

**Washington County  
EMERGENCY OPERATIONS PLAN**



**June 4, 2024**

**Prepared by:**

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# Preface

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

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

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

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# Letter of Promulgation

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

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

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

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



Kathryn Harrington  
Chair, Board of County Commissioners  
Washington County, Oregon



Date

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# Plan Administration

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

**Record of Plan Changes**

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

Date	Change #	Summary of Changes
2011	Original Release	
2017	1	<ul style="list-style-type: none"> <li>• Addressed organizational changes; OCEM changed to EMC; added reference to the Regional Disaster Preparedness Organization.</li> <li>• Incorporated the Washington County Multiagency Coordination Group (sections 2.8 and 3.1.1)</li> <li>• Incorporated the Regional MACS ConOps Plan, Regional Multiagency Coordination Group, Regional Logistics Support Team, and Regional JIC/JIS.</li> <li>• Removed references to ‘prevention’ from the discussion of the phases of emergency management (sec. 2.2), to support consistency with National Preparedness Goal.</li> <li>• Updated Section 3 – Organization and Assignment of Responsibilities. Clarified the roles and responsibilities of several organizations.</li> <li>• Made various changes throughout to improve clarity and readability.</li> </ul>
2024	2	<ul style="list-style-type: none"> <li>• Reduced hardcopy and electronic distribution of plan updates.</li> <li>• Moved Situation and Assumptions out of the Introduction into a standalone section.</li> <li>• Restructured and expanded the Introduction by including a brief description of the County organization, an equity statement, a commitment to national guidance, and more.</li> <li>• Revised the Situation and Assumptions section by addressing vulnerable populations and facilities and significantly revising the summary of response capabilities in the county.</li> <li>• Overhauled the Concept of Operations (ConOps) section by moving the response facilities and entities from the Organization and Responsibilities section to the ConOps; discussing the IOMT, expanded dispatch, and regional MAC system entities; addressing incident response equipment, data systems, personnel, and comms; shifting from homeland security incident types to FEMA incident complexity types; moving away from activation levels to response levels; discussing virtual, hybrid, and physical activation of the EOC and DOCs; adding functional operations including equity and</li> </ul>

		<p>inclusion, information management, and responder health and safety; and more.</p> <ul style="list-style-type: none"><li>• Update the Organization and Responsibilities section to reflect dissolution of the Support Services Department.</li><li>• Restructured the Plan Development and Maintenance section to address content management, review schedule, and maintenance process.</li><li>• Made numerous editorial changes throughout to improve clarity and readability.</li></ul>

**Plan Distribution List**

The Washington County Emergency Operations Plan is distributed in hard copy and electronically as noted in the tables below. It is also posted on the Washington County website. Updates will be distributed when they are adopted. Recipients are responsible for updating their copies of the plan when changes are received.

**Organizations and individuals that receive a hard copy**

Organization / Individual	Recipient/ POC	Transmittal Date/#	# of Copies
Board Chair (At-Large)			1
Emergency Management Manager	John Wheeler		1
Emergency Management Supervisor	Brittany Miller		2
EOC at Law Enforcement Center			3
Department of Land Use and Transportation Emergency Management Coordinator			1
Internal Operations Management Team			1
Oregon Department of Emergency Management			1

**Organizations and EOC staff that receive email updates**

Organization
<b>County Departments / Offices</b>
County Administrative Office
Assessment & Taxation
Community Corrections
Community Development
Cooperative Library
County Counsel
Health and Human Services
Housing Services
Juvenile Services
Land Use and Transportation
Sheriff's Office
Facilities Fleet and Parks
Finance
Human Resources
Risk Management
Information Technology Services
<b>EOC Staff</b>
EOC Incident Commander
EOC Deputy Incident Commander
EOC Public Information Officer
EOC Planning Chief
EOC Operations Chief
EOC Logistics Chief
EOC Finance Chief

**Organizations and individuals that will be notified of plan updates and directed to the County Emergency Management website to review and download**

City of Beaverton Emergency Manager
Clean Water Services Emergency Manager
Forest Grove-Cornelius Emergency Manager
City of Hillsboro Emergency Manager
City of Sherwood Emergency Manager
City of Tigard Emergency Manager
City of Tualatin Emergency Manager
Tualatin Valley Fire & Rescue Emergency Manager
City of Banks
City of Durham
City of Gaston
City of King City
City of North Plains
City of Wilsonville
Clackamas County
Clark County
Columbia County
Multnomah County
City of Portland
Tillamook County
Yamhill County
Banks Fire District #13
Gaston Rural Fire District
Metro
Port of Portland
TriMet
Tualatin Hills Park & Recreation District
Tualatin Valley Irrigation District
Tualatin Valley Water District
Washington County Consolidated Communications Agency (WCCCA)
Joint Water Commission
Banks School District
Beaverton School District
Forest Grove School District
Gaston School District
Hillsboro School District
Sherwood School District
Tigard/Tualatin School District
Portland Community College
Kaiser Westside Medical Center
Legacy Meridian Park Hospital
Providence Health & Services
Providence St. Vincent Medical Center
Hillsboro Medical Center
Forest Grove Light & Power
Northwest Natural
Portland General Electric
West Oregon Electric Co-op
Intel Corporation

American Medical Response
American Red Cross, Cascades Region
Partner Community Based Organizations
Oregon Department of Transportation
Washington County Watermaster

# Table of Contents

<b>1</b>	<b>Introduction .....</b>	<b>1-1</b>
1.1	Purpose .....	1-1
1.2	Scope.....	1-2
1.3	Plan Organization .....	1-2
1.4	County Organization .....	1-4
1.5	Equity Statement .....	1-4
1.6	National Systems and Frameworks .....	1-5
1.7	Key Statutes and Authorities.....	1-5
1.8	Mutual Aid and Other Agreements.....	1-5
1.9	Acronyms and Terms.....	1-6
<b>2</b>	<b>Situation and Assumptions .....</b>	<b>2-1</b>
2.1	Situation.....	2-1
2.1.1	General .....	2-1
2.1.2	Risk Environment.....	2-1
2.1.3	Vulnerable Populations and Facilities.....	2-1
2.1.4	Capability Overview.....	2-2
2.2	Planning Assumptions .....	2-4
<b>3</b>	<b>Concept of Operations.....</b>	<b>3-1</b>
3.1	General.....	3-1
3.2	Phases of Emergency Management.....	3-1
3.2.1	Mitigation.....	3-2
3.2.2	Preparedness.....	3-2
3.2.3	Response .....	3-4
3.2.4	Recovery .....	3-4
3.3	Emergency Response System Components .....	3-5
3.3.1	Incident Response Facilities and Entities .....	3-5
3.3.2	Incident Response Equipment/Systems.....	3-8
3.3.3	Incident Response Personnel .....	3-9
3.3.4	Incident Response Communications .....	3-10
3.4	Incident Complexity and Types.....	3-10
3.5	Incident Awareness and Alerting .....	3-12
3.6	Response Levels .....	3-12
3.7	EOC/DOC Activation and Notification .....	3-13
3.7.1	Authority .....	3-13
3.7.2	Process .....	3-14
3.7.3	Notification .....	3-14
3.7.4	Setup and Configuration.....	3-14
3.8	Emergency Powers.....	3-15

