designed to guide City staff through key actions during a severe weather incident, with a focus on rapid decision-making and coordination. The annex outlines critical considerations for both extreme heat, winter storm, and windstorm, referencing relevant Emergency Operations Center (EOC) roles and associated EOP content. While not exhaustive, the checklist serves as a quick-reference tool to help staff manage impacts to infrastructure, public safety, and essential services during a severe weather event. The action items are sorted into the respective phase of an emergency in which these actions should occur (pre-incident, initial response, sustained response, or recovery) and the responsible party. The action items are not sorted in terms of sequential or hierarchical order.

HAZARD OVERVIEW

Wilsonville faces significant severe weather risk from extreme heat. Extreme heat occurs in Wilsonville every two to three years, typically lasting two to three days but can last up to five days. Extreme heat can lead to life-threatening consequences, particularly for vulnerable populations, including 65+, children, those living in older or temporary housing, and field workers. Windstorms typically occur during winter months and may cause power outages, downed trees, heavy precipitation, building damages, and storm-related debris. Those impacts may cascade and lead to transportation and economic disruptions as well. Winter storms can consist of rain, freezing rain, ice, snow, cold temperatures, and wind. Winter storms often lead to congestion on roadways, particularly I-5.

SEVERE WEATHER INCIDENT CHECKLIST

Severe Weather Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Initial Response	EMC / IC	Activate the EOC within and assign ICS roles.	EOP Sec. 4.3.3 EOC; ICS 201, ICS 203	Document roles on ICS 214.
Initial Response	Finance/Admin Section Chief	Begin cost tracking and documentation for reimbursement.	EOP Sec. 4.5.1 Financial Management; ICS 214	Ensure FEMA PA compliance.
Initial Response	Finance/Admin Section Chief	Provide initial finance briefing to IC and City leadership.	EOP Sec. 4.5.1 Financial Management	Report early costs and funding needs.
Initial Response	IC / Liaison Officer	Notify CCDM of activation and provide initial SITREP.	EOP Sec. 4.0 Concept of Operations; ICS 213	Use redundant communications.
Initial Response	IC / Liaison Officer	Coordinate with CCDM on requests for State and Federal resources.	EOP Sec. 4.0 Concept of Operations	Document unmet needs.
Initial Response	Liaison / Logistics	Request mutual aid as needed.	EOP Sec. 4.5.3 Mutual Aid	Coordinate through CCDM.
Initial Response	Liaison Officer	Coordinate status checks with schools, hospitals, and long-term care facilities.	EOP Sec. 6.0 ESF 8 Health & Medical	Work with Clackamas County Public Health.
Initial Response	Logistics Section	Track personnel accountability using ICS 211 check-in sheets.	EOP Sec. 4.5 Resource Management; ICS 211	Ensure responder safety.
Initial Response	Logistics Section	Open initial shelters in coordination with ARC and County Human Services.	EOP Sec. 6.0 ESF 6 Mass Care	Ensure accessibility and capacity.
Initial Response	Logistics Section	Activate staging areas for incoming resources.	EOP Sec. 4.5 Resource Management; ICS 211	Track with ICS 219 and 218.
Initial Response	Logistics Section	Provide emergency supplies to opened shelters.	EOP Sec. 6.0 ESF 6 Mass Care	Coordinate deliveries with County logistics.
Initial Response	Operations / Public Works	Clear debris from priority routes for emergency access.	EOP Sec. 5.6.3 Operations Section	Prioritize hospitals and Emergency Transportation Routes (ETR).
Initial Response	Operations / Liaison	Coordinate utility shutoffs with PGE and NW Natural to prevent hazards.	EOP Sec. 6.0 ESF 12 Energy & Utilities	Prioritize life safety.

Severe Weather Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Initial Response	Operations / Wilsonville Police / CCSO	Deploy police to manage traffic, security, and crowd control.	EOP Sec. 6.0 ESF 13 Public Safety & Security	Secure hazardous areas.
Initial Response	Operations Section	Conduct search and rescue, fire suppression, and EMS triage.	EOP Sec. 5.6.3 Operations Section; ICS 204	Coordinate with TVF&R and EMS.
Initial Response	PIO	Release hourly public information updates via Joint Information System (JIS).	EOP Sec. 4.4.3 Public Information; ICS 214	Counter misinformation quickly.
Initial Response	PIO	Establish a Joint Information Center (JIC) if incident scope expands regionally.	EOP Sec. 4.4.3 Public Information	Coordinate with County and OEM.
Initial Response	PIO / Logistics	Activate public inquiry line for information and assistance.	EOP Sec. 4.4.3 Public Information	Coordinate with County systems.
Initial Response	Planning Section / IC	Develop first IAP for 12-hour period with life safety priorities.	EOP Sec. 5.6 EOC Action Planning; ICS 202–206	Focus objectives on stabilization.
Initial Response	Planning Section	Establish EOC situation boards and begin hourly SITREPs.	EOP Sec. 4.4.2 Information Management; ICS 209	Include casualty, damage, and unmet needs.
Initial Response	Safety Officer	Implement responder safety protocols, including PPE requirements.	EOP Sec. 5.4.2 Safety Officer; ICS 208	Brief responders before deployment.
Sustained Response	City Manager / Department Heads	Maintain continuity of essential City services through COOP.	EOP Sec. 3.4 Continuity of Operations	Relocate if facilities compromised.
Sustained Response	Finance/Admin	Provide daily finance and reimbursement updates to leadership.	EOP Sec. 4.5.1 Financial Management; ICS 214	Prepare FEMA PA documentation.
Sustained Response	IC / Liaison	Continue daily coordination calls with CCDM and OEM.	EOP Sec. 4.0 Concept of Operations	Report status and request resources.
Sustained Response	IC / Logistics	Develop demobilization plan for resources as recovery begins.	EOP Sec. 4.6.1 Demobilization	Release resources systematically.
Sustained Response	Liaison / Logistics	Request and manage mutual aid and State resources.	EOP Sec. 4.5.3 Mutual Aid; ICS 211, ICS 219	Stage resources and track with ICS forms.

Severe Weather Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Sustained Response	Liaison / Ops	Coordinate medical surge and behavioral health needs with Clackamas County Public Health.	EOP Sec. 6.0 ESF 8 Health & Medical	Work with hospitals and clinics.
Sustained Response	Liaison Officer	Assess community behavioral health needs and provide support.	EOP Sec. 6.0 ESF 8 Health & Medical	Partner with Non-Governmental Organizations (NGO) and counselors.
Sustained Response	Logistics / Liaison	Track volunteer and donations management with Volunteer Organizations Active in Disasters (VOAD).	EOP Sec. 4.5 Resource Management	Coordinate unaffiliated volunteers.
Sustained Response	Logistics / Operations	Establish and operate Point of Distribution (POD) for mass distribution of essentials.	EOP Sec. 4.5 Resource Management; FEMA POD Guide	Ensure site security.
Sustained Response	Logistics / Planning	Support schools with temporary facilities and feeding programs.	EOP Sec. 6.0 ESF 6 Mass Care	Work with School District.
Sustained Response	Logistics Section	Maintain responder rotations, meals, and rest schedules.	EOP Sec. 4.5 Resource Management	Prevent burnout and fatigue.
Sustained Response	Logistics Section	Ensure sanitation and waste management at shelters and PODs.	EOP Sec. 6.0 ESF 6 Mass Care	Prevent public health issues.
Sustained Response	Logistics Section	Coordinate fuel deliveries for generators and vehicles.	EOP Sec. 4.5 Resource Management; ICS 213RR	Prioritize critical services.
Sustained Response	Logistics Section	Expand sheltering capacity as needed with ARC and County Human Services.	EOP Sec. 6.0 ESF 6 Mass Care	Ensure ADA compliance and behavioral health support.
Sustained Response	Operations / Liaison	Monitor restoration progress of power and natural gas utilities.	EOP Sec. 6.0 ESF 12 Energy & Utilities	Work with PGE and NW Natural.
Sustained Response	Operations / Public Works	Coordinate major debris clearance with contractors and CCDM.	EOP Sec. 4.6.2 Transition to Recovery; ICS 215	Follow FEMA debris guidance.
Sustained Response	Operations / Wilsonville Police / CCSO	Ensure security presence at shelters, PODs, and damaged neighborhoods.	EOP Sec. 6.0 ESF 13 Public Safety & Security	Prevent looting and maintain order.
Sustained Response	PIO	Provide routine public updates on sheltering, utilities, and PODs.	EOP Sec. 4.4.3 Public Information; ICS 213, ICS 214	Coordinate with JIS.

Severe Weather Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Sustained Response	PIO	Maintain JIC operations to manage media and public messaging.	EOP Sec. 4.4.3 Public Information	Coordinate across agencies.
Sustained Response	Planning Section	Conduct daily IAP cycles with updated objectives and strategies.	EOP Sec. 5.6 EOC Action Planning; ICS 202–206	Hold Tactics and Planning Meetings.
Sustained Response	Planning / Public Works	Conduct detailed inspections and placarding of damaged buildings.	EOP Sec. 4.4.2 Information Management	Use ATC-20/45 procedures.
Sustained Response	Planning Section	Submit daily SITREPs to CCDM and OEM with operational updates.	EOP Sec. 4.4.2 Information Management; ICS 209	Report damages and resource gaps.
Sustained Response	Planning Section	Maintain complete documentation of all operations.	EOP Sec. 4.4.2 Information Management; ICS 214	Prepare for After Action Report (AAR) / Improvement Plan (IP)
Sustained Response	Planning Section / IC	Initiate recovery planning for debris, housing, and economic stabilization.	EOP Sec. 4.6.2 Transition to Recovery	Engage stakeholders early.
Recovery	City Manager / EMC	Update Continuity of Operations Plans (COOP) with recovery lessons learned.	EOP Sec. 3.4 Continuity of Operations	Improve resilience for future events.
Recovery	City Manager / IC	Establish City recovery task force to manage long-term recovery efforts.	EOP Sec. 4.6.2 Transition to Recovery	Engage business, housing, and infrastructure sectors.
Recovery	City Manager / IC	Transition long-term recovery coordination to planning and development agencies.	EOP Sec. 4.6.2 Transition to Recovery	Close incident when stabilization achieved.
Recovery	EMC / Planning Section	Conduct AAR and produce IP to capture lessons learned.	EOP Sec. 7.1 Plan Review and Maintenance	Incorporate into future planning.
Recovery	EMC / Planning Section	Revise mitigation projects based on weather impacts and AAR findings.	EOP Sec. 7.1 Plan Review and Maintenance	Integrate with Hazard Mitigation Plan.
Recovery	Finance/Admin	Continue reimbursement processes with CCDM, OEM, and FEMA.	EOP Sec. 4.5.1 Financial Management; FEMA PA	Submit documentation timely.
Recovery	IC / Finance/Admin	Report recovery progress and fiscal status to City Council and community.	EOP Sec. 4.5.1 Financial Management	Maintain fiscal transparency.
Recovery	IC / Logistics	Finalize and implement demobilization plan for incident resources.	EOP Sec. 4.6.1 Demobilization; ICS 221	Release mutual aid resources.

Severe Weather Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Recovery	Liaison / Ops	Expand behavioral health support programs for affected community.	EOP Sec. 6.0 ESF 8 Health & Medical	Partner with County Public Health and NGOs.
Recovery	Operations / Utilities	Support restoration of utilities in coordination with local providers.	EOP Sec. 6.0 ESF 12 Energy & Utilities	Work with PGE and NW Natural.
Recovery	Ops / Public Works	Implement long-term debris management with CCDM and contractors.	EOP Sec. 4.6.2 Transition to Recovery; ICS 215	Coordinate with FEMA debris program.
Recovery	PIO	Provide regular public information updates on recovery progress.	EOP Sec. 4.4.3 Public Information	Maintain transparency with residents.
Recovery	Planning / Liaison	Coordinate economic recovery efforts with business community and County partners.	EOP Sec. 4.6.2 Transition to Recovery	Engage Chamber of Commerce.
Recovery	Planning / Logistics	Plan and implement long-term housing assistance for displaced residents.	EOP Sec. 6.0 ESF 6 Mass Care	Coordinate with FEMA IA and HUD.
Recovery	Planning / Logistics	Support schools in returning to normal operations and rebuilding facilities.	EOP Sec. 6.0 ESF 6 Mass Care	Coordinate with School District.

References and Resources

Acronyms and Abbreviations	Referenced ICS Forms	Additional References
AAR/IP – After Action Report / Improvement Plan ADA – Americans with Disabilities Act CCDM – Clackamas County Disaster Management EMC – Emergency Management Coordinator EMS – Emergency Medical Services EOC – Emergency Operations Center EOP – Emergency Operations Plan ESF – Emergency Support Function ETR – Emergency Transportation Route FEMA – Federal Emergency Management Agency HUD – Housing and Urban Development IA – Individual Assistance IAP – Incident Action Plan IC – Incident Commander ICS – Incident Command System JIC – Joint Information Center JIS – Joint Information System OEM – Oregon Department of Emergency Management PA – Public Assistance PGE – Pacific Gas and Electric PIO – Public Information Officer POD – Point of Distribution PPE – Personal Protective Equipment SITREP – Situation Report TVF&R – Tualatin Valley Fire & Rescue VOAD – Volunteer Organizations Active in Disasters	ICS 202 – Incident Objectives ICS 203 – Organization Assignment List ICS 204 – Assignment List ICS 205 – Incident Radio Communications ICS 206 – Medical Plan ICS 208 – Site Safety and Control Plan ICS 211 – Incident Check-in List ICS 213 – General Message ICS 213RR – Resource Request ICS 214 – Activity Log ICS 215 – Operational Planning Worksheet ICS 219 – Resource Status Card ICS 221 – Demobilization Check-Out	None at this time.