3.9	Functional Response Operations .....	3-15
3.9.1	Policy Coordination.....	3-16
3.9.2	Equity and Inclusion.....	3-16
3.9.3	Information Collection, Analysis, and Dissemination .....	3-18
3.9.4	Responder Health and Safety.....	3-18
3.10	Continuity of Emergency Operations.....	3-19
3.10.1	Essential Functions.....	3-19
<b>4</b>	<b>Organization and Assignment of Responsibilities .....</b>	<b>4-1</b>
4.1	General .....	4-1
4.2	Roles and Responsibilities .....	4-1
4.2.1	Emergency Operations Entities .....	4-1
4.2.2	Washington County Departments and Offices.....	4-4
4.2.3	Non-County Organizations Which May Participate in or Support County Emergency Response Activities.....	4-10
<b>5</b>	<b>Direction, Control, and Coordination .....</b>	<b>5-1</b>
5.1	General .....	5-1
5.2	Coordination among Response Elements.....	5-1
<b>6</b>	<b>Administration, Finance, and Logistics .....</b>	<b>6-1</b>
6.1	Logistics Management and Resource Support.....	6-1
6.2	Documentation .....	6-2
6.2.1	Reports and Logs .....	6-2
6.2.2	Records Management .....	6-3
6.2.3	Information Security.....	6-3
6.3	Accounting and Cost Recovery .....	6-4
6.4	Post-Incident and Exercise Review.....	6-4
<b>7</b>	<b>Plan Development and Maintenance.....</b>	<b>7-1</b>
7.1	Content Management.....	7-1
7.2	Plan Review Schedule .....	7-1
7.3	Maintenance Process.....	7-1
<b>8</b>	<b>Authorities and References .....</b>	<b>8-1</b>
8.1	Authorities .....	8-1
8.1.1	Federal .....	8-1
8.1.2	State .....	8-1
8.1.3	Local .....	8-2
8.2	References.....	8-2
8.2.1	Federal .....	8-2
8.2.2	State .....	8-3
8.2.3	Regional .....	8-3
8.2.4	Local .....	8-3



**Addenda**

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

**Functional Annexes**

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

**Hazard-Specific Annexes**

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

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# **Basic Plan**

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# 1

## Introduction

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

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

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

### 1.1 Purpose

This plan outlines Washington County's approach to emergency response and short-term recovery and provides general guidance for implementing activities that support response and short-term recovery operations. The plan describes the County's emergency response organization and assigns responsibilities for various emergency functions; identifies lines of authority and coordination; and

delineates the legal basis and authorities that underlie emergency planning and response in Washington County.

## 1.2 Scope

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

The primary users of this plan are the County's elected officials, senior leadership including the County Administrator, department directors, office managers, and their senior staff, and emergency management staff. Other users of the plan include leaders of local volunteer organizations that support emergency operations and others who may participate in emergency response efforts.

The public is welcome to review this plan to better understand how Washington County manages the wide range of risks to which it is exposed.

## 1.3 Plan Organization

The EOP consists of four sections:

The *Basic Plan* provides an overview of the County's emergency response organization and policies. It cites the legal authority for emergency operations, summarizes the situations addressed by the EOP, explains the overall concept of operations, and assigns general responsibilities for emergency planning and operations.

*Functional Annexes* focus on the critical emergency functions the County will perform and/or support in response to an emergency. The functional annexes supplement the concepts presented in the Basic Plan with additional guidance and structure specific to the function. In any incident, the nature, scope, and magnitude of the situation will dictate which functional annexes will be implemented. The functional annexes include:

- Annex A - Alert and Warning
- Annex B - Animals in Disasters
- Annex C - Catastrophic Mass Reception
- Annex D - Communications
- Annex E - Damage Assessment
- Annex F - Debris Management

Annex G - Donations Management  
Annex H - Emergency Medical Services Resource Management  
Annex I - Emergency Public Information  
Annex J - Emergent Volunteer Management  
Annex K - Fire Resource Management  
Annex L - Law Enforcement  
Annex M - Legal  
Annex N - Mass Fatality  
Annex O - Mental Health  
Annex P - Population Protection  
Annex Q - Public Health  
Annex R - Resource Management  
Annex S - Shelter, Care and Temporary Housing  
Annex T - Transportation Management  
Annex U - Urban Search and Rescue

*Hazard-Specific Annexes* provide additional detailed information and special considerations applicable to specific hazards. The hazard-specific annexes are to be used in conjunction with the Basic Plan and functional annexes. The hazard-specific annexes address the following hazards:

Severe Winter Weather  
Pandemic Influenza  
Flood  
Earthquake  
Terrorist Incident Response and Recovery  
Hazardous Material Release  
Wildland-Urban Interface Fire  
Dam Failure

*Addenda* include supplemental materials and information that provide additional context for the plan and assist in plan implementation. The addenda include:

Addendum 1 - Acronyms and Glossary

Addendum 2 - Response and Recovery Matrices

Addendum 3 - Washington County Hazard Analysis

Addendum 4 - Mutual Aid Agreements and Memoranda of Understanding (MOUs)

Addendum 5 - Maps

Addendum 6 - Response Partners by ESF

## 1.4 County Organization

Washington County is a home rule county in the state of Oregon. It is governed by a five-member Board of County Commissioners (the Board) and managed by a County Administrator selected by the Board. The County's 2,000+ employees are organized into departments and offices that focus on functional activities such as law enforcement, land use and transportation, health and human services, housing services, and emergency management. The Board of County Commissioners also serves as the governing body for the Washington County Public Health Authority and the Washington County Housing Authority. County offices and departments with significant responsibilities for public-facing emergency operations include:

- Washington County Sheriff's Office (WCSO) for public safety and security
- Department of Land Use and Transportation (DLUT) for road, bridge, and building safety
- Department of Health and Human Services (DHHS) for public and environmental health, human services, emergency medical services, medical examiner, solid waste management, and animal control
- Housing Services Department for housing, shelter, and care
- All departments provide services in the unincorporated area of the county and some departments and offices provide services in cities by contract or through other form of agreement. Other departments, including Assessment and Taxation, Community Corrections, Health and Human Services, Housing Services, Juvenile Services, Community Development, and Cooperative Library, provide services to the entire county.