NOTES

City of Wilsonville
Emergency Operations Plan
HAZARDOUS MATERIALS
INCIDENT ANNEX

December 2025



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INTRODUCTION

This Hazardous Materials Incident Annex supports implementation of the City of Wilsonville's Emergency Operations Plan (EOP) by providing a hazard-specific operational checklist for an accidental release of hazardous materials. It is designed to guide City staff through key actions during a hazardous materials incident, with a focus on rapid decision-making and coordination. While not exhaustive, the checklist serves as a quick-reference tool to help staff manage impacts to infrastructure, public safety, and essential services during a hazardous materials event. The action items are sorted into the respective phase of an emergency in which these actions should occur (initial response, sustained response, or recovery) and the responsible party. The action items are not sorted in terms of sequential or hierarchal order.

HAZARD OVERVIEW

An accidental release of hazardous materials (hazmat) refers to the unintentional discharge, spill, leak, or emission of substances that pose a risk to human health, property, or the environment. Hazardous materials sites are particularly vulnerable to earthquakes, landslides, volcanic events, wildfire, and winter storm hazards. Those sites that store, manufacture, or use potentially hazardous materials include: Kinder Morgan Pipeline, Northwest Natural Pipeline, and Sysco. Potential consequences of hazardous materials release include public health impacts through inhalation, ingestion, or skin contact, environmental impacts from contamination of soil, surface water and groundwater, infrastructure impacts, and operational disruptions.

Hazardous Materials (Accidental Release) Incident Checklist

Hazardous Materials Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Initial Response	EMC / IC	In most incidents, TVF&R will initially respond, assume initial IC responsibilities, and request activation/deployment of the HazMat Team	EOP Sec. 4 Concept of Operations	TVF&R can initiate Conflagration Act.
Initial Response	EMC / IC	Activate the EOC assign ICS roles.	EOP Sec. 4.3.3 EOC; ICS 201, ICS 203	Document roles on ICS 214.
Initial Response	Safety Officer	Develop health and safety plan.	EOP Sec. 5.4.2 Safety Officer	Document roles in ICS 208.
Initial Response	Operations Section Chief	Provide support for implementation of applicable Geographic Response Plans established by the Oregon Department of Environmental Quality to guide activities throughout the duration of the incident.	EOP Sec. 5.6.3 Operations Section	Refer to Northwest Area Contingency Plan
Initial Response	Safety Officer/Operations Section	Ensure that proper containment methods have been implemented by the first responders until HazMat response teams arrive.	EOP Sec. 5.4.2 Safety Officer	Ensure responder safety.
Initial Response	Command Staff	Establish access control to the incident site through local law enforcement agencies.	EOP Sec. 4.3 Operational Coordination	Document in IAP.
Initial Response	Safety Officer/Operations Section	If applicable, establish immediate gross decontamination capability for victims.	EOP Sec. 5.4.2 Safety Officer	Document in IAP.
Initial Response	Finance/Admin Section Chief	Begin cost tracking and documentation for reimbursement.	EOP Sec. 4.5.1 Financial Management; ICS 214	Ensure FEMA PA compliance.
Initial Response	Finance/Admin Section Chief	Provide initial finance briefing to IC and City leadership.	EOP Sec. 4.5.1 Financial Management	Report early costs and funding needs.
Initial Response	IC	Notify HazMat supporting agencies and contact the Oregon Emergency Response System at 1-800-452-0311 for technical assistance and support in requesting the regional HazMat team.	EOP Sec. 4.4 Communications and Information Management	OERS is available 24 hours a day.
Initial Response	Logistics	Develop plans and procedures for registering regional HazMat teams as they arrive on the scene and receive deployment orders.	EOP Sec. 5.5.2 Logistics Section	Ensure responder safety.

Hazardous Materials Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Initial Response	IC / Liaison Officer	Notify CCDM of activation and provide initial SITREP.	EOP Sec. 4.0 Concept of Operations; ICS 213	Use redundant communications.
Initial Response	IC / Liaison Officer	Coordinate with CCDM on requests for State and Federal resources.	EOP Sec. 4.0 Concept of Operations	Document unmet needs.
Initial Response	Liaison / Logistics	Request mutual aid as needed.	EOP Sec. 4.5.3 Mutual Aid	Coordinate through CCDM.
Initial Response	Liaison Officer	Coordinate status checks with schools, hospitals, and long-term care facilities.	EOP Sec. 6.0 ESF 8 Health & Medical	Work with Clackamas County Public Health.
Initial Response	Logistics Section	Track personnel accountability using ICS 211 check-in sheets.	EOP Sec. 4.5 Resource Management; ICS 211	Ensure responder safety.
Initial Response	Logistics Section	Open initial shelters in coordination with ARC and County Human Services.	EOP Sec. 6.0 ESF 6 Mass Care	Ensure accessibility and capacity.
Initial Response	Logistics Section	Activate staging areas for incoming resources.	EOP Sec. 4.5 Resource Management; ICS 211	Track with ICS 219 and 218.
Initial Response	Logistics Section	Provide emergency supplies to opened shelters.	EOP Sec. 6.0 ESF 6 Mass Care	Coordinate deliveries with County logistics.
Initial Response	Operations / Wilsonville Police / CCSO	Deploy police to manage traffic, security, crowd control, and evacuation if applicable.	EOP Sec. 6.0 ESF 13 Public Safety & Security	Secure hazardous areas.
Initial Response	PIO	Release hourly public information updates via Joint Information System (JIS).	EOP Sec. 4.4.3 Public Information; ICS 214	Counter misinformation quickly.
Initial Response	PIO	Establish a Joint Information Center (JIC) if incident scope expands regionally.	EOP Sec. 4.4.3 Public Information	Coordinate with County and OEM.
Initial Response	PIO / Logistics	Activate public inquiry line for information and assistance.	EOP Sec. 4.4.3 Public Information	Coordinate with County systems.
Initial Response	Planning Section / IC	Develop first IAP for 12-hour period with life safety priorities.	EOP Sec. 5.6 EOC Action Planning; ICS 202–206	Focus objectives on stabilization.
Initial Response	Planning Section	Establish EOC situation boards and begin hourly SITREPs.	EOP Sec. 4.4.2 Information Management; ICS 209	Include casualty, damage, and unmet needs.
Sustained Response	Safety Officer	Consider long-term environmental decontamination and remediation needs.	EOP Sec. 5.4.2 Safety Officer	Coordinate with the appropriate State agencies and/or private sector partners.
Sustained Response	City Manager / Department Heads	Maintain continuity of essential City services through COOP.	EOP Sec. 3.4 Continuity of Operations	Relocate if facilities compromised.

Hazardous Materials Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Sustained Response	Finance/Admin	Provide daily finance and reimbursement updates to leadership.	EOP Sec. 4.5.1 Financial Management; ICS 214	Prepare FEMA PA documentation.
Sustained Response	IC / Liaison	Continue daily coordination calls with CCDM and OEM.	EOP Sec. 4.0 Concept of Operations	Report status and request resources.
Sustained Response	IC / Logistics	Develop demobilization plan for resources as recovery begins.	EOP Sec. 4.6.1 Demobilization	Release resources systematically.
Sustained Response	Liaison / Logistics	Request and manage mutual aid and State resources.	EOP Sec. 4.5.3 Mutual Aid; ICS 211, ICS 219	Stage resources and track with ICS forms.
Sustained Response	Logistics Section	Expand sheltering capacity as needed with ARC and County Human Services.	EOP Sec. 6.0 ESF 6 Mass Care	Ensure ADA compliance and behavioral health support.
Sustained Response	Operations / Wilsonville Police / CCSO	Ensure security presence at shelters, PODs, and damaged neighborhoods.	EOP Sec. 6.0 ESF 13 Public Safety & Security	Prevent looting and maintain order.
Sustained Response	PIO	Provide routine public updates on sheltering and utilities.	EOP Sec. 4.4.3 Public Information; ICS 213, ICS 214	Coordinate with JIS.
Sustained Response	PIO	Maintain JIC operations to manage media and public messaging.	EOP Sec. 4.4.3 Public Information	Coordinate across agencies.
Sustained Response	Planning Section	Conduct daily IAP cycles with updated objectives and strategies.	EOP Sec. 5.6 EOC Action Planning; ICS 202–206	Hold Tactics and Planning Meetings.
Sustained Response	Planning Section	Submit daily SITREPs to CCDM and OEM with operational updates.	EOP Sec. 4.4.2 Information Management; ICS 209	Report damages and resource gaps.
Sustained Response	Planning Section	Maintain complete documentation of all operations.	EOP Sec. 4.4.2 Information Management; ICS 214	Prepare for After Action Report (AAR) / Improvement Plan(IP)
Sustained Response	Planning Section / IC	Initiate recovery planning for debris, housing, and economic stabilization.	EOP Sec. 4.6.2 Transition to Recovery	Engage stakeholders early.
Recovery	City Manager / EMC	Update Continuity of Operations Plans (COOP) with recovery lessons learned.	EOP Sec. 3.4 Continuity of Operations	Improve resilience for future events.
Recovery	City Manager / IC	Establish City recovery task force to manage long-term recovery efforts.	EOP Sec. 4.6.2 Transition to Recovery	Engage business, housing, and infrastructure sectors.
Recovery	City Manager / IC	Transition long-term recovery coordination to planning and development agencies.	EOP Sec. 4.6.2 Transition to Recovery	Close incident when stabilization achieved.

Hazardous Materials Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Recovery	EMC / Planning Section	Conduct AAR and produce IP to capture lessons learned.	EOP Sec. 7.1 Plan Review and Maintenance	Incorporate into future planning.
Recovery	Finance/Admin	Continue reimbursement processes with CCDM, OEM, and FEMA.	EOP Sec. 4.5.1 Financial Management; FEMA PA	Submit documentation timely.
Recovery	IC / Finance/Admin	Report recovery progress and fiscal status to City Council and community.	EOP Sec. 4.5.1 Financial Management	Maintain fiscal transparency.
Recovery	IC / Logistics	Finalize and implement demobilization plan for incident resources.	EOP Sec. 4.6.1 Demobilization; ICS 221	Release mutual aid resources.
Recovery	Liaison / Ops	Expand behavioral health support programs for affected community.	EOP Sec. 6.0 ESF 8 Health & Medical	Partner with County Public Health and NGOs.
Recovery	Operations / Utilities	Support restoration of utilities in coordination with local providers.	EOP Sec. 6.0 ESF 12 Energy & Utilities	Work with PGE and NW Natural.
Recovery	Ops / Public Works	Implement long-term debris management with CCDM and contractors.	EOP Sec. 4.6.2 Transition to Recovery; ICS 215	Coordinate with FEMA debris program.
Recovery	PIO	Provide regular public information updates on recovery progress.	EOP Sec. 4.4.3 Public Information	Maintain transparency with residents.
Recovery	Planning / Liaison	Coordinate economic recovery efforts with business community and County partners.	EOP Sec. 4.6.2 Transition to Recovery	Engage Chamber of Commerce.
Recovery	Planning / Logistics	Plan and implement long-term housing assistance for displaced residents.	EOP Sec. 6.0 ESF 6 Mass Care	Coordinate with FEMA IA and HUD.
Recovery	Planning / Logistics	Support schools in returning to normal operations and rebuilding facilities.	EOP Sec. 6.0 ESF 6 Mass Care	Coordinate with School District.

References and Resources

Acronyms and Abbreviations	Referenced ICS Forms	Additional References
AAR/IP – After Action Report / Improvement Plan ADA – Americans with Disabilities Act CCDM – Clackamas County Disaster Management CSZ – Cascadia Subduction Zone EMC – Emergency Management Coordinator EOC – Emergency Operations Center EOP – Emergency Operations Plan ESF – Emergency Support Function ETR – Emergency Transportation Route FEMA – Federal Emergency Management Agency IA – Individual Assistance IAP – Incident Action Plan IC – Incident Commander ICS – Incident Command System JIC – Joint Information Center JIS – Joint Information System ODEM – Oregon Department of Emergency Management PA – Public Assistance PIO – Public Information Officer POD – Point of Distribution SITREP – Situation Report	ICS 202 – Incident Objectives ICS 203 – Organization Assignment List ICS 204 – Assignment List ICS 205 – Incident Radio Communications ICS 211 – Incident Check-in List ICS 213 – General Message ICS 213RR – Resource Request ICS 214 – Activity Log ICS 215 – Operational Planning Worksheet ICS 221 – Demobilization Check-Out	None at this time.

NOTES

City of Wilsonville
Emergency Operations Plan
FLOOD/DAM FAILURE
INCIDENT ANNEX

December 2025



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INTRODUCTION

This Flood/Dam Failure Incident Annex supports implementation of the City of Wilsonville's Emergency Operations Plan (EOP) by providing a hazard-specific operational checklist for flood response, including dam failure. It is designed to guide City staff through key actions during a flood incident, with a focus on rapid decision-making and coordination. The annex outlines critical considerations for flooding scenarios, referencing relevant Emergency Operations Center (EOC) roles and associated EOP content. While not exhaustive, the checklist serves as a quick-reference tool to help staff manage impacts to infrastructure, public safety, and essential services during a flood event. The action items are sorted into the respective phase of an emergency in which these actions should occur (initial response, sustained response, or recovery) and the responsible party. The action items are not sorted in terms of sequential or hierarchical order.

HAZARD OVERVIEW

Wilsonville faces low flood risk as only some areas of Wilsonville have areas of floodplain. Using the FEMA 100-year floodplain data, it was determined that portions of Boeckman Road, a large area along Seely Ditch between the confluence of Basalt Creek Coffee Creek, and South Tributary fall within the flood plain as well as the inundation line for the 1996 flood. While flood risks are highest in the areas identified, flooding can happen in other portions of Wilsonville from over bank flooding from streams too small to be mapped by FEMA or from local storm water drainage. The extent of flooding hazards primarily depends on climate and precipitation levels. When flooding occurs, it may impact every aspect of community, including private and public property damage, public infrastructure damage, and economic impact from business disruption or closure.

FLOOD/DAM FAILURE INCIDENT CHECKLIST

Flood/Dam Failure Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Initial Response	EMC / IC	Activate the EOC and assign ICS roles.	EOP Sec. 4.3.3 EOC; ICS 201, ICS 203	Document roles on ICS 214.
Initial Response	Finance/Admin Section Chief	Begin cost tracking and documentation for reimbursement.	EOP Sec. 4.5.1 Financial Management; ICS 214	Ensure FEMA PA compliance.
Initial Response	Finance/Admin Section Chief	Provide initial finance briefing to IC and City leadership.	EOP Sec. 4.5.1 Financial Management	Report early costs and funding needs.
Initial Response	IC / Liaison Officer	Notify CCDM of activation and provide initial SITREP.	EOP Sec. 4.0 Concept of Operations; ICS 213	Use redundant communications.
Initial Response	IC / Liaison Officer	Coordinate with CCDM on requests for State and Federal resources.	EOP Sec. 4.0 Concept of Operations	Document unmet needs.
Initial Response	Liaison / Logistics	Request mutual aid as needed.	EOP Sec. 4.5.3 Mutual Aid	Coordinate through CCDM.
Initial Response	Liaison Officer	Coordinate status checks with schools, hospitals, and long-term care facilities.	EOP Sec. 6.0 ESF 8 Health & Medical	Work with Clackamas County Public Health.
Initial Response	Logistics Section	Track personnel accountability using ICS 211 check-in sheets.	EOP Sec. 4.5 Resource Management; ICS 211	Ensure responder safety.
Initial Response	Logistics Section	Open initial shelters in coordination with ARC and County Human Services.	EOP Sec. 6.0 ESF 6 Mass Care	Ensure accessibility and capacity.
Initial Response	Logistics Section	Activate staging areas for incoming resources.	EOP Sec. 4.5 Resource Management; ICS 211	Track with ICS 219 and 218.
Initial Response	Logistics Section	Provide emergency supplies to opened shelters.	EOP Sec. 6.0 ESF 6 Mass Care	Coordinate deliveries with County logistics.
Initial Response	Operations / Public Works	Clear debris from priority routes for emergency access.	EOP Sec. 5.6.3 Operations Section	Prioritize hospitals and Emergency Transportation Routes (ETR).
Initial Response	Operations / Liaison	Coordinate utility shutoffs with PGE and NW Natural to prevent hazards.	EOP Sec. 6.0 ESF 12 Energy & Utilities	Prioritize life safety.

Flood/Dam Failure Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Initial Response	Operations / Wilsonville Police / CCSO	Deploy police to manage traffic, security, and crowd control.	EOP Sec. 6.0 ESF 13 Public Safety & Security	Secure hazardous areas.
Initial Response	Operations Section	Conduct search and rescue, fire suppression, and EMS triage.	EOP Sec. 5.6.3 Operations Section; ICS 204	Coordinate with TVF&R and EMS.
Initial Response	PIO	Issue protective action guidance to the public.	EOP Sec. 4.4.3 Public Information; ICS 213	Coordinate with County JIS.
Initial Response	PIO	Release hourly public information updates via Joint Information System (JIS).	EOP Sec. 4.4.3 Public Information; ICS 214	Counter misinformation quickly.
Initial Response	PIO	Establish a Joint Information Center (JIC) if incident scope expands regionally.	EOP Sec. 4.4.3 Public Information	Coordinate with County and OEM.
Initial Response	PIO / Logistics	Activate public inquiry line for information and assistance.	EOP Sec. 4.4.3 Public Information	Coordinate with County systems.
Initial Response	Planning / Public Works	Deploy rapid structural assessment teams.	EOP Sec. 4.4.2 Information Management	Use ATC-20 placarding protocols.
Initial Response	Planning Section / IC	Develop first IAP for 12-hour period with life safety priorities.	EOP Sec. 5.6 EOC Action Planning; ICS 202–206	Focus objectives on stabilization.
Initial Response	Planning Section / Public Works	Perform windshield surveys of roads, bridges, and utilities.	EOP Sec. 4.4.2 Information Management; ICS 209	Prioritize hospitals and schools.
Initial Response	Planning Section	Establish EOC situation boards and begin hourly SITREPs.	EOP Sec. 4.4.2 Information Management; ICS 209	Include casualty, damage, and unmet needs.
Initial Response	Safety Officer	Implement responder safety protocols and PPE requirements.	EOP Sec. 5.4.2 Safety Officer; ICS 208	Brief responders before deployment.
Initial Response	Operations/Public Works	Monitor secondary hazards associated with floods (landslides, contamination, damage to bridges/roads, impacts to utility lines/facilities).	EOP Sec. 5.6.3 Operations Section	Maintain on-call personnel to support potential response to these types of hazards
Sustained Response	City Manager / Department Heads	Maintain continuity of essential City services through COOP.	EOP Sec. 3.4 Continuity of Operations	Relocate if facilities compromised.

Flood/Dam Failure Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Sustained Response	Finance/Admin	Provide daily finance and reimbursement updates to leadership.	EOP Sec. 4.5.1 Financial Management; ICS 214	Prepare FEMA PA documentation.
Sustained Response	IC / Liaison	Continue daily coordination calls with CCDM and OEM.	EOP Sec. 4.0 Concept of Operations	Report status and request resources.
Sustained Response	IC / Logistics	Develop demobilization plan for resources as recovery begins.	EOP Sec. 4.6.1 Demobilization	Release resources systematically.
Sustained Response	Liaison / Logistics	Request and manage mutual aid and State resources.	EOP Sec. 4.5.3 Mutual Aid; ICS 211, ICS 219	Stage resources and track with ICS forms.
Sustained Response	Liaison / Ops	Coordinate medical surge and behavioral health needs with Clackamas County Public Health.	EOP Sec. 6.0 ESF 8 Health & Medical	Work with hospitals and clinics.
Sustained Response	Liaison Officer	Assess community behavioral health needs and provide support.	EOP Sec. 6.0 ESF 8 Health & Medical	Partner with Non-Governmental Organizations (NGO) and counselors.
Sustained Response	Logistics / Liaison	Track volunteer and donations management with Volunteer Organizations Active in Disasters (VOAD).	EOP Sec. 4.5 Resource Management	Coordinate unaffiliated volunteers.
Sustained Response	Logistics / Operations	Establish and operate Point of Distribution (POD) for mass distribution of essentials.	EOP Sec. 4.5 Resource Management; FEMA POD Guide	Ensure site security.
Sustained Response	Logistics / Planning	Support schools with temporary facilities and feeding programs.	EOP Sec. 6.0 ESF 6 Mass Care	Work with School District.
Sustained Response	Logistics Section	Maintain responder rotations, meals, and rest schedules.	EOP Sec. 4.5 Resource Management	Prevent burnout and fatigue.
Sustained Response	Logistics Section	Ensure sanitation and waste management at shelters and PODs.	EOP Sec. 6.0 ESF 6 Mass Care	Prevent public health issues.
Sustained Response	Logistics Section	Coordinate fuel deliveries for generators and vehicles.	EOP Sec. 4.5 Resource Management; ICS 213RR	Prioritize critical services.
Sustained Response	Logistics Section	Expand sheltering capacity as needed with ARC and County Human Services.	EOP Sec. 6.0 ESF 6 Mass Care	Ensure ADA compliance and behavioral health support.

Flood/Dam Failure Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Sustained Response	Operations / Liaison	Monitor restoration progress of power and natural gas utilities.	EOP Sec. 6.0 ESF 12 Energy & Utilities	Work with PGE and NW Natural.
Sustained Response	Operations / Public Works	Coordinate major debris clearance with contractors and CCDM.	EOP Sec. 4.6.2 Transition to Recovery; ICS 215	Follow FEMA debris guidance.
Sustained Response	Operations / Wilsonville Police / CCSO	Ensure security presence at shelters, PODs, and damaged neighborhoods.	EOP Sec. 6.0 ESF 13 Public Safety & Security	Prevent looting and maintain order.
Sustained Response	PIO	Provide routine public updates on sheltering, utilities, and PODs.	EOP Sec. 4.4.3 Public Information; ICS 213, ICS 214	Coordinate with JIS.
Sustained Response	PIO	Maintain JIC operations to manage media and public messaging.	EOP Sec. 4.4.3 Public Information	Coordinate across agencies.
Sustained Response	Planning Section	Conduct daily IAP cycles with updated objectives and strategies.	EOP Sec. 5.6 EOC Action Planning; ICS 202–206	Hold Tactics and Planning Meetings.
Sustained Response	Planning / Public Works	Conduct detailed inspections and placarding of damaged buildings.	EOP Sec. 4.4.2 Information Management	Use ATC-20/45 procedures.
Sustained Response	Planning Section	Submit daily SITREPs to CCDM and OEM with operational updates.	EOP Sec. 4.4.2 Information Management; ICS 209	Report damages and resource gaps.
Sustained Response	Planning Section	Maintain complete documentation of all operations.	EOP Sec. 4.4.2 Information Management; ICS 214	Prepare for After Action Report (AAR) / Improvement Plan (IP)
Sustained Response	Planning Section / IC	Initiate recovery planning for debris, housing, and economic stabilization.	EOP Sec. 4.6.2 Transition to Recovery	Engage stakeholders early.
Recovery	City Manager / EMC	Update Continuity of Operations Plans (COOP) with recovery lessons learned.	EOP Sec. 3.4 Continuity of Operations	Improve resilience for future events.
Recovery	City Manager / IC	Establish City recovery task force to manage long-term recovery efforts.	EOP Sec. 4.6.2 Transition to Recovery	Engage business, housing, and infrastructure sectors.
Recovery	City Manager / IC	Transition long-term recovery coordination to planning and development agencies.	EOP Sec. 4.6.2 Transition to Recovery	Close incident when stabilization achieved.
Recovery	EMC / Planning Section	Conduct AAR and produce IP to capture lessons learned.	EOP Sec. 7.1 Plan Review and Maintenance	Incorporate into future planning.

Flood/Dam Failure Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Recovery	EMC / Planning Section	Revise mitigation projects based on flood impacts and AAR findings.	EOP Sec. 7.1 Plan Review and Maintenance	Integrate with Hazard Mitigation Plan.
Recovery	Finance/Admin	Continue reimbursement processes with CCDM, OEM, and FEMA.	EOP Sec. 4.5.1 Financial Management; FEMA PA	Submit documentation timely.
Recovery	IC / Finance/Admin	Report recovery progress and fiscal status to City Council and community.	EOP Sec. 4.5.1 Financial Management	Maintain fiscal transparency.
Recovery	IC / Logistics	Finalize and implement demobilization plan for incident resources.	EOP Sec. 4.6.1 Demobilization; ICS 221	Release mutual aid resources.
Recovery	Liaison / Ops	Expand behavioral health support programs for affected community.	EOP Sec. 6.0 ESF 8 Health & Medical	Partner with County Public Health and NGOs.
Recovery	Operations / Utilities	Support restoration of utilities in coordination with local providers.	EOP Sec. 6.0 ESF 12 Energy & Utilities	Work with PGE and NW Natural.
Recovery	Ops / Public Works	Implement long-term debris management with CCDM and contractors.	EOP Sec. 4.6.2 Transition to Recovery; ICS 215	Coordinate with FEMA debris program.
Recovery	PIO	Provide regular public information updates on recovery progress.	EOP Sec. 4.4.3 Public Information	Maintain transparency with residents.
Recovery	Planning / Liaison	Coordinate economic recovery efforts with business community and County partners.	EOP Sec. 4.6.2 Transition to Recovery	Engage Chamber of Commerce.
Recovery	Planning / Logistics	Plan and implement long-term housing assistance for displaced residents.	EOP Sec. 6.0 ESF 6 Mass Care	Coordinate with FEMA IA and HUD.
Recovery	Planning / Logistics	Support schools in returning to normal operations and rebuilding facilities.	EOP Sec. 6.0 ESF 6 Mass Care	Coordinate with School District.

References and Resources

Acronyms and Abbreviations	Referenced ICS Forms	Additional References
AAR/IP – After Action Report / Improvement Plan ADA – Americans with Disabilities Act CCDM – Clackamas County Disaster Management CSZ – Cascadia Subduction Zone EMC – Emergency Management Coordinator EOC – Emergency Operations Center EOP – Emergency Operations Plan ESF – Emergency Support Function ETR – Emergency Transportation Route FEMA – Federal Emergency Management Agency IA – Individual Assistance IAP – Incident Action Plan IC – Incident Commander ICS – Incident Command System JIC – Joint Information Center JIS – Joint Information System ODEM – Oregon Department of Emergency Management PA – Public Assistance PIO – Public Information Officer POD – Point of Distribution SITREP – Situation Report	ICS 202 – Incident Objectives ICS 203 – Organization Assignment List ICS 204 – Assignment List ICS 205 – Incident Radio Communications ICS 211 – Incident Check-in List ICS 213 – General Message ICS 213RR – Resource Request ICS 214 – Activity Log ICS 215 – Operational Planning Worksheet ICS 221 – Demobilization Check-Out	None at this time.