## 1.5 Equity Statement

In February 2020, the Board of County Commissioners adopted an equity resolution committing the County to, among other things:

- Fostering, supporting, and strengthening equity and inclusion in the County's programs, practices, and policies
- Continuing to develop an understanding of the inequities that County policies, programs, and practices, may cause



- Continuing to provide the leadership to make Washington County more equitable and inclusive to all marginalized groups
- Allocating and providing the resources needed to advance diversity, equity, and inclusion in Washington County
- Structuring the organization to model services, practices, and engagement approaches that equitably meet the needs of all residents

All County emergency response operations will be guided and informed by the equity resolution and the commitments it contains. This means that equity and inclusion will be considered and addressed in all EOP functional and hazard specific annexes and incident response managers and staff at all levels will ensure the needs of underrepresented and underserved individuals and communities and people with disabilities and access and functional needs are considered in decision making and equitably addressed in all response actions.

## 1.6 National Systems and Frameworks

Washington County has adopted the National Incident Management System (NIMS) and incorporated the system's resource management, command and coordination, and communications and information management concepts and guidance into its response plans and structures. This includes use of the Incident Command System (ICS) for incident response. The County also adheres to National Response Framework (NRF) principles and concepts, particularly as they apply to operational coordination. The County's EOP, including its functional and hazard-specific annexes, reflect the County's commitment to and use of NIMS and NRF guidelines.

## 1.7 Key Statutes and Authorities

Chapter 401 of the Oregon Revised Statutes (ORS) and Chapter 8.36 of the Washington County Code are the key statutes and authorities related to the County's emergency management program and plans. ORS 401.305 requires the County to have an emergency management agency and defines the responsibilities of the agency. ORS 401.309 grants authority to the County to declare an emergency and includes specific requirements and limitations. Chapter 8.36 of the Washington County Code is the County's emergency services code. It specifically addresses the Board of County Commissioners' authority and process for declaring an emergency.

There are many more federal and state statutes and regulations and additional County codes that apply to and govern emergency response operations. They are identified in Section 7 of this Basic Plan and in the relevant EOP functional and hazard-specific annexes.

## 1.8 Mutual Aid and Other Agreements

Washington County is signatory or has access to several mutual aid and other agreements that can provide resource support (personnel, equipment, supplies, and facilities) when the County's ability to conduct emergency operations with its own resources is exceeded. The three most

likely agreements to be activated when additional resources are needed are noted below. Each of these agreements provides a framework for resource sharing and outlines reimbursement, liability, and compensation terms, and most also define the processes and provide the tools necessary to initiate a request and accept an offer of assistance.

- Omnibus Inter-County Mutual Aid Agreement (ICMAA)
- Oregon Resource Coordination Assistance Agreement (ORCAA)
- National Emergency Management Assistance Compact (EMAC)

Details about these agreements as well as a list and details about other agreements (e.g., mutual aid, inter-governmental, cooperative assistance, and memorandum of understanding) that might be activated or come into play in emergency response are included in Addendum 4 to this Basic Plan.

## **1.9 Acronyms and Terms**

Acronyms used in this Basic Plan and the EOP's functional and hazard-specific annexes are defined, as a minimum, upon first use in the respective plan or annex. A comprehensive list of acronyms and a glossary of terms utilized in these documents is included in Addendum 1 to this Basic Plan.

# 2

## Situation and Assumptions

### 2.1 Situation

#### 2.1.1 General

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

#### 2.1.2 Risk Environment

Washington County's emergency management program and plans are informed by an analysis of the hazards and associated risks facing the community. The analysis is conducted by a multi-discipline group of County planners and is updated on a recurring basis. The group identifies and characterizes the hazards that may impact the community then estimates the vulnerability of the community (people and property) to the hazards. While it is challenging to predict the occurrence of a particular hazard event, estimating the relative risk of the hazards and prioritizing them based on their characteristics, history, and likely consequences are straightforward. By quantifying and comparing these risks, the County can focus its planning efforts on the areas of greatest concern. The Washington County Hazard Analysis, which is included as Addendum 3 to this Basic Plan, begins with background information regarding the County's geography and demography and is followed by a discussion of hazards of concern and a summary risk analysis.

#### 2.1.3 Vulnerable Populations and Facilities

Washington County is one of the most diverse counties in Oregon when it comes to race and ethnicity with individuals of Latino/Latina/Latinx or Asian heritage representing a significant percentage of the population. Included in the diverse population are many with limited English proficiency. To ensure access to County programs and services, the County has identified 11 safe harbor languages and adopted policies staff must consider in their work. Adherence to these policies is particularly relevant to emergency management planning and response efforts, since planning and response can relate to providing critical information to the public, such as alerts, warnings, and protective actions. Also included in that population are individuals who display fear and distrust in accessing governmental services. County staff involved in delivering emergency services to these individuals should work with and through community-based organizations

(CBOs) and other trusted entities who routinely work with and support those individuals.

Washington County is also home to thousands of individuals who are especially vulnerable to the impacts of natural disasters and other emergency incidents. These individuals may have pre-existing medical conditions, mobility or cognitive impairments, or lack access to transportation. This population also includes underserved and marginalized individuals who have experienced discrimination and lack familiarity with and access to emergency services. County staff involved in delivering emergency services must be acutely aware of these vulnerable individuals and ensure their services are delivered equitably while considering threat, risk, and urgency.

Vulnerable facilities for purposes of the Basic Plan are those that house vulnerable populations on a short- or long-term basis. They may also be considered critical facilities under some of the EOP's functional or hazard-specific annexes (e.g., damage assessment). The facilities include hospitals, nursing homes, acute care rehabilitation facilities, memory care and assisted living facilities, dialysis facilities, and adult foster homes. Information regarding these facilities is available from state regulating agencies including the Oregon Health Authority (OHA) and Oregon Department of Human Services (ODHS). The County Department of Health and Human Services also has information on many of these facilities. County staff involved in delivering emergency services should be aware of these facilities and ensure the impacts on and needs of the facilities and their residents are quickly identified and addressed in all response efforts.

### **2.1.4 Capability Overview**

Washington County has significant emergency response capabilities when considering the resources of the County, cities, special districts, intergovernmental and non-governmental organizations, the private sector, state and federal agencies, and other organizations with resources in or immediately available to the county. The sections that follow provide a high-level summary of those functional capabilities.

The County's emergency response capabilities do not include resources for fire suppression; emergency medical transport; drinking water, electricity, natural gas supply; or wastewater collection and treatment. Although the County has regulatory responsibilities for some of those functions, these resources belong to cities, special districts, or private sector organizations.