NOTES

City of Wilsonville
Emergency Operations Plan
MAJOR FIRE
INCIDENT ANNEX

December 2025



INTRODUCTION

This Major Fire Incident Annex supports implementation of the City of Wilsonville's Emergency Operations Plan (EOP) by providing a hazard-specific operational checklist for major fire response. It is designed to guide City staff through key actions during a major fire incident, with a focus on rapid decision-making and coordination. The annex outlines critical considerations for both a wildfire within City limits, referencing relevant Emergency Operations Center (EOC) roles and associated EOP content. While not exhaustive, the checklist serves as a quick-reference tool to help staff manage impacts to infrastructure, public safety, and essential services during a major fire event. The action items are sorted into the respective phase of an emergency in which these actions should occur (initial response, sustained response, or recovery) and the responsible party. The action items are not sorted in terms of sequential or hierarchical order.

HAZARD OVERVIEW

Wilsonville faces moderate fire, with weather and urbanization conditions being the primary cause for the hazard level. While Wilsonville has not experienced a wildfire within City limits, there are abundant wooded areas within the City that are a risk for a wildfire event. Climate change has led to longer fire season and more frequent with extreme weather events.

Conditions across Wilsonville can vary widely with regards to local topography, fuels, and local weather conditions. If faced with wildfire in the forested hills that include Beckman Creek Corridor, Xerox Woods, Burnerts Orchard, the Living Enrichment Center (LEC), Metro Graham Oaks Nature Park, the area north of Elligsen Road near fire station 56, and the area east of Wilsonville High, access to the area may be a problem. A wildfire may be difficult to control under warm, dry, windy, and drought conditions.

MAJOR FIRE INCIDENT CHECKLIST

Major Fire Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Initial Response	EMC / IC	Activate the EOC within one hour of fire detection and notify supporting fire service agencies.	EOP Sec. 4.3.3 EOC; ICS 201, ICS 203	Document roles on ICS 214.
Initial Response	Finance/Admin Section Chief	Begin cost tracking and documentation for reimbursement.	EOP Sec. 4.5.1 Financial Management; ICS 214	Ensure FEMA PA compliance.
Initial Response	Finance/Admin Section Chief	Provide initial finance briefing to IC and City leadership.	EOP Sec. 4.5.1 Financial Management	Report early costs and funding needs.
Initial Response	IC / Liaison Officer	Notify CCDM of activation and provide initial SITREP.	EOP Sec. 4.0 Concept of Operations; ICS 213	Use redundant communications.
Initial Response	IC / Liaison Officer	Coordinate with CCDM on requests for State and Federal resources.	EOP Sec. 4.0 Concept of Operations	Document unmet needs.
Initial Response	Liaison / Logistics	Request mutual aid as needed.	EOP Sec. 4.5.3 Mutual Aid	Coordinate through CCDM.
Initial Response	Liaison / Logistics	Confirm or establish communications links among City EOC and County EOC, as applicable.	EOP Sec. 5 Incident Management	Confirm operable phone numbers and verify the functionality of alternative communication equipment/channels.
Initial Response	Liaison Officer	Coordinate status checks with schools, hospitals, and long-term care facilities.	EOP Sec. 6.0 ESF 8 Health & Medical	Work with Clackamas County Public Health.
Initial Response	Logistics Section	Track personnel accountability using ICS 211 check-in sheets.	EOP Sec. 4.5 Resource Management; ICS 211	Ensure responder safety.
Initial Response	Logistics Section	Open initial shelters in coordination with ARC and County Human Services.	EOP Sec. 6.0 ESF 6 Mass Care	Ensure accessibility and capacity.
Initial Response	Logistics Section	Activate staging areas for incoming resources.	EOP Sec. 4.5 Resource Management; ICS 211	Track with ICS 219 and 218.
Initial Response	Logistics Section	Provide emergency supplies to opened shelters.	EOP Sec. 6.0 ESF 6 Mass Care	Coordinate deliveries with County logistics.

Major Fire Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Initial Response	Operations / Public Works	Clear debris from priority routes for emergency access.	EOP Sec. 5.6.3 Operations Section	Prioritize hospitals and Emergency Transportation Routes (ETR).
Initial Response	Operations / Liaison	Coordinate utility shutoffs with PGE and NW Natural to prevent hazards.	EOP Sec. 6.0 ESF 12 Energy & Utilities	Prioritize life safety.
Initial Response	Operations / Wilsonville Police / CCSO	Deploy police to manage traffic, security, and crowd control.	EOP Sec. 6.0 ESF 13 Public Safety & Security	Secure hazardous areas.
Initial Response	Operations Section	Conduct search and rescue, fire suppression, and EMS triage.	EOP Sec. 5.6.3 Operations Section; ICS 204	Coordinate with TVF&R and EMS.
Initial Response	PIO	Issue protective action guidance to the public (evacuations).	EOP Sec. 4.4.3 Public Information; ICS 213	Coordinate with County JIS.
Initial Response	PIO	Release hourly public information updates via Joint Information System (JIS).	EOP Sec. 4.4.3 Public Information; ICS 214	Counter misinformation quickly.
Initial Response	PIO	Establish a Joint Information Center (JIC) if incident scope expands regionally.	EOP Sec. 4.4.3 Public Information	Coordinate with County and OEM.
Initial Response	PIO / Logistics	Activate public inquiry line for information and assistance.	EOP Sec. 4.4.3 Public Information	Coordinate with County systems.
Initial Response	Planning Section / IC	Develop first IAP for 12-hour period with life safety priorities.	EOP Sec. 5.6 EOC Action Planning; ICS 202–206	Focus objectives on stabilization.
Initial Response	Planning Section	Establish EOC situation boards and begin hourly SITREPs.	EOP Sec. 4.4.2 Information Management; ICS 209	Include casualty, damage, and unmet needs.
Initial Response	Safety Officer	Implement responder safety protocols.	EOP Sec. 5.4.2 Safety Officer; ICS 208	Brief responders before deployment.
Sustained Response	City Manager / Department Heads	Maintain continuity of essential City services through COOP.	EOP Sec. 3.4 Continuity of Operations	Relocate if facilities compromised.
Sustained Response	Planning Section	Obtain current and forecasted weather to project potential spread of the fire.	EOP Sec 5.5.1 Planning Section	This should be a recurring activity.
Sustained Response	Finance/Admin	Provide daily finance and reimbursement updates to leadership.	EOP Sec. 4.5.1 Financial Management; ICS 214	Prepare FEMA PA documentation.

Major Fire Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Sustained Response	IC / Liaison	Continue daily coordination calls with CCDM and OEM.	EOP Sec. 4.0 Concept of Operations	Report status and request resources.
Sustained Response	IC / Logistics	Develop demobilization plan for resources as recovery begins.	EOP Sec. 4.6.1 Demobilization	Release resources systematically.
Sustained Response	Liaison / Logistics	Request and manage mutual aid and State resources.	EOP Sec. 4.5.3 Mutual Aid; ICS 211, ICS 219	Stage resources and track with ICS forms. Fire Chief will assume duties to direct resources for fires within the City.
Sustained Response	Liaison / Ops	Coordinate medical surge and behavioral health needs with Clackamas County Public Health.	EOP Sec. 6.0 ESF 8 Health & Medical	Work with hospitals and clinics.
Sustained Response	Liaison Officer	Assess community behavioral health needs and provide support.	EOP Sec. 6.0 ESF 8 Health & Medical	Partner with Non-Governmental Organizations (NGO) and counselors.
Sustained Response	Logistics / Liaison	Track volunteer and donations management with Volunteer Organizations Active in Disasters (VOAD).	EOP Sec. 4.5 Resource Management	Coordinate unaffiliated volunteers.
Sustained Response	Logistics / Operations	Establish and operate Point of Distribution (POD) for mass distribution of essentials.	EOP Sec. 4.5 Resource Management; FEMA POD Guide	Ensure site security.
Sustained Response	Logistics / Planning	Support schools with temporary facilities and feeding programs.	EOP Sec. 6.0 ESF 6 Mass Care	Work with School District.
Sustained Response	Logistics Section	Maintain responder rotations, meals, and rest schedules.	EOP Sec. 4.5 Resource Management	Prevent burnout and fatigue.
Sustained Response	Logistics Section	Ensure sanitation and waste management at shelters and PODs.	EOP Sec. 6.0 ESF 6 Mass Care	Prevent public health issues.
Sustained Response	Logistics Section	Coordinate fuel deliveries for generators and vehicles.	EOP Sec. 4.5 Resource Management; ICS 213RR	Prioritize critical services.
Sustained Response	Logistics Section	Expand sheltering capacity as needed with ARC and County Human Services.	EOP Sec. 6.0 ESF 6 Mass Care	Ensure ADA compliance and behavioral health support.
Sustained Response	Operations / Liaison	Monitor restoration progress of power and natural gas utilities.	EOP Sec. 6.0 ESF 12 Energy & Utilities	Work with PGE and NW Natural.

Major Fire Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Sustained Response	Operations / Public Works	Coordinate major debris clearance with contractors and CCDM.	EOP Sec. 4.6.2 Transition to Recovery; ICS 215	Follow FEMA debris guidance.
Sustained Response	Operations / Wilsonville Police / CCSO	Ensure security presence at shelters, PODs, and damaged neighborhoods.	EOP Sec. 6.0 ESF 13 Public Safety & Security	Prevent looting and maintain order.
Sustained Response	PIO	Provide routine public updates on sheltering, utilities, and PODs.	EOP Sec. 4.4.3 Public Information; ICS 213, ICS 214	Coordinate with JIS.
Sustained Response	PIO	Maintain JIC operations to manage media and public messaging.	EOP Sec. 4.4.3 Public Information	Coordinate across agencies.
Sustained Response	Planning Section	Conduct daily IAP cycles with updated objectives and strategies.	EOP Sec. 5.6 EOC Action Planning; ICS 202–206	Hold Tactics and Planning Meetings.
Sustained Response	Planning / Public Works	Conduct detailed inspections and placarding of damaged buildings.	EOP Sec. 4.4.2 Information Management	Use ATC-20/45 procedures.
Sustained Response	Planning Section	Submit daily SITREPs to CCDM and OEM with operational updates.	EOP Sec. 4.4.2 Information Management; ICS 209	Report damages and resource gaps.
Sustained Response	Planning Section	Maintain complete documentation of all operations.	EOP Sec. 4.4.2 Information Management; ICS 214	Prepare for After Action Report (AAR) / Improvement Plan(IP)
Sustained Response	Planning Section / IC	Initiate recovery planning for debris, housing, and economic stabilization.	EOP Sec. 4.6.2 Transition to Recovery	Engage stakeholders early.
Recovery	City Manager / EMC	Update Continuity of Operations Plans (COOP) with recovery lessons learned.	EOP Sec. 3.4 Continuity of Operations	Improve resilience for future events.
Recovery	City Manager / IC	Establish City recovery task force to manage long-term recovery efforts.	EOP Sec. 4.6.2 Transition to Recovery	Engage business, housing, and infrastructure sectors.
Recovery	City Manager / IC	Transition long-term recovery coordination to planning and development agencies.	EOP Sec. 4.6.2 Transition to Recovery	Close incident when stabilization achieved.
Recovery	EMC / Planning Section	Conduct AAR and produce IP to capture lessons learned.	EOP Sec. 7.1 Plan Review and Maintenance	Incorporate into future planning.

Major Fire Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Recovery	EMC / Planning Section	Revise mitigation projects based on fire impacts and AAR findings.	EOP Sec. 7.1 Plan Review and Maintenance	Integrate with Hazard Mitigation Plan.
Recovery	Finance/Admin	Continue reimbursement processes with CCDM, OEM, and FEMA.	EOP Sec. 4.5.1 Financial Management; FEMA PA	Submit documentation timely.
Recovery	IC / Finance/Admin	Report recovery progress and fiscal status to City Council and community.	EOP Sec. 4.5.1 Financial Management	Maintain fiscal transparency.
Recovery	IC / Logistics	Finalize and implement demobilization plan for incident resources.	EOP Sec. 4.6.1 Demobilization; ICS 221	Release mutual aid resources.
Recovery	Liaison / Ops	Expand behavioral health support programs for affected community.	EOP Sec. 6.0 ESF 8 Health & Medical	Partner with County Public Health and NGOs.
Recovery	Operations / Utilities	Support restoration of utilities in coordination with local providers.	EOP Sec. 6.0 ESF 12 Energy & Utilities	Work with PGE and NW Natural.
Recovery	Ops / Public Works	Implement long-term debris management with CCDM and contractors.	EOP Sec. 4.6.2 Transition to Recovery; ICS 215	Coordinate with FEMA debris program.
Recovery	PIO	Provide regular public information updates on recovery progress.	EOP Sec. 4.4.3 Public Information	Maintain transparency with residents.
Recovery	Planning / Liaison	Coordinate economic recovery efforts with business community and County partners.	EOP Sec. 4.6.2 Transition to Recovery	Engage Chamber of Commerce.
Recovery	Planning / Logistics	Plan and implement long-term housing assistance for displaced residents.	EOP Sec. 6.0 ESF 6 Mass Care	Coordinate with FEMA IA and HUD.
Recovery	Planning / Logistics	Support schools in returning to normal operations and rebuilding facilities.	EOP Sec. 6.0 ESF 6 Mass Care	Coordinate with School District.