#### **2.1.4.1 Washington County**

- WCSO – Patrol; jail services; and special teams including tactical negotiations, crisis negotiations, mobile response, remotely operated vehicle, search and rescue, and water rescue and recovery
- DLUT – Road and bridge inspection and maintenance; vegetation management; storm water management; building inspection; and land use planning and land development
- DHHS – Public and environmental health; behavioral health; emergency medical services; disability services; solid waste management; medical examiner services; and animal control
- Housing Services – Housing, shelter, and care

#### **2.1.4.2 Cities**

- Police Departments – Patrol
- Fire Departments – Fire suppression and prevention, rescue, hazardous materials response, and emergency medical services
- Public Works Departments – Road and bridge maintenance; water, storm water and sanitation services; parks services
- Engineering and Other Departments – Building inspection; electricity services

#### **2.1.4.3 Special Districts**

- Fire – Fire suppression and prevention, rescue, hazardous materials response, and emergency medical services
- Water – Drinking water treatment, supply, and distribution
- Clean Water Services (CWS) – Sewage collection and treatment and storm water management
- Tualatin Valley Irrigation District (TVID) – Scoggins Dam operation and irrigation water distribution

#### **2.1.4.4 Intergovernmental Organizations**

- Washington County Consolidated Communications Agency (WCCCA) – 9-1-1 call taking and dispatch services for fire, medical, and law enforcement; alert and warning services; and operation and maintenance of the public safety radio system
- Joint Water Commission (JWC) – Treatment, storage, and distribution

#### **2.1.4.5 Non-governmental Organizations**

- American Red Cross – Shelter and care services
- Community Based Organizations – Various services including medical, shelter and care, immigrant support, etc.

#### **2.1.4.6 Private Sector Organizations**

- Healthcare – Hospitals, ambulatory surgical centers, dialysis facilities, and urgent care clinics
- Emergency Medical Services – Contract ambulance service provider and non-emergency medical transport providers
- Utilities – Electricity and natural gas
- Petroleum – Kinder Morgan Pipeline; Jubitz Corporation

- Communications – Comcast; Ziplly Fiber; Verizon Wireless; AT&T; T-Mobile; Lumen (CenturyLink and Quantum Fiber)

#### **2.1.4.7 State and Federal Agencies**

- Oregon Department of Transportation (ODOT) – State highway and bridge inspection and maintenance
- Oregon Office of State Fire Marshal (OSFM) – Regional Hazardous Materials Response Team operations; fire prevention
- Oregon Department of Forestry (ODF) – Wildfire suppression and prevention
- Oregon State Police (OSP) – Patrol services
- Oregon Department of Human Services (ODHS) – Disability, child protection, behavioral health, and senior services
- Oregon Military Department (OMD) – National Guard personnel and equipment and armory operations; Civil Support Team for chemical, biological, radiological, and nuclear incident response
- Federal Bureau of Investigation (FBI) – Terrorism and other federal criminal activity investigation; special teams including bomb and hazardous materials response
- Farm Service Agency (FSA) – Natural disaster impact assessment and assistance programs for farmers, ranchers, and other agricultural businesses

#### **2.1.4.8 Other Organizations**

- Portland Metropolitan Explosives Disposal Unit (MEDU) – Bomb squad services
- Amateur Radio Emergency Service (ARES) – Amateur radio communication volunteers working in support of public safety
- Medical Reserve Corps (MRC) – Physicians, nurses, and other medically trained volunteers working in support of public health

## **2.2 Planning Assumptions**

Implementation of this plan relies on the following assumptions:

- All government agencies will maximize use of their own human, material, and financial resources before requesting assistance from another unit of government.
- Mutual aid agreements with neighboring counties will be invoked as needed for localized incidents and emergencies.
- Use of mutual aid agreements in widespread emergencies will be minimized to facilitate the allocation of resources to the highest priority incidents by county, regional, state, and/or federal incident managers.

- A portion of the County’s staff will be affected by the emergency and will not be available to respond. However, the County has robust continuity of operations (COOP) plans to guide and assist with the continuation of critical operations.
- Outside resource support will be available to assist the County except in catastrophic or other emergencies with broad geographic and/or transportation impacts.
- Federal and state support will be forthcoming via the disaster declaration process and other processes outlined in law. The response of state and federal agencies with locally based resources such as ODOT and the FBI will be almost immediate; however, response times for other state and federal resources will range from 48 to 72 hours or even longer for some incidents.
- Existing volunteer group members (e.g., ARES and MRC) and members of the community will volunteer to assist. However, concerns about personal safety and/or family welfare may limit the number of personnel willing or able to volunteer in certain incidents.
- Sufficient communication and transportation systems and resources will be available to allow County staff to conduct and coordinate their emergency response actions.

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# 3

## Concept of Operations

### 3.1 General

Washington County government has a responsibility to protect public health and safety and preserve property and the environment from the effects of hazardous events. The County has the primary role in preparing for and responding to emergencies that affect the county at large. Incorporated municipalities and other local governments within the county look to the County as a source for assistance as well as a conduit for assistance from the state and federal government when local resources are inadequate or insufficient to respond to an incident.

County government is also responsible for organizing, training, and equipping County emergency responders and emergency management personnel, providing appropriate emergency facilities, and providing suitable warning and communications systems. County departments, offices, and agencies that operate under this plan in an emergency are expected to develop and keep current standard operating procedures (SOPs) or guidelines (SOGs) that describe how emergency tasks will be performed, and they are also responsible for ensuring the training and equipment necessary for an appropriate response have been provided.

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

Implementation of this plan is based on the concept that many of the same personnel and material resources used for day-to-day activities will be employed during emergencies. Because personnel and equipment resources are finite, some routine County functions that do not contribute directly to management of an emergency may be suspended for the duration of the emergency. The personnel, equipment, and supplies that would normally be required for those functions may be redirected to accomplish emergency tasks.

### 3.2 Phases of Emergency Management

Emergency management consists of a four-phased and cyclical approach addressing mitigation, preparedness (planning, training, and exercises), response, and recovery.

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

### 3.2.1 Mitigation

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

Mitigation planning includes an assessment of risks and identification and prioritization of actions to mitigate those risks. Mitigation actions may include public education, stakeholder engagement, land use and natural resource management, and site-specific engineering solutions that increase the built environment's hazard resistance or remove it from harm's way altogether.

Washington County has maintained a natural hazard mitigation plan (NHMP) since 2004. It was most recently updated in 2023. A Community Wildfire Protection Plan (CWPP) was developed in 2007 and is under revision in 2024. Both plans represent highly collaborative efforts that engaged a wide range of partners and stakeholders in identifying risks and developing mitigation strategies.

Although mitigation planning is a process separate from development of an EOP, it is inherently linked to response and short-term recovery as part of the mitigation-preparedness-response-recovery cycle that characterizes the practice of comprehensive emergency management. In particular, the occurrence of disasters and other major incidents and events presents an opportunity to maintain and update the hazard and threat information that informs mitigation planning and to implement action items identified in existing mitigation plans in the recovery effort. Consequently, information collection and dissemination and related situational awareness processes that are crucial to a successful response will also be of value to incident-specific and subsequent mitigation efforts.

### 3.2.2 Preparedness

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

- **Planning:** While disasters may occur suddenly, their mechanisms of harm and consequences and the strategies for dealing with them are largely knowable and predictable. Using a pre-determined, carefully planned approach to managing disasters and emergencies is inherently more effective and efficient than trying to design and implement an ad hoc strategy every time an incident occurs. Washington County has developed several emergency plans, including this EOP, intended to provide clear, definitive, yet flexible direction when it is needed most.

- **Resource Management:** To implement a plan, it is typically necessary to obtain, store, track, test, and maintain equipment and supplies. This may include communications equipment, computers, rescue tools, sandbags, and more.
- **Facility and System Development and Maintenance:** This involves the development of facilities such as Emergency Operations Centers (EOCs) and Department Operations Center (DOCs) and the acquisition of communications and software applications that support emergency operations.
- **Training:** Developing the knowledge, skills, and abilities of emergency management personnel and incident responders is critical to ensuring they can respond quickly, effectively, and cohesively when an incident occurs. The County and its partner organizations engage in training activities to ensure that emergency personnel are ready to respond.
- **Exercises:** Planning and training are essential, but only through applying that information can people, processes, equipment, and systems truly be tested and validated. Washington County sponsors and/or takes part in a variety of local, state, and federal exercises and captures feedback, lessons learned, and best practices for incorporation into plans and procedures.
- **Public Education:** The public will be better prepared to deal with the impacts of a disaster if they have good information in advance. Emergency preparedness materials are available to the public and can be found on many local, regional, and national websites including those hosted by Washington County Emergency Management, the Emergency Management Cooperative, Washington County Health and Human Services, Regional Disaster Preparedness Organization, American Red Cross, and Department of Homeland Security. Several cities in the county have established Community Emergency Response Teams (CERTs) and provided training in emergency preparedness and response to individuals and team members. The County's Medical Reserve Corps (MRC) unit includes medical volunteers who may be available following a disaster to provide medical assistance.

Washington County works closely with its partners countywide and across the Portland metropolitan region to advance emergency preparedness. Through its participation in the Emergency Management Cooperative of Washington County (EMC) and Regional Disaster Preparedness Organization (RDPO), the County and its local and regional partners work to build and maintain disaster preparedness capabilities through strategic and coordinated planning, training and exercising, and investment in technology and specialized equipment.

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

### 3.2.3 Response

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

### 3.2.4 Recovery

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

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

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

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

### **3.3 Emergency Response System Components**

The Washington County emergency response system is made up of five key components that work together to conduct and support incident management policies and priorities, facilitate logistics support and resource tracking, inform resource allocation decisions using incident management priorities, coordinate incident-related information, and coordinate and resolve interagency and intergovernmental issues regarding incident management policies, priorities, and strategies. The components include:

- Facilities (e.g., EOC, DOCs, dispatch centers)
- Equipment (e.g., information management systems, response vehicles, shelter supplies)
- Personnel (e.g., field responders; EOC, DOC, and emergency management staff; volunteers)
- Procedures (e.g., standard operating procedures or guidelines)
- Communications (e.g., landline; wireless including cellular and land mobile radio; and satellite-based voice and data systems)

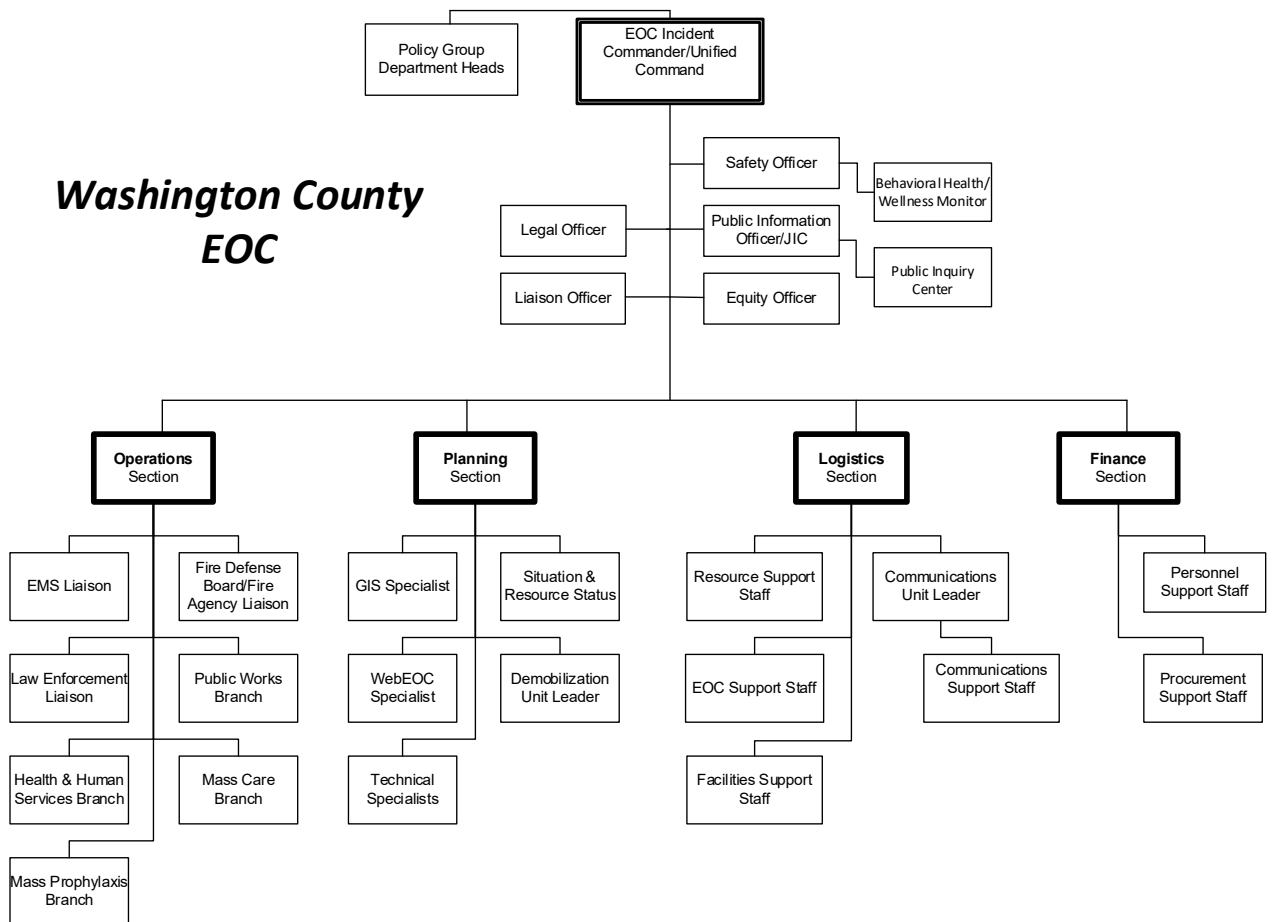
#### **3.3.1 Incident Response Facilities and Entities**

Washington County maintains several incident response facilities and entities that can be activated to manage, coordinate, and/or support incident operations. The County also maintains or interacts with dispatch facilities that are critical to County and countywide emergency response operations. The County may also participate in one or more countywide and regional multi-agency coordination (MAC) entities to share incident information, prioritize response efforts, allocate scarce resources, and coordinate policies. A summary of the facilities and entities is noted below:

- Board of County Commissioners (BCC) – The BCC is the chief legal, fiscal, and political body of the County. By law, the Board is the governing body of County government and the Local Public Health Authority. The BCC also acts as the governing body of the Housing Authority of Washington County. In its combined roles, the BCC is responsible for the general safety and well-being of Washington County residents and for policy decision-making.
- County Policy Group – The policy group consists of the County Administrator, Assistant County Administrators, County Counsel, and department heads of heavily involved or

impacted departments and offices. The policy group convenes to provide direction on the implementation or waiving of rules and restrictions, service curtailments, and prioritization and allocation of scarce resources, and to provide guidance regarding public messaging. The group may convene irrespective of EOC activation.