References and Resources

Acronyms and Abbreviations	Referenced ICS Forms	Additional References
AAR/IP – After Action Report / Improvement Plan ADA – Americans with Disabilities Act CCDM – Clackamas County Disaster Management CSZ – Cascadia Subduction Zone EMC – Emergency Management Coordinator EOC – Emergency Operations Center EOP – Emergency Operations Plan ESF – Emergency Support Function ETR – Emergency Transportation Route FEMA – Federal Emergency Management Agency IA – Individual Assistance IAP – Incident Action Plan IC – Incident Commander ICS – Incident Command System JIC – Joint Information Center JIS – Joint Information System ODEM – Oregon Department of Emergency Management PA – Public Assistance PIO – Public Information Officer POD – Point of Distribution SITREP – Situation Report	ICS 202 – Incident Objectives ICS 203 – Organization Assignment List ICS 204 – Assignment List ICS 205 – Incident Radio Communications ICS 211 – Incident Check-in List ICS 213 – General Message ICS 213RR – Resource Request ICS 214 – Activity Log ICS 215 – Operational Planning Worksheet ICS 221 – Demobilization Check-Out	None at this time.

NOTES

City of Wilsonville
TRANSPORTATION ACCIDENT
INCIDENT ANNEX

December 2025



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INTRODUCTION

This Transportation Accident Annex supports implementation of the City of Wilsonville's Emergency Operations Plan (EOP) by providing a hazard-specific operational checklist for a transportation accident response. It is designed to guide City staff through key actions following a transportation accident, with a focus on rapid decision-making and coordination. The annex outlines critical considerations for both air and rail accidents. Motor vehicle accidents that occur on roadways within the City would not normally constitute a major emergency under the EOP. While not exhaustive, the checklist serves as a quick-reference tool to help staff manage impacts to infrastructure, public safety, and essential services following a transportation accident. The action items are sorted into the respective phase of an emergency in which these actions should occur (initial response, sustained response, or recovery) and the responsible party. The action items are not sorted in terms of sequential or hierarchal order.

RESPONSE AUTHORITY

Tualatin Valley Fire and Rescue (TVF&R) and the City Police Department will assume initial command if the transportation accident involves a fire and/or casualties and to secure the incident site. The Federal Aviation Administration (FAA) has the authority and responsibility to investigate all accidents involving aircraft. The National Transportation Safety Board (NTSB) has the authority and responsibility to investigate accidents involving all aircraft and selected rail accidents. It is the NTSB's policy to be on the scene of a major accident as soon as possible. In minor aircraft accidents, the FAA may respond to the scene instead of the NTSB. The Department of Defense has the authority to investigate any accident involving military aircraft.

TRANSPORTATION ACCIDENT INCIDENT CHECKLIST

Transportation Accident Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Initial Response	EMC / IC	Activate the EOC and assign ICS roles.	EOP Sec. 4.3.3 EOC; ICS 201, ICS 203	Notification of the occurrence of a transportation incident will come through C-COM or observance by field personnel. Document roles on ICS 214.
Initial Response	Finance/Admin Section Chief	Begin cost tracking and documentation for reimbursement.	EOP Sec. 4.5.1 Financial Management; ICS 214	Ensure FEMA PA compliance.
Initial Response	Operations Section	Conduct a scene assessment to determine appropriate level of emergency medical, transportation, and HazMat response.	ICS 209	Based on the location of the accident, mass casualty and/or evacuation procedures may be required. Document assessment on ICS 209.
Initial Response	Finance/Admin Section Chief	Provide initial finance briefing to IC and City leadership.	EOP Sec. 4.5.1 Financial Management	Report early costs and funding needs.
Initial Response	IC / Liaison Officer	Notify CCDM of activation and provide initial SITREP.	EOP Sec. 4.0 Concept of Operations; ICS 213	Use redundant communications.
Initial Response	Planning Section	Develop alternate routes based on assessment of damages to city transportation infrastructure.	EOP Sec. 5.5.1 Planning Section	Coordinate with City EOC and ODOT.
Initial Response	Logistics Section	Track personnel accountability using ICS 211 check-in sheets.	EOP Sec. 4.5 Resource Management; ICS 211	Ensure responder safety.
Initial Response	Operations / Public Works	Clear debris from priority routes for emergency access.	EOP Sec. 5.6.3 Operations Section	Prioritize hospitals and Emergency Transportation Routes (ETR). City personnel should not attempt to remove accident-related debris from the accident area except as necessary to facilitate fire suppression, rescue, and emergency medical care.
Initial Response	Operations / Liaison	Coordinate utility shutoffs with PGE and NW Natural to prevent hazards.	EOP Sec. 6.0 ESF 12 Energy & Utilities	Prioritize life safety.

Transportation Accident Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Initial Response	Operations / Wilsonville Police / CCSO	Deploy police to manage traffic, security, and crowd control.	EOP Sec. 6.0 ESF 13 Public Safety & Security	The City Police Department has the authority to secure the crash site to maintain the integrity of the accident site (after fire suppression and victim rescue operations are complete).
Initial Response	Operations Section	Conduct search and rescue, fire suppression, and EMS triage.	EOP Sec. 5.6.3 Operations Section; ICS 204	Coordinate with TVF&R and EMS. Contact the NTSB prior to removing deceased victims or moving aircraft wreckage. Call: NTSB Safety Office 425-227-2000 (24 hours)
Initial Response	IC	For railroad accidents, contact the railroad company's emergency response center, as well as the NTSB prior to removing any victims or wreckage.	EOP Sec. 6.0 ESF 13 Public Safety & Security	Coordinate the collection, storage, and disposition of all human remains and their personal effects from the crash site.
Initial Response	PIO	Issue protective action guidance to the public (evacuations).	EOP Sec. 4.4.3 Public Information; ICS 213	Coordinate with County JIS.
Initial Response	PIO	Release hourly public information updates via Joint Information System (JIS).	EOP Sec. 4.4.3 Public Information; ICS 214	Counter misinformation quickly.
Initial Response	PIO	Establish a Joint Information Center (JIC) if incident scope expands regionally.	EOP Sec. 4.4.3 Public Information	Coordinate with County and OEM.
Initial Response	PIO / Logistics	Activate public inquiry line for information and assistance.	EOP Sec. 4.4.3 Public Information	Coordinate with County systems.
Initial Response	Planning Section / IC	Develop first IAP for 12-hour period with life safety priorities.	EOP Sec. 5.6 EOC Action Planning; ICS 202–206	Focus objectives on stabilization.
Initial Response	Planning Section	Establish EOC situation boards and begin hourly SITREPs.	EOP Sec. 4.4.2 Information Management; ICS 209	Include casualty, damage, and unmet needs.
Initial Response	Safety Officer	Implement responder safety protocols and PPE requirements.	EOP Sec. 5.4.2 Safety Officer; ICS 208	Brief responders before deployment.

Transportation Accident Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Sustained Response	City Manager / Department Heads	Maintain continuity of essential City services through COOP.	EOP Sec. 3.4 Continuity of Operations	Relocate if facilities compromised.
Sustained Response	Finance/Admin	Provide daily finance and reimbursement updates to leadership.	EOP Sec. 4.5.1 Financial Management; ICS 214	Prepare FEMA PA documentation.
Sustained Response	IC / Liaison	Continue daily coordination calls with CCDM and OEM.	EOP Sec. 4.0 Concept of Operations	Report status and request resources.
Sustained Response	Logistics Section	Maintain responder rotations, meals, and rest schedules.	EOP Sec. 4.5 Resource Management	Prevent burnout and fatigue.
Sustained Response	Logistics Section	Coordinate fuel deliveries for generators and vehicles.	EOP Sec. 4.5 Resource Management; ICS 213RR	Prioritize critical services.
Sustained Response	Operations / Liaison	Monitor restoration progress of power and natural gas utilities.	EOP Sec. 6.0 ESF 12 Energy & Utilities	Work with PGE and NW Natural.
Sustained Response	Operations / Public Works	Coordinate major debris clearance with contractors and CCDM.	EOP Sec. 4.6.2 Transition to Recovery; ICS 215	Follow FEMA debris guidance.
Sustained Response	PIO	Provide routine public updates on sheltering, utilities, and PODs.	EOP Sec. 4.4.3 Public Information; ICS 213, ICS 214	Coordinate with JIS.
Sustained Response	PIO	Maintain JIC operations to manage media and public messaging.	EOP Sec. 4.4.3 Public Information	Coordinate across agencies.
Sustained Response	Planning Section	Conduct daily IAP cycles with updated objectives and strategies.	EOP Sec. 5.6 EOC Action Planning; ICS 202–206	Hold Tactics and Planning Meetings.
Sustained Response	Planning Section	Submit daily SITREPs to CCDM and OEM with operational updates.	EOP Sec. 4.4.2 Information Management; ICS 209	Report damages and resource gaps.
Sustained Response	Planning Section	Maintain complete documentation of all operations.	EOP Sec. 4.4.2 Information Management; ICS 214	Prepare for After Action Report (AAR) / Improvement Plan (IP)
Sustained Response	Planning Section / IC	Initiate recovery planning for debris,	EOP Sec. 4.6.2 Transition to Recovery	Engage stakeholders early.
Recovery	City Manager / EMC	Update Continuity of Operations Plans (COOP) with recovery lessons learned.	EOP Sec. 3.4 Continuity of Operations	Improve resilience for future events.
Recovery	City Manager / IC	Establish City recovery task force to manage long-term recovery efforts.	EOP Sec. 4.6.2 Transition to Recovery	Engage business, housing, and infrastructure sectors.

Transportation Accident Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Recovery	City Manager / IC	Transition long-term recovery coordination to planning and development agencies.	EOP Sec. 4.6.2 Transition to Recovery	Close incident when stabilization achieved.
Recovery	EMC / Planning Section	Conduct AAR and produce IP to capture lessons learned.	EOP Sec. 7.1 Plan Review and Maintenance	Incorporate into future planning.
Recovery	EMC / Planning Section	Revise mitigation projects based on AAR findings.	EOP Sec. 7.1 Plan Review and Maintenance	Integrate with Hazard Mitigation Plan.
Recovery	Finance/Admin	Continue reimbursement processes with CCDM, OEM, and FEMA.	EOP Sec. 4.5.1 Financial Management; FEMA PA	Submit documentation timely.
Recovery	IC / Finance/Admin	Report recovery progress and fiscal status to City Council and community.	EOP Sec. 4.5.1 Financial Management	Maintain fiscal transparency.
Recovery	IC / Logistics	Finalize and implement demobilization plan for incident resources.	EOP Sec. 4.6.1 Demobilization; ICS 221	Release mutual aid resources.
Recovery	Operations / Utilities	Support restoration of utilities in coordination with local providers.	EOP Sec. 6.0 ESF 12 Energy & Utilities	Work with PGE and NW Natural.
Recovery	PIO	Provide regular public information updates on recovery progress.	EOP Sec. 4.4.3 Public Information	Maintain transparency with residents.

References and Resources

Acronyms and Abbreviations	Referenced ICS Forms	Additional References
AAR/IP – After Action Report / Improvement Plan ADA – Americans with Disabilities Act CCDM – Clackamas County Disaster Management CSZ – Cascadia Subduction Zone EMC – Emergency Management Coordinator EOC – Emergency Operations Center EOP – Emergency Operations Plan ESF – Emergency Support Function ETR – Emergency Transportation Route FEMA – Federal Emergency Management Agency IA – Individual Assistance IAP – Incident Action Plan IC – Incident Commander ICS – Incident Command System JIC – Joint Information Center JIS – Joint Information System ODEM – Oregon Department of Emergency Management PA – Public Assistance PIO – Public Information Officer POD – Point of Distribution SITREP – Situation Report	ICS 202 – Incident Objectives ICS 203 – Organization Assignment List ICS 204 – Assignment List ICS 205 – Incident Radio Communications ICS 211 – Incident Check-in List ICS 213 – General Message ICS 213RR – Resource Request ICS 214 – Activity Log ICS 215 – Operational Planning Worksheet ICS 221 – Demobilization Check-Out	None at this time.

NOTES

City of Wilsonville
Emergency Operations Plan
VOLCANIC ACTIVITY
INCIDENT ANNEX

December 2025



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INTRODUCTION

This Volcanic Activity Incident Annex supports implementation of the City of Wilsonville's Emergency Operations Plan (EOP) by providing a hazard-specific operational checklist for volcanic activity response. It is designed to guide City staff through key actions during a volcanic activity incident, with a focus on rapid decision-making and coordination. The annex outlines critical considerations for impacts from ashfall, referencing relevant Emergency Operations Center (EOC) roles and associated EOP content. While not exhaustive, the checklist serves as a quick-reference tool to help staff manage impacts to infrastructure, public safety, and essential services during a volcano event. The action items are sorted into the respective phase of an emergency in which these actions should occur (initial response, sustained response, or recovery) and the responsible party. The action items are not sorted in terms of sequential or hierarchical order.

HAZARD OVERVIEW

Wilsonville faces low risk of volcanic events. The volcanoes located near Wilsonville are Mount Hood, Mount Adams, Mount Saint Helens, Mount Rainier, and the Three Sisters. Due to its distance from the volcanoes, Wilsonville is unlikely to be impacted immediately by an eruption, though it may experience ashfall depending on wind patterns, particularly if Mount Hood were to erupt. Property managers and those relying upon clean surface will experience the largest impacts from the volcanic ash.