- **County Emergency Operations Center (County EOC)** – The County EOC is the location where the coordination of information and resources to support field, DOC, and local agency EOC incident management activities take place. The EOC is located in the Law Enforcement Center training rooms at 215 SW Adams Avenue in Hillsboro. The EOC organization chart is shown below. It depicts the full EOC organization. The actual EOC organization will be determined based on incident needs.



- **Department of Land Use and Transportation Department Operations Center (LUT DOC)** – The LUT DOC is used to manage, support, and coordinate the department’s incident response activities. It is linked closely to LUT’s dispatch center, which is responsible for the dispatch of and communication with LUT’s road operations resources. The DOC will typically be activated for larger incidents with substantial public impacts. When activated concurrently with the County EOC, the DOC focuses on the management of department operations and resources and coordinates situation status, resource support,

and public information with the EOC. The LUT DOC is located in the Walnut Street Center training rooms at 1400 SW Walnut Street in Hillsboro.

- Washington County Sheriff's Office Department Operations Center (WCSO DOC) – The WCSO DOC is used to manage, support, and coordinate the Sheriff's incident response activities. The DOC will typically be activated for incidents with significant law enforcement involvement (e.g., criminal activity, investigations, and intelligence collection and sharing). When activated concurrently with the County EOC, the DOC focuses on the management of Sheriff's Office operations and resources and coordinates situation status, resource support, and public information with the EOC. The WCSO DOC is located in the Law Enforcement Center at 215 SW Adams Avenue in Hillsboro.
- Washington County Joint Information System (JIS) / Joint Information Center (JIC) – The JIS operates virtually across the county to integrate overarching incident information and public affairs into a cohesive structure designed to provide consistent, coordinated, accurate, accessible, timely, and complete information during crisis or incident operations. The JIC is a facility in which personnel coordinate incident-related public information activities, and it serves as the central point of contact for the news media. Public information officials from all participating agencies can coordinate efforts through the JIS or co-locate at the JIC.
- County Public Inquiry Center (PIC) – The County PIC provides a resource for the public to inquire about incident impacts, operations, and guidance and volunteer their services.
- Internal Operations Management Team (IOMT) – The IOMT consists of an Assistant County Administrator and department heads and office managers from the County's internal support organizations (e.g., Human Resources (HR), Information Technology Services (ITS), Facilities, Fleet, Finance, etc.), and County Communications staff. The IOMT convenes to address and resolve cross-departmental challenges in response to disruptive emergencies affecting daily operations. IOMT functions include situation assessment and monitoring, response prioritization, resource allocation, and internal County coordination and communications.
- Washington County Consolidated Communications Agency (WCCCA) – WCCCA provides public safety answering point (9-1-1) and communications (dispatch and associated operations) services for law enforcement, fire-rescue, and emergency medical services in Washington County. It also maintains the countywide public safety radio system and provides emergency alerts and notifications to the public using the state's community notification system (i.e., Everbridge), the Wireless Emergency Alerts (WEA) system, and the Emergency Alert System (EAS).
- Washington County Multi-Agency Coordination Group (WashCo MACG) – The WashCo MACG consists of senior executives from local governments who are members of the Emergency Management Cooperative (EMC) of Washington County. The group can convene to share incident information, prioritize response efforts, allocate scarce resources, and coordinate policies and public messaging.

- Expanded Dispatch – The county’s local fire agencies can implement this capability to provide a structure and procedure for optimizing fire and rescue resource management during large incidents and major emergencies. This option may be exercised when demand for fire resources exceeds system capacity and incident prioritization may be necessary, but EOC activation is not needed. This may be the case when a localized fourth or fifth alarm fire requires mutual aid support from outside the county to suppress the fire and/or backfill and provide coverage for local fire stations. Expanded dispatch is a function of the Washington County Fire Defense Board, which is a coalition of the local fire agency chiefs. This function is supported by WCCCA.
- Regional Multi-Agency Coordination System (R-MACS) entities – The R-MACS developed by the RDPO includes several MAC Groups that can convene to share incident information, prioritize response efforts, allocate scarce resources, and coordinate policies and public messaging. They include the:
  - Regional MAC Group (Regional MACG) – The regional MAC Group consists of the emergency managers or other senior executives from the five Portland metropolitan region counties.
  - Regional Public Health Multi-Agency Coordination Group (PH MACG) – The PH MACG consists of the county public health administrators and health officers (or their designees) from Clackamas, Multnomah, Washington, and Clark counties.
  - Regional Health-Medical Multi-Agency Coordination Group (H-M MACG) – The H-M MACG may consist of hospital administrators (or their designees), county public health administrators and health officers (or their designees), and community clinic representatives.
  - Regional Animal Multi-Agency Coordination Group (Animal MACG) – The Animal MACG consists of the animal control/services managers from the five-county Portland metropolitan region.
- Regional Joint Information System (R-JIS) / Joint Information Center (R-JIC) – The R-JIS and R-JIC operate in the same way as the Washington County JIS and JIC described above but do so across the five-county Portland metropolitan region. Either capability can be activated to support the public communications needs of the regional MAC entities.

### **3.3.2 Incident Response Equipment/Systems**

#### **3.3.2.1 Equipment**

The County maintains a large fleet of vehicles that are used routinely, and which can be used in incident response. They include sedans, SUVs, pickup trucks, and delivery vehicles. The fleet also includes several specialty vehicles including an incident command vehicle, armored law enforcement tactical vehicles, boats for marine patrol and rescue, two fuel bowsers, and dump trucks and graders that can also operate as snowplows.



In addition, the County maintains a shelter trailer with supplies to support shelter operations and several heavy-duty tents that can support command post, mass dispensing/vaccination, and other operations.

### 3.3.2.2 Data Systems

The County maintains and/or utilizes several data systems to support its incident management activities.

- WebEOC is the County's critical information management system. It is used by the County EOC and many of the county's local governments to share incident-related situation and resources status information. The system is vendor-hosted but maintained and configured by the County.
- The state of Oregon's emergency information management system is used by the EOC to share incident-related situation status information and submit resource requests.
- The Everbridge community notification system made available by the state under the OR-Alert program is used by the County Administrative Office and several departments for staff alerting.
- Microsoft Office 365, including Teams and SharePoint, is used by all County departments and offices as well as by the EOC and DOCs for individual and group messaging, meetings, video conferencing, document sharing and editing, and more.

In addition to the data systems, the County also maintains a satellite uplink/downlink system that can be used in an emergency to support limited data transmission and reception. Although access to the satellite network is not currently being funded, service could be restored within 24-48 hours.

### 3.3.3 Incident Response Personnel

The County's incident response personnel consist of County staff and existing volunteer groups who routinely respond to emergencies or who have been trained to respond in certain roles or functions. These personnel include:

- WCSO patrol and DLUT road operations staff
- Public health, environmental health, human services, and housing services staff
- Staff trained to work in the County EOC and DOCs or serve on the IOMT
- County communicators
- Staff trained to conduct external damage assessment activities
- Staff assigned to conduct or support continuity of operations functions
- Volunteer groups including the Medical Reserve Corps (MRC), Amateur Radio Emergency Service (ARES), and WCSO search and rescue volunteers

### 3.3.4 Incident Response Communications

The County utilizes several land mobile radio and phone systems to provide primary and backup incident response communications. The systems are briefly mentioned below and are explained in more detail in Annex D – Communications.

- 800 MHz public safety radio system used by many County departments and offices for incident management, coordination, and/or monitoring
- Very high frequency (VHF) system used by DLUT for road operations and other functions
- Very high frequency (VHF) system used for backup EOC to EOC communications (Note: This system was deployed by WCCCA in 2023 and consists of a six-site simulcast radio system. It is not mentioned in the current version of Annex D – Communications)
- VHF system used by WCSO for search and rescue operations
- VHF portable radio cache that can support DLUT, WCSO, and other incident operations
- Ultrahigh frequency (UHF) system used by WCSO for backup communications
- Amateur radio equipment and frequencies used by ARES personnel in the County EOC and DLUT DOC
- High-frequency voice and data communications on National Telecommunications and Information Administration (NTIA) frequencies through the HF Shared Resources (SHARES) program (Note: This capability is not mentioned in the current version of Annex D- Communications)
- Cell phones for primary communications
- Handheld satellite phones for backup communications

### 3.4 Incident Complexity and Types

The NIMS Incident Complexity Guide establishes a framework for determining incident complexity to inform emergency preparedness and response. The framework identifies five levels of complexity and arranges them on a scale of 5 to 1 with 5 being the least complex and 1 being the most. Each level is called a “Type” (i.e., Type 5, Type 4, etc.) and each type is defined by the scope and magnitude of incident impacts and addresses appropriate incident management structures and processes. An overview of the levels is included below. The County does not use incident types in its emergency plans; it does, however, use incident complexity to inform its level of response and the activation of appropriate response facilities and entities.

- Type 5:** Type 5 incidents are daily emergency activities that are manageable by agency field resources without the need for higher-level coordination, such as responding to calls for service regarding injured persons and traffic accidents, small residential or commercial fires, a road blocked by a downed tree or high

water, and a drinking water outage affecting only a few customers. Type 5 incidents are not addressed in this plan. However, if multiple Type 5 incidents occur simultaneously and significantly impact county and/or countywide resources, the “incident” may be appropriately considered a Type 4 or 3 incident based on its impacts.

**Type 4:** Type 4 incidents are those that are larger in scope and magnitude than those typically occurring on a day-to-day basis but are still manageable by agency field resources without the need for higher-level coordination. The EOC or a DOC may be activated to provide support. Warning and public instructions may be required in the immediate area involved. Examples include responding to major structural fires, tactical law enforcement situations, and hazardous material incidents.

**Type 3:** Type 3 incidents involve multiple sites or agencies but still involve a limited area or impact a limited population. The County EOC is activated, and a DOC may be activated. Warning and public instructions are typically provided in the immediate area involved, and protective actions (evacuation or sheltering-in-place) are typically limited to the immediate area of the incident and a short duration. Such incidents can generally be managed with existing department or agency resources, although they may require limited external assistance from other local response agencies or contractors and may demand a higher level of management and coordination. Examples include a winter storm with multiple road closures, a hazardous materials spill requiring the evacuation of a limited area, or a watermain break flooding structures and/or causing other significant infrastructure damage. A local emergency may be declared.

**Type 2:** Type 2 incidents are typically large in scale and scope (e.g., a major flood or moderate earthquake) and affect a wide area, large population, and/or important facilities. Centralization of department and agency incident management and coordination activities in DOCs and the County EOC will be required; additionally, a JFO, a JIC, and a countywide and/or regional MACG may be activated to deal with resource, information, and coordination issues.

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

**Type 1:** Type 1 incidents are complex, uncommon events of a scope and magnitude that significantly curtails local government ability to help the public; examples include a major subduction zone earthquake, a pandemic, or a wind-driven wildfire causing extensive evacuations and damage. Such incidents may produce potentially lasting impacts on the population and on critical infrastructures and

key resources. They would necessitate intensive community-wide warning and public instruction efforts; implementation of extensive protective measures (evacuation or sheltering-in-place); and activation of large-scale shelter and mass care operations, potentially for an indefinite duration.

Consequently, a Type 1 incident demands extraordinary incident management and coordination measures, as well as significant external assistance from other local response agencies and contractors, plus extensive state or federal assistance. The EOC will be activated to provide strategic guidance and direction, provide emergency information to the public, coordinate state and federal support, and coordinate resource support for emergency operations. In addition, DOCs, a JFO, a JIC, possibly a regional MACG, the State Emergency Coordination Center (ECC), and FEMA Regional Response Coordination Center (RRCC) will be activated to deal with resource, information, and command management. Local and state emergencies will be declared, and the governor will request a Presidential Disaster Declaration.

### 3.5 Incident Awareness and Alerting

The County may be alerted to an incident requiring some level of response (e.g., monitoring, low-level coordination, or activation of the EOP and one or more incident response facilities and entities) through several different means, including:

- Instantaneous event (e.g., significant earthquake; tornado)
- Notification of a developing or occurring incident from WCCCA
- Notification of a developing weather event from the National Weather Service (NWS)
- Notification received through information sharing systems/groups including the Health Alert Network (HAN), Joint Terrorism Task Force (JTTF), and TITAN (Terrorism Intelligence and Threat Assessment Network) Fusion Center
- Notification through one or more national alerting systems including the National Warning System (NAWAS), Emergency Alert System (EAS), and National Terrorism Alerting System (NTAS)
- National or international public health monitoring (e.g., novel disease outbreak; expanding epidemic)
- Notification from a County department or office, a local government within the county, a neighboring county, or the state
- Call from the public

### 3.6 Response Levels

The County has identified four levels of response to guide its incident management, support, and coordination actions. The levels, which are described below, are tied to incident type, scope,

and severity (potential or actual), coordination requirements, demands for public information, and the resources available to the County to manage the response.