VOLCANIC ACTIVITY INCIDENT CHECKLIST

Volcanic Activity Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Initial Response	EMC / IC	Activate the EOC assign ICS roles.	EOP Sec. 4.3.3 EOC; ICS 201, ICS 203	Document roles on ICS 214.
Initial Response	Finance/Admin Section Chief	Begin cost tracking and documentation for reimbursement.	EOP Sec. 4.5.1 Financial Management; ICS 214	Ensure FEMA PA compliance.
Initial Response	Finance/Admin Section Chief	Provide initial finance briefing to IC and City leadership.	EOP Sec. 4.5.1 Financial Management	Report early costs and funding needs.
Initial Response	IC / Liaison Officer	Notify CCDM of activation and provide initial SITREP.	EOP Sec. 4.0 Concept of Operations; ICS 213	Use redundant communications.
Initial Response	IC / Liaison Officer	Coordinate with CCDM on requests for State and Federal resources.	EOP Sec. 4.0 Concept of Operations	Document unmet needs.
Initial Response	Safety Officer	Obtain current and forecasted weather to project potential spread of ash, fires, and/or gases	EOP Sec. 5.4.2 Safety Officer	This action should be recurring.
Initial Response	Liaison / Logistics	Request mutual aid as needed.	EOP Sec. 4.5.3 Mutual Aid	Coordinate through CCDM.
Initial Response	Liaison Officer	Coordinate status checks with schools, hospitals, and long-term care facilities.	EOP Sec. 6.0 ESF 8 Health & Medical	Work with Clackamas County Public Health.
Initial Response	Logistics Section	Track personnel accountability using ICS 211 check-in sheets.	EOP Sec. 4.5 Resource Management; ICS 211	Ensure responder safety.
Initial Response	Logistics Section	Open initial shelters in coordination with ARC and County Human Services.	EOP Sec. 6.0 ESF 6 Mass Care	Ensure accessibility and capacity.
Initial Response	Logistics Section	Activate staging areas for incoming resources.	EOP Sec. 4.5 Resource Management; ICS 211	Track with ICS 219 and 218.
Initial Response	Logistics Section	Provide emergency supplies to opened shelters.	EOP Sec. 6.0 ESF 6 Mass Care	Coordinate deliveries with County logistics.
Initial Response	Operations / Public Works	Clear debris from priority routes for emergency access.	EOP Sec. 5.6.3 Operations Section	Prioritize hospitals and Emergency Transportation Routes (ETR).

Volcanic Activity Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Initial Response	Operations / Liaison	Coordinate utility shutoffs with PGE and NW Natural to prevent hazards.	EOP Sec. 6.0 ESF 12 Energy & Utilities	Prioritize life safety.
Initial Response	Operations / Wilsonville Police / CCSO	Deploy police to manage traffic, security, and crowd control.	EOP Sec. 6.0 ESF 13 Public Safety & Security	Secure hazardous areas.
Initial Response	Operations Section	Conduct search and rescue, fire suppression, and EMS triage.	EOP Sec. 5.6.3 Operations Section; ICS 204	Coordinate with TVF&R and EMS.
Initial Response	PIO	Issue protective action guidance to the public (evacuations).	EOP Sec. 4.4.3 Public Information; ICS 213	Coordinate with County JIS.
Initial Response	PIO	Release hourly public information updates via Joint Information System (JIS).	EOP Sec. 4.4.3 Public Information; ICS 214	Counter misinformation quickly.
Initial Response	PIO	Establish a Joint Information Center (JIC) if incident scope expands regionally.	EOP Sec. 4.4.3 Public Information	Coordinate with County and OEM.
Initial Response	PIO / Logistics	Activate public inquiry line for information and assistance.	EOP Sec. 4.4.3 Public Information	Coordinate with County systems.
Initial Response	Planning Section / IC	Develop first IAP for 12-hour period with life safety priorities.	EOP Sec. 5.6 EOC Action Planning; ICS 202–206	Focus objectives on stabilization.
Initial Response	Planning Section	Establish EOC situation boards and begin hourly SITREPs.	EOP Sec. 4.4.2 Information Management; ICS 209	Include casualty, damage, and unmet needs.
Initial Response	Safety Officer	Implement responder safety protocols and PPE requirements.	EOP Sec. 5.4.2 Safety Officer; ICS 208	Brief responders before deployment.
Sustained Response	City Manager / Department Heads	Maintain continuity of essential City services through COOP.	EOP Sec. 3.4 Continuity of Operations	Relocate if facilities compromised.
Sustained Response	Operations / Public Works	Clear debris from priority routes for emergency access.	EOP Sec. 5.6.3 Operations Section	Prioritize hospitals and Emergency Transportation Routes (ETR).
Sustained Response	Finance/Admin	Provide daily finance and reimbursement updates to leadership.	EOP Sec. 4.5.1 Financial Management; ICS 214	Prepare FEMA PA documentation.
Sustained Response	IC / Liaison	Continue daily coordination calls with CCDM and OEM.	EOP Sec. 4.0 Concept of Operations	Report status and request resources.

Volcanic Activity Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Sustained Response	IC / Logistics	Develop demobilization plan for resources as recovery begins.	EOP Sec. 4.6.1 Demobilization	Release resources systematically.
Sustained Response	Liaison / Logistics	Request and manage mutual aid and State resources.	EOP Sec. 4.5.3 Mutual Aid; ICS 211, ICS 219	Stage resources and track with ICS forms.
Sustained Response	Liaison / Ops	Coordinate medical surge and behavioral health needs with Clackamas County Public Health.	EOP Sec. 6.0 ESF 8 Health & Medical	Work with hospitals and clinics.
Sustained Response	Liaison Officer	Assess community behavioral health needs and provide support.	EOP Sec. 6.0 ESF 8 Health & Medical	Partner with Non-Governmental Organizations (NGO) and counselors.
Sustained Response	Logistics / Liaison	Track volunteer and donations management with Volunteer Organizations Active in Disasters (VOAD).	EOP Sec. 4.5 Resource Management	Coordinate unaffiliated volunteers.
Sustained Response	Logistics / Operations	Establish and operate Point of Distribution (POD) for mass distribution of essentials.	EOP Sec. 4.5 Resource Management; FEMA POD Guide	Ensure site security.
Sustained Response	Logistics / Planning	Support schools with temporary facilities and feeding programs.	EOP Sec. 6.0 ESF 6 Mass Care	Work with School District.
Sustained Response	Logistics Section	Maintain responder rotations, meals, and rest schedules.	EOP Sec. 4.5 Resource Management	Prevent burnout and fatigue.
Sustained Response	Logistics Section	Ensure sanitation and waste management at shelters and PODs.	EOP Sec. 6.0 ESF 6 Mass Care	Prevent public health issues.
Sustained Response	Logistics Section	Coordinate fuel deliveries for generators and vehicles.	EOP Sec. 4.5 Resource Management; ICS 213RR	Prioritize critical services.
Sustained Response	Logistics Section	Expand sheltering capacity as needed with ARC and County Human Services.	EOP Sec. 6.0 ESF 6 Mass Care	Ensure ADA compliance and behavioral health support.
Sustained Response	Operations / Liaison	Monitor restoration progress of power and natural gas utilities.	EOP Sec. 6.0 ESF 12 Energy & Utilities	Work with PGE and NW Natural.
Sustained Response	Operations / Public Works	Coordinate major debris clearance with contractors and CCDM.	EOP Sec. 4.6.2 Transition to Recovery; ICS 215	Follow FEMA debris guidance.

Volcanic Activity Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Sustained Response	Operations / Wilsonville Police / CCSO	Ensure security presence at shelters and PODS	EOP Sec. 6.0 ESF 13 Public Safety & Security	Prevent looting and maintain order.
Sustained Response	PIO	Provide routine public updates on sheltering, utilities, and PODs.	EOP Sec. 4.4.3 Public Information; ICS 213, ICS 214	Coordinate with JIS.
Sustained Response	PIO	Maintain JIC operations to manage media and public messaging.	EOP Sec. 4.4.3 Public Information	Coordinate across agencies.
Sustained Response	Planning Section	Conduct daily IAP cycles with updated objectives and strategies.	EOP Sec. 5.6 EOC Action Planning; ICS 202–206	Hold Tactics and Planning Meetings.
Sustained Response	Planning Section	Submit daily SITREPs to CCDM and OEM with operational updates.	EOP Sec. 4.4.2 Information Management; ICS 209	Report damages and resource gaps.
Sustained Response	Planning Section	Maintain complete documentation of all operations.	EOP Sec. 4.4.2 Information Management; ICS 214	Prepare for After Action Report (AAR) / Improvement Plan(IP)
Sustained Response	Planning Section / IC	Initiate recovery planning for debris, housing, and economic stabilization.	EOP Sec. 4.6.2 Transition to Recovery	Engage stakeholders early.
Recovery	City Manager / EMC	Update Continuity of Operations Plans (COOP) with recovery lessons learned.	EOP Sec. 3.4 Continuity of Operations	Improve resilience for future events.
Recovery	City Manager / IC	Establish City recovery task force to manage long-term recovery efforts.	EOP Sec. 4.6.2 Transition to Recovery	Engage business, housing, and infrastructure sectors.
Recovery	City Manager / IC	Transition long-term recovery coordination to planning and development agencies.	EOP Sec. 4.6.2 Transition to Recovery	Close incident when stabilization achieved.
Recovery	EMC / Planning Section	Conduct AAR and produce IP to capture lessons learned.	EOP Sec. 7.1 Plan Review and Maintenance	Incorporate into future planning.
Recovery	EMC / Planning Section	Revise mitigation projects based on impacts and AAR findings.	EOP Sec. 7.1 Plan Review and Maintenance	Integrate with Hazard Mitigation Plan.
Recovery	Finance/Admin	Continue reimbursement processes with CCDM, OEM, and FEMA.	EOP Sec. 4.5.1 Financial Management; FEMA PA	Submit documentation timely.

Volcanic Activity Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Recovery	IC / Finance/Admin	Report recovery progress and fiscal status to City Council and community.	EOP Sec. 4.5.1 Financial Management	Maintain fiscal transparency.
Recovery	IC / Logistics	Finalize and implement demobilization plan for incident resources.	EOP Sec. 4.6.1 Demobilization; ICS 221	Release mutual aid resources.
Recovery	Liaison / Ops	Expand behavioral health support programs for affected community.	EOP Sec. 6.0 ESF 8 Health & Medical	Partner with County Public Health and NGOs.
Recovery	Operations / Utilities	Support restoration of utilities in coordination with local providers.	EOP Sec. 6.0 ESF 12 Energy & Utilities	Work with PGE and NW Natural.
Recovery	Ops / Public Works	Implement long-term debris management with CCDM and contractors.	EOP Sec. 4.6.2 Transition to Recovery; ICS 215	Coordinate with FEMA debris program.
Recovery	PIO	Provide regular public information updates on recovery progress.	EOP Sec. 4.4.3 Public Information	Maintain transparency with residents.
Recovery	Planning / Liaison	Coordinate economic recovery efforts with business community and County partners.	EOP Sec. 4.6.2 Transition to Recovery	Engage Chamber of Commerce.
Recovery	Planning / Logistics	Plan and implement long-term housing assistance for displaced residents.	EOP Sec. 6.0 ESF 6 Mass Care	Coordinate with FEMA IA and HUD.
Recovery	Planning / Logistics	Support schools in returning to normal operations and rebuilding facilities.	EOP Sec. 6.0 ESF 6 Mass Care	Coordinate with School District.

References and Resources

Acronyms and Abbreviations	Referenced ICS Forms	Additional References
AAR/IP – After Action Report / Improvement Plan ADA – Americans with Disabilities Act CCDM – Clackamas County Disaster Management COOP – Continuity of Operations Plan EMC – Emergency Management Coordinator EMS – Emergency Medical Services EOC – Emergency Operations Center EOP – Emergency Operations Plan ESF – Emergency Support Function ETR – Emergency Transportation Route FEMA – Federal Emergency Management Agency HUD – Housing and Urban Development IA – Individual Assistance IAP – Incident Action Plan IC – Incident Commander ICS – Incident Command System JIC – Joint Information Center JIS – Joint Information System NGOs – Non-Governmental Organizations OEM – Oregon Department of Emergency Management PA – Public Assistance PGE – Pacific Gas and Electric PIO – Public Information Officer PPE – Personal Protective Equipment SITREP – Situation Report TVF&R – Tualatin Valley Fire & Rescue VOAD – Volunteer Organizations Active in Disasters	ICS 202 – Incident Objectives ICS 203 – Organization Assignment List ICS 204 – Assignment List ICS 205 – Incident Radio Communications ICS 206 – Medical Plan ICS 208 – Site Safety and Control Plan ICS 211 – Incident Check-in List ICS 213 – General Message ICS 213RR – Resource Request ICS 214 – Activity Log ICS 215 – Operational Planning Worksheet ICS 219 – Resource Status Card ICS 221 – Demobilization Check-Out	None at this time.

NOTES

City of Wilsonville
Emergency Operations Plan
TERRORISM
INCIDENT ANNEX

December 2025



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INTRODUCTION

This Terrorism Incident Annex supports implementation of the City of Wilsonville's Emergency Operations Plan (EOP) by providing a hazard-specific operational checklist for terrorism response. It is designed to guide City staff through key actions during a terrorism incident, with a focus on rapid decision-making and coordination. The annex outlines critical considerations for incidents that involve Weapons of Mass Destruction (WMD) and Chemical, Biological, Radiological, Nuclear and Explosive (CBRNE) materials, referencing relevant Emergency Operations Center (EOC) roles and associated EOP content. While not exhaustive, the checklist serves as a quick-reference tool to help staff manage impacts to infrastructure, public safety, and essential services during a terrorism event. The action items are sorted into the respective phase of an emergency in which these actions should occur (initial response, sustained response, or recovery) and the responsible party. The action items are not sorted in terms of sequential or hierarchal order.

RESPONSE AUTHORITY

Law enforcement agencies will normally take the lead role in crisis management. The City Police department has the lead role in terrorism crisis management within the City, and the County Sheriff's Offices have this role elsewhere in the Counties. The lead agencies for the State and Federal government are Oregon State Police and the Federal Bureau of Investigations (FBI). The laws of the United States assign primary authority to State and local governments to respond to the consequences of terrorism; the Federal government provides assistance as required. The City and County EOCs typically will be activated and have the lead role in terrorism consequence management for most types of terrorist incidents, but the County Health Department will be assigned the lead local role in terrorism consequence management for incidents involving biological agents. The Oregon Office of Emergency Management and Federal Emergency Management Agency are the State and Federal consequence management leads.

TERRORISM INCIDENT CHECKLIST

Terrorism Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Initial Response	EMC / IC	Activate the EOC upon recommendation from the City Police Department. Unified Command may consist of County, regional, State, and Federal crisis management and consequence management agencies.	EOP Sec. 4.3.3 EOC; ICS 201, ICS 203	Document roles on ICS 214.
Initial Response	Finance/Admin Section Chief	Begin cost tracking and documentation for reimbursement.	EOP Sec. 4.5.1 Financial Management; ICS 214	Ensure FEMA PA compliance.
Initial Response	Finance/Admin Section Chief	Provide initial finance briefing to IC and City leadership.	EOP Sec. 4.5.1 Financial Management	Report early costs and funding needs.
Initial Response	IC / Liaison Officer	Notify CCDM of activation and provide initial SITREP.	EOP Sec. 4.0 Concept of Operations; ICS 213	Use redundant communications.
Initial Response	Safety Officer/Operations Section	Determine responder activities and establish non-contaminated areas prior to mobilizing resources	EOP Sec. 4.0 Concept of Operations	Coordinate with first responders.
Initial Response	Safety Officer	Evaluate the safety of emergency personnel. Initiate development of site- and agent-specific health and safety plan.	EOP Sec. 5.4.2 Safety Officer	Document in ICS 208.
Initial Response	IC / Liaison Officer	Coordinate with CCDM on requests for State and Federal resources.	EOP Sec. 4.0 Concept of Operations	Document unmet needs.
Initial Response	Liaison / Logistics	Request mutual aid as needed.	EOP Sec. 4.5.3 Mutual Aid	Coordinate through CCDM.
Initial Response	Law Enforcement	Control the scene. Alert the public and consider shelter-in-place needs, relocation of people/animals, and special needs.	EOP Sec. 5 Incident Management	Logistics section will support sheltering as needed.

Terrorism Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Initial Response	Planning Section	Conduct hazard assessment. In the case of a possible intentional release, begin addressing information needs for criminal investigation.	EOP Sec. 5.5.1 Planning Section	What is the ultimate purpose of the biological release? What is the target? Do further hazards and secondary threats exist? What is the source of release?
Initial Response	Liaison Officer	Coordinate status checks with schools, hospitals, and long-term care facilities.	EOP Sec. 6.0 ESF 8 Health & Medical	Work with Clackamas County Public Health.
Initial Response	Logistics Section	Track personnel accountability using ICS 211 check-in sheets.	EOP Sec. 4.5 Resource Management; ICS 211	Ensure responder safety.
Initial Response	Logistics Section	Open initial shelters in coordination with ARC and County Human Services.	EOP Sec. 6.0 ESF 6 Mass Care	Ensure accessibility and capacity.
Initial Response	Logistics Section	Activate staging areas for incoming resources.	EOP Sec. 4.5 Resource Management; ICS 211	Track with ICS 219 and 218.
Initial Response	Logistics Section	Provide emergency supplies to opened shelters.	EOP Sec. 6.0 ESF 6 Mass Care	Coordinate deliveries with County logistics.
Initial Response	Operations / Liaison	Coordinate utility shutoffs with PGE and NW Natural to prevent hazards.	EOP Sec. 6.0 ESF 12 Energy & Utilities	Prioritize life safety.
Initial Response	Operations / Wilsonville Police / CCSO	Deploy police to manage traffic, security, and crowd control.	EOP Sec. 6.0 ESF 13 Public Safety & Security	Secure hazardous areas.
Initial Response	Operations Section	Conduct search and rescue, fire suppression, and EMS triage.	EOP Sec. 5.6.3 Operations Section; ICS 204	Coordinate with TVF&R and EMS.
Initial Response	PIO	Issue protective action guidance to the public (evacuations).	EOP Sec. 4.4.3 Public Information; ICS 213	Coordinate with County JIS.
Initial Response	PIO	Release hourly public information updates via Joint Information System (JIS).	EOP Sec. 4.4.3 Public Information; ICS 214	Counter misinformation quickly.
Initial Response	PIO	Establish a Joint Information Center (JIC) if incident scope expands regionally.	EOP Sec. 4.4.3 Public Information	Coordinate with County and OEM.

Terrorism Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Initial Response	PIO / Logistics	Activate public inquiry line for information and assistance.	EOP Sec. 4.4.3 Public Information	Coordinate with County systems.
Initial Response	Planning Section / IC	Develop first IAP for 12-hour period with life safety priorities. Outline response goals and timelines and prepare for longer term (1–7 day) logistics, staffing, and operations.	EOP Sec. 5.6 EOC Action Planning; ICS 202–206	Focus objectives on stabilization.
Initial Response	Planning Section	Establish EOC situation boards and begin hourly SITREPs.	EOP Sec. 4.4.2 Information Management; ICS 209	Include casualty, damage, and unmet needs.
Sustained Response	City Manager / Department Heads	Maintain continuity of essential City services through COOP.	EOP Sec. 3.4 Continuity of Operations	Relocate if facilities compromised.
Sustained Response	Logistics Section/Liaison Officer	Maintain communication between field response crews, local/County EOCs, the regional EOC, and the State ECC, as applicable.	EOP Sec. 5 Incident Management	Communication should be ongoing throughout the duration of the response and include incident status reports, resource requests, and projected staffing and equipment needs.
Sustained Response	Planning Section	Gather additional information. Include photographs and video recording.	EOP Sec. 5.5.1 Planning Section	Use information to support IAP development.
Sustained Response	IC/Operations	If an explosive device is found, clear the immediate area and notify appropriate first responders.	EOP Sec. 5 Incident Management	Be cognizant of any secondary devices that may be on site. Be cognizant that CBRNE agents may be present.
Sustained Response	IC	Establish an Incident Command Post near the incident location.	EOP Sec. 4.3.2 Incident Command Post	This should be located uphill and upwind of the incident location.
Sustained Response	IC	Notify the regional HazMat team, public health agencies, support agencies, dispatch centers/public safety answering points, adjacent jurisdictions, Federal agencies (including the FBI), and County ESF leads/coordinators of any situational changes.	EOP Sec. 4.4 Communications and Information Management	Notification to the OSP and the FBI is required for all terrorism incidents. If an incident occurs on State highways, ensure that ODOT has been notified.

Terrorism Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Sustained Response	Planning Section	Obtain current and forecasted weather to project potential HazMat vapor plumes.	EOP Sec. 5.5.1 Planning Section	This activity should be recurring.
Sustained Response	Finance/Admin	Provide daily finance and reimbursement updates to leadership.	EOP Sec. 4.5.1 Financial Management; ICS 214	Prepare FEMA PA documentation.
Sustained Response	IC / Liaison	Continue daily coordination calls with CCDM and OEM.	EOP Sec. 4.0 Concept of Operations	Report status and request resources.
Sustained Response	IC / Logistics	Develop demobilization plan for resources as recovery begins.	EOP Sec. 4.6.1 Demobilization	Release resources systematically.
Sustained Response	Liaison / Logistics	Request and manage mutual aid and State resources.	EOP Sec. 4.5.3 Mutual Aid; ICS 211, ICS 219	Stage resources and track with ICS forms.
Sustained Response	Liaison / Ops	Coordinate medical surge and behavioral health needs with Clackamas County Public Health.	EOP Sec. 6.0 ESF 8 Health & Medical	Work with hospitals and clinics.
Sustained Response	Liaison Officer	Assess community behavioral health needs and provide support.	EOP Sec. 6.0 ESF 8 Health & Medical	Partner with Non-Governmental Organizations (NGO) and counselors.
Sustained Response	Logistics / Liaison	Track volunteer and donations management with Volunteer Organizations Active in Disasters (VOAD).	EOP Sec. 4.5 Resource Management	Coordinate unaffiliated volunteers.
Sustained Response	Logistics / Planning	Support schools with temporary facilities and feeding programs.	EOP Sec. 6.0 ESF 6 Mass Care	Work with School District.
Sustained Response	Logistics Section	Maintain responder rotations, meals, and rest schedules.	EOP Sec. 4.5 Resource Management	Prevent burnout and fatigue.
Sustained Response	Logistics Section	Coordinate fuel deliveries for generators and vehicles.	EOP Sec. 4.5 Resource Management; ICS 213RR	Prioritize critical services.
Sustained Response	Logistics Section	Expand sheltering capacity as needed with ARC and County Human Services.	EOP Sec. 6.0 ESF 6 Mass Care	Ensure ADA compliance and behavioral health support.
Sustained Response	Operations / Liaison	Monitor restoration progress of power and natural gas utilities.	EOP Sec. 6.0 ESF 12 Energy & Utilities	Work with PGE and NW Natural.

Terrorism Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Sustained Response	Operations / Public Works	Coordinate major debris clearance with contractors and CCDM.	EOP Sec. 4.6.2 Transition to Recovery; ICS 215	Follow FEMA debris guidance.
Sustained Response	Operations / Wilsonville Police / CCSO	Ensure security presence at shelters.	EOP Sec. 6.0 ESF 13 Public Safety & Security	Prevent looting and maintain order.
Sustained Response	PIO	Provide routine public updates on sheltering and utilities.	EOP Sec. 4.4.3 Public Information; ICS 213, ICS 214	Coordinate with JIS.
Sustained Response	PIO	Maintain JIC operations to manage media and public messaging.	EOP Sec. 4.4.3 Public Information	Coordinate across agencies.
Sustained Response	Planning Section	Conduct daily IAP cycles with updated objectives and strategies.	EOP Sec. 5.6 EOC Action Planning; ICS 202–206	Hold Tactics and Planning Meetings.
Sustained Response	Planning / Public Works	Conduct detailed inspections and placarding of damaged buildings.	EOP Sec. 4.4.2 Information Management	Use ATC-20/45 procedures.
Sustained Response	Planning Section	Submit daily SITREPs to CCDM and OEM with operational updates.	EOP Sec. 4.4.2 Information Management; ICS 209	Report damages and resource gaps.
Sustained Response	Planning Section	Maintain complete documentation of all operations.	EOP Sec. 4.4.2 Information Management; ICS 214	Prepare for After Action Report (AAR) / Improvement Plan (IP)
Sustained Response	Planning Section / IC	Initiate recovery planning for debris and economic stabilization.	EOP Sec. 4.6.2 Transition to Recovery	Engage stakeholders early.
Recovery	City Manager / EMC	Update Continuity of Operations Plans (COOP) with recovery lessons learned.	EOP Sec. 3.4 Continuity of Operations	Improve resilience for future events.
Recovery	City Manager / IC	Establish City recovery task force to manage long-term recovery efforts.	EOP Sec. 4.6.2 Transition to Recovery	Engage business, housing, and infrastructure sectors.
Recovery	City Manager / IC	Transition long-term recovery coordination to planning and development agencies.	EOP Sec. 4.6.2 Transition to Recovery	Close incident when stabilization achieved.
Recovery	EMC / Planning Section	Conduct AAR and produce IP to capture lessons learned.	EOP Sec. 7.1 Plan Review and Maintenance	Incorporate into future planning.
Recovery	EMC / Planning Section	Revise mitigation projects based on impacts and AAR findings.	EOP Sec. 7.1 Plan Review and Maintenance	Integrate with Hazard Mitigation Plan.

Terrorism Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Recovery	Finance/Admin	Continue reimbursement processes with CCDM, OEM, and FEMA.	EOP Sec. 4.5.1 Financial Management; FEMA PA	Submit documentation timely.
Recovery	IC / Finance/Admin	Report recovery progress and fiscal status to City Council and community.	EOP Sec. 4.5.1 Financial Management	Maintain fiscal transparency.
Recovery	IC / Logistics	Finalize and implement demobilization plan for incident resources.	EOP Sec. 4.6.1 Demobilization; ICS 221	Release mutual aid resources.
Recovery	Liaison / Ops	Expand behavioral health support programs for affected community.	EOP Sec. 6.0 ESF 8 Health & Medical	Partner with County Public Health and NGOs.
Recovery	Operations / Utilities	Support restoration of utilities in coordination with local providers.	EOP Sec. 6.0 ESF 12 Energy & Utilities	Work with PGE and NW Natural.
Recovery	Ops / Public Works	Implement long-term debris management with CCDM and contractors.	EOP Sec. 4.6.2 Transition to Recovery; ICS 215	Coordinate with FEMA debris program.
Recovery	PIO	Provide regular public information updates on recovery progress.	EOP Sec. 4.4.3 Public Information	Maintain transparency with residents.
Recovery	Planning / Liaison	Coordinate economic recovery efforts with business community and County partners.	EOP Sec. 4.6.2 Transition to Recovery	Engage Chamber of Commerce.
Recovery	Planning / Logistics	Plan and implement long-term housing assistance for displaced residents.	EOP Sec. 6.0 ESF 6 Mass Care	Coordinate with FEMA IA and HUD.
Recovery	Planning / Logistics	Support schools in returning to normal operations and rebuilding facilities.	EOP Sec. 6.0 ESF 6 Mass Care	Coordinate with School District.

References and Resources

Acronyms and Abbreviations	Referenced ICS Forms	Additional References
AAR/IP – After Action Report / Improvement Plan ADA – Americans with Disabilities Act CBRNE – Chemical, Biological, Radiological, Nuclear and Explosive CCDM – Clackamas County Disaster Management COOP – Continuity of Operations plan ECC – Emergency Coordination Center EMC – Emergency Management Coordinator EMS – Emergency Medical Services EOC – Emergency Operations Center EOP – Emergency Operations Plan ESF – Emergency Support Function ETR – Emergency Transportation Route FBI – Federal Bureau of Investigations FEMA – Federal Emergency Management Agency HUD – Housing and Urban Development IA – Individual Assistance IAP – Incident Action Plan IC – Incident Commander ICS – Incident Command System JIC – Joint Information Center JIS – Joint Information System NGOs – Non-Governmental Organizations ODOT – Oregon Department of Transportation OEM – Oregon Department of Emergency Management PA – Public Assistance PGE – Pacific Gas and Electric PIO – Public Information Officer PPE – Personal Protective Equipment SITREP – Situation Report TVF&R – Tualatin Valley Fire & Rescue VOAD – Volunteer Organizations Active in Disasters	ICS 202 – Incident Objectives ICS 203 – Organization Assignment List ICS 204 – Assignment List ICS 205 – Incident Radio Communications ICS 206 – Medical Plan ICS 208 – Site Safety and Control Plan ICS 211 – Incident Check-in List ICS 213 – General Message ICS 213RR – Resource Request ICS 214 – Activity Log ICS 215 – Operational Planning Worksheet ICS 219 – Resource Status Card ICS 221 – Demobilization Check-Out	None at this time.

References and Resources		
Acronyms and Abbreviations	Referenced ICS Forms	Additional References
WMD – Weapons of Mass Destruction		

NOTES

City of Wilsonville
Emergency Operations Plan
EXTREME HEAT
INCIDENT ANNEX

December 2025



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INTRODUCTION

This Extreme Heat Incident Annex supports implementation of the City of Wilsonville's Emergency Operations Plan (EOP) by providing a hazard-specific operational checklist for extreme heat response. It is designed to guide City staff through key actions during a severe weather incident, with a focus on rapid decision-making and coordination. The annex outlines critical considerations for both extreme heat referencing relevant Emergency Operations Center (EOC) roles and associated EOP content. In addition, this annex is written to align with the Clackamas County Disaster Management Heat and hazardous Air Quality Standing Operating Procedure. While not exhaustive, the checklist serves as a quick-reference tool to help staff manage impacts to infrastructure, public safety, and essential services during an extreme heat event. The action items are sorted into the respective phase of an emergency in which these actions should occur (pre-incident, initial response, sustained response, or recovery) and the responsible party. The action items are not sorted in terms of sequential or hierarchical order.

HAZARD OVERVIEW

Wilsonville faces significant severe weather risk from extreme heat. According to the Oregon Health Authority, an "excessive heat event" is at least two days of temperatures above 100°F or at least two days when heat and humidity feel like 105° or more. Extreme heat occurs in Wilsonville every two to three years, typically lasting two to three days but can last up to five days. Extreme heat can lead to life-threatening consequences, particularly for vulnerable populations, including 65+, children, those living in older or temporary housing, and field workers. Additionally, extreme heat can have major impacts to infrastructure, including but not limited to power grid overload due to increased electricity demand for air conditioning, pipe and concrete expansion, and communication system failure. Based on Oregon Climate Change Research Institute's modeling for Clackamas County, the number of days with 90°F is projected to increase by an average of 12 days by the 2050s.

EXTREME HEAT INCIDENT CHECKLIST

Extreme Heat Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Initial Response	EMC / IC	Activate the EOC 24 hours prior to an anticipated extreme heat event and assign ICS roles.	EOP Sec. 4.3.3 EOC; ICS 201, ICS 203	Document roles on ICS 214.
Initial Response	City Manager	Determine if library can extend hours based on weather, power availability, and staffing conditions.	EOP Health and Human Services Functional Annex	Library can serve as an unofficial cooling shelter
Initial Response	Finance/Admin Section Chief	Begin cost tracking and documentation for reimbursement.	EOP Sec. 4.5.1 Financial Management; ICS 214	Ensure FEMA PA compliance.
Initial Response	City Public Relations	Update website and social media with cooling shelter hours and information.	EOP Sec. 6.0 ESF 6 Mass Care	Update message on Blinky (digital sign).
Initial Response	Assistant City Manager	Notify LINCC of intent to extend hours.	EOP Health and Human Services Functional Annex	Ask to extend public internet PC hours.
Initial Response	Assistant City Manager	Ask City IT to extend automatic door hours.	EOP Health and Human Services Functional Annex	Ask Public Works to extend HVAC hours for manned buildings.
Initial Response	Finance/Admin Section Chief	Provide initial finance briefing to IC and City leadership.	EOP Sec. 4.5.1 Financial Management	Report early costs and funding needs.
Initial Response	Initial Response	Notify CCDM of activation and provide initial SITREP.	EOP Sec. 4.0 Concept of Operations; ICS 213	Use redundant communications.
Initial Response	Planning Section	If County shelters or relief centers are activated, obtain cooling/air quality shelter information.	EOP Health and Human Services Functional Annex	Confirm operational status with H3S, including location information and occupancy capacity.
Initial Response	IC / Liaison Officer	Identify if CCDM is hosting an Intra-County Situational Awareness call.	EOP Health and Human Services Functional Annex	Document pertinent information for IAP development.
Initial Response	IC / Liaison Officer	Coordinate with CCDM on requests for State and Federal resources.	EOP Sec. 4.0 Concept of Operations	Document unmet needs (ie. Generators).
Initial Response	Liaison / Logistics	Request mutual aid as needed.	EOP Sec. 4.5.3 Mutual Aid	Coordinate through CCDM.

Extreme Heat Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Initial Response	Liaison Officer	Coordinate status checks with schools, hospitals, and long-term care facilities.	EOP Sec. 6.0 ESF 8 Health & Medical	Work with Clackamas County Public Health.
Initial Response	Logistics Section	Track personnel accountability using ICS 211 check-in sheets.	EOP Sec. 4.5 Resource Management; ICS 211	Ensure responder safety.
Initial Response	Logistics Section	Activate staging areas for incoming resources.	EOP Sec. 4.5 Resource Management; ICS 211	Track with ICS 219 and 218.
Initial Response	Logistics Section	Provide emergency supplies to opened shelters.	EOP Sec. 6.0 ESF 6 Mass Care	Coordinate deliveries with County logistics.
Initial Response	PIO	Release hourly public information updates via Joint Information System (JIS).	EOP Sec. 4.4.3 Public Information; ICS 214	Counter misinformation quickly.
Initial Response	PIO	Establish a Joint Information Center (JIC) if incident scope expands regionally.	EOP Sec. 4.4.3 Public Information	Coordinate with County and OEM.
Initial Response	PIO / Logistics	Activate public inquiry line for information and assistance.	EOP Sec. 4.4.3 Public Information	Coordinate with County systems.
Initial Response	Planning Section / IC	Develop first IAP for 12-hour period with life safety priorities.	EOP Sec. 5.6 EOC Action Planning; ICS 202–206	Focus objectives on stabilization.
Initial Response	Planning Section	Establish EOC situation boards and begin hourly SITREPs.	EOP Sec. 4.4.2 Information Management; ICS 209	Include unmet needs.
Initial Response	Safety Officer	Implement responder safety protocols, including PPE requirements.	EOP Sec. 5.4.2 Safety Officer; ICS 208	Brief responders before deployment to any calls.
Sustained Response	Planning Section	Monitor National Weather Services (NWS) briefings for current weather forecasts.	EOP Sec. 4.4.3 Public Information;	CCDM Duty Officer will send significant weather information to Intra County City and Special District Emergency Management personnel
Sustained Response	Logistics Section	Identify available transportation services for vulnerable populations and animals.	EOP Sec. 6.0 ESF 11 Agriculture and Animal Protection	Report on the availability and operational status of veterinary clinics and animal care services.
Sustained Response	City Manager / Department Heads	Maintain continuity of essential City services through COOP.	EOP Sec. 3.4 Continuity of Operations	Relocate if facilities compromised.

Extreme Heat Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Sustained Response	Finance/Admin	Provide daily finance and reimbursement updates to leadership.	EOP Sec. 4.5.1 Financial Management; ICS 214	Prepare FEMA PA documentation.
Sustained Response	IC / Liaison	Continue daily coordination calls with CCDM and OEM.	EOP Sec. 4.0 Concept of Operations	Report status and request resources.
Sustained Response	IC / Logistics	Develop demobilization plan for resources as recovery begins.	EOP Sec. 4.6.1 Demobilization	Release resources systematically.
Sustained Response	Liaison / Logistics	Request and manage mutual aid and State resources.	EOP Sec. 4.5.3 Mutual Aid; ICS 211, ICS 219	Stage resources and track with ICS forms.
Sustained Response	Liaison / Ops	Coordinate medical surge and behavioral health needs with Clackamas County Public Health.	EOP Sec. 6.0 ESF 8 Health & Medical	Work with hospitals and clinics.
Sustained Response	Operations / Wilsonville Police	Respond to heat related infrastructure impacts.	EOP Sec. 4.0 Concept of Operations	Document all damages.
Sustained Response	Logistics Section	Coordinate fuel deliveries for generators and vehicles.	EOP Sec. 4.5 Resource Management; ICS 213RR	Prioritize critical services.
Sustained Response	Logistics Section	Expand sheltering capacity as needed with ARC and County Human Services.	EOP Sec. 6.0 ESF 6 Mass Care	Ensure ADA compliance and behavioral health support.
Sustained Response	Operations / Wilsonville Police / CCSO	Ensure security presence at shelters.	EOP Sec. 6.0 ESF 13 Public Safety & Security	Prevent looting and maintain order.
Sustained Response	PIO	Provide routine plain-language guidance and public updates on sheltering and utilities.	EOP Sec. 4.4.3 Public Information; ICS 213, ICS 214	Coordinate with JIS. Provide tips on hydration, avoiding, outdoor work, and recognizing heat illness.
Sustained Response	PIO	Maintain JIC operations to manage media and public messaging.	EOP Sec. 4.4.3 Public Information	Coordinate across agencies.
Sustained Response	Planning Section	Conduct daily IAP cycles with updated objectives and strategies.	EOP Sec. 5.6 EOC Action Planning; ICS 202–206	Hold Tactics and Planning Meetings.
Sustained Response	Planning Section	Submit daily SITREPs to CCDM and OEM with operational updates.	EOP Sec. 4.4.2 Information Management; ICS 209	Report resource gaps.

Extreme Heat Incident Checklist

Phase	Responsible Party	Activity	Reference	Notes
Sustained Response	Planning Section	Maintain complete documentation of all operations.	EOP Sec. 4.4.2 Information Management; ICS 214	Prepare for After Action Report (AAR) / Improvement Plan (IP)
Recovery	City Manager / EMC	Update Continuity of Operations Plans (COOP) with recovery lessons learned.	EOP Sec. 3.4 Continuity of Operations	Improve resilience for future events.
Recovery	City Manager / IC	Establish City recovery task force to manage long-term recovery efforts.	EOP Sec. 4.6.2 Transition to Recovery	Engage business, housing, and infrastructure sectors.
Recovery	City Manager / IC	Transition long-term recovery coordination to planning and development agencies.	EOP Sec. 4.6.2 Transition to Recovery	Close incident when stabilization achieved.
Recovery	EMC / Planning Section	Conduct AAR and produce IP to capture lessons learned.	EOP Sec. 7.1 Plan Review and Maintenance	Incorporate into future planning.
Recovery	EMC / Planning Section	Revise mitigation projects based on weather impacts and AAR findings.	EOP Sec. 7.1 Plan Review and Maintenance	Integrate with Hazard Mitigation Plan.
Recovery	Finance/Admin	Continue reimbursement processes with CCDM, OEM, and FEMA.	EOP Sec. 4.5.1 Financial Management; FEMA PA	Submit documentation timely.
Recovery	IC / Finance/Admin	Report recovery progress and fiscal status to City Council and community.	EOP Sec. 4.5.1 Financial Management	Maintain fiscal transparency.
Recovery	IC / Logistics	Finalize and implement demobilization plan for incident resources.	EOP Sec. 4.6.1 Demobilization; ICS 221	Release mutual aid resources.
Recovery	Liaison / Ops	Expand behavioral health support programs for affected community.	EOP Sec. 6.0 ESF 8 Health & Medical	Partner with County Public Health and NGOs.
Recovery	Operations / Utilities	Support restoration of utilities in coordination with local providers.	EOP Sec. 6.0 ESF 12 Energy & Utilities	Work with PGE and NW Natural.
Recovery	PIO	Provide regular public information updates on recovery progress.	EOP Sec. 4.4.3 Public Information	Maintain transparency with residents.
Recovery	Planning / Liaison	Coordinate economic recovery efforts with business community and County partners.	EOP Sec. 4.6.2 Transition to Recovery	Engage Chamber of Commerce.

References and Resources

Acronyms and Abbreviations	Referenced ICS Forms	Additional References
AAR/IP – After Action Report / Improvement Plan ADA – Americans with Disabilities Act CCDM – Clackamas County Disaster Management CSZ – Cascadia Subduction Zone EMC – Emergency Management Coordinator EOC – Emergency Operations Center EOP – Emergency Operations Plan ESF – Emergency Support Function ETR – Emergency Transportation Route FEMA – Federal Emergency Management Agency IA – Individual Assistance IAP – Incident Action Plan IC – Incident Commander ICS – Incident Command System JIC – Joint Information Center JIS – Joint Information System ODEM – Oregon Department of Emergency Management PA – Public Assistance PIO – Public Information Officer POD – Point of Distribution SITREP – Situation Report	ICS 202 – Incident Objectives ICS 203 – Organization Assignment List ICS 204 – Assignment List ICS 205 – Incident Radio Communications ICS 211 – Incident Check-in List ICS 213 – General Message ICS 213RR – Resource Request ICS 214 – Activity Log ICS 215 – Operational Planning Worksheet ICS 221 – Demobilization Check-Out	None at this time.

NOTES