- **Level 4: Routine Operations.** At this level, the County Emergency Management Office and other involved County departments and offices will individually monitor the incident and complete appropriate notifications, but enhanced response or coordination is not necessary.
- **Level 3: Enhanced Operations.** In Enhanced Operations, the County Emergency Management Office will coordinate with the lead and supporting departments, offices, and/or external agencies to coordinate response efforts and identify support needs. Preparation and response actions will occur, but EOC or DOC activation is not required. County Emergency Management will typically conduct regular briefings for responding and supporting organizations.
- **Level 2: Partial EOC/DOC activation.** A partial activation of the EOC or DOCs is typically used for managing specific functions without activating the entire response organization. This approach may be optimal for planned public events, incidents of moderate size and scope, or incidents requiring specialized resource support. Level 2 activation may also include a full complement of Section Chiefs and additional personnel, as appropriate.
- **Level 1: Full EOC/DOC activation.** A full activation of the County EOC and DOCs will be implemented for the most complex and impactful incidents. The decision to activate at Level 1 will be based on the resource management, information coordination, and notification requirements of the incident. For full activations, the activated EOC and DOC ICs and Logistics Section staff will develop staffing patterns using pre-trained and available staff.

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

## 3.7 EOC/DOC Activation and Notification

### 3.7.1 Authority

- The authority to activate the EOP and County EOC resides with the Chair of the Board of County Commissioners (BCC), the County Administrator, the Sheriff, the Director of the Department of Health and Human Services (HHS), the Director of the Department of Land Use & Transportation (LUT), the Director of Housing Services, and the Emergency Management Manager and Supervisor, or their designees.
- The authority to activate the LUT or WCSO DOCs resides with the LUT Director and Sheriff or their designees respectively.

### 3.7.2 Process

Although the individuals noted above have the authority to activate the EOC or DOCs, the typical decision-making process leading up to activation will involve consultation between the Washington County Emergency Management, affected or potentially affected departments and offices, and County leadership. The involved parties will consider current and/or expected impacts, resource availability and constraints, weather, and other factors in their deliberations.

When a decision to activate is made, the activating authority will identify the portions of the plan (i.e., the functions) to be implemented, the entities and facilities to be activated, and the level of response (i.e., partial or full). A decision will also be made to activate the entities and facilities physically or operate virtually or in a hybrid mode (i.e., a combination of physical and virtual staffing and operation). Given the tactical nature and responsibilities of the LUT and WCSO DOCs, it's unlikely either facility would be activated solely in a virtual mode. One exception may be a WCSO DOC activation for the purpose of law enforcement intel sharing and assessment.

In the event of an instantaneous incident with obvious and significant impacts, activation of the County EOC and appropriate DOCs may occur without the need for prior consultation.

On-scene Incident Commanders (IC) can request activation of the EOC or a DOC if the needs for incident support and/or coordination warrant. Authorization for activation of the EOC or a DOC under these circumstances would be made by the Emergency Management Manager or Supervisor for the EOC, Sheriff for the WCSO DOC, and DLUT Director for the LUT DOC.

### 3.7.3 Notification

Notification of EOC and DOC activation involves internal and external processes to ensure senior managers and external partners are aware of the activation and level of response and to inform appropriate EOC and DOC staff of the need for their services. The Sheriff and DLUT Director or their designees are responsible for both processes when activating their respective DOCs. The County Emergency Management Office is responsible for these notifications when the EOC is activated. Notifications will be made using the most appropriate and available tools including phone, email, and group notification systems (e.g., Everbridge). Social media and traditional media (radio and TV) may also be used in some circumstances.

In the case of a catastrophic incident like a major earthquake or other incident in which communications systems have failed and it would be impossible or unlikely that staff notifications could be made, EOC and DOC staff are expected to respond to their respective facilities without waiting for notification to do so.

Whenever the County EOC is activated, the County Emergency Management Office or the EOC will notify the state of Oregon via the Oregon Emergency Response System (OERS) and obtain an incident number. The Oregon Department of Emergency Management uses the number to track the County's situation status and its resource requests.

### 3.7.4 Setup and Configuration

Physical activation of the EOC, whether operating strictly from the EOC or in a hybrid mode, will be completed in accordance with the EOC Activation Manual developed by WCEM. The

level of activation and positions to be staffed will dictate the initial configuration. When the EOC is activated in a hybrid or virtual mode, the activating authority or designee, the EOC IC, and County Emergency Management Manager or Supervisor will identify the initial “configuration” for virtual operations. This will include the process and tools (e.g., Teams, WebEOC, etc.) for management and coordination of response operations.

Physical activation of the DOCs, whether operating strictly from the DOCs or in a hybrid mode, will be governed by procedures adopted by DLUT and WCSO. As with the EOC, the level of response and positions to be staffed will dictate the initial configuration. When either DOC is activated in a hybrid or virtual mode, the initial “configuration” for virtual operations will be determined as follows:

- For the LUT DOC, the activating authority or designee, the DOC IC, the Operations and Maintenance Division Manager and Building Official or their designees, and the DOC Manager will identify the staffing and virtual processes and tools for management and coordination of response operations.
- For the WCSO DOC, the activating authority and the affected division commanders or their designees will identify the staffing and virtual processes and tools for management and coordination of response operations.

### 3.8 Emergency Powers

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

County code authorizes the BCC to require mandatory evacuations. State law gives the Sheriff authority to implement and enforce mandatory evacuation orders where it is needed. Other emergency officials (e.g., fire service) may recommend evacuation of threatened or stricken areas but can only enforce mandatory evacuations if specifically allowed in the emergency declaration authorizing them.

### 3.9 Functional Response Operations

Details regarding the County’s emergency response functional actions are contained in the functional annexes of the EOP. Those actions may be further explained or modified in the EOP’s hazard-specific annexes. The functional annexes address administrative and operational actions including alert and warning, emergency public information, population protection, mass care, legal, and more. Overarching functional actions, including policy coordination; equity and inclusion; information collection, analysis, and dissemination; and responder health and safety, are described below.

### 3.9.1 Policy Coordination

An incident may require the creation of policies to address special circumstances and expedite response and recovery. Leadership may need to implement or waive rules and restrictions, curtail services, prioritize the allocation of scarce resources, and/or provide guidance regarding public messaging. The Washington County Policy Group is responsible for providing policy direction on these issues. The policy group will typically include the County Administrator, Assistant County Administrators, County Counsel, and department heads depending on incident scope. Based on the extent and impact of an incident, the group may be expanded to include county commissioners and others as appropriate.

- Since emergencies often overlap jurisdictional borders and can have direct and indirect countywide and regional impacts, the County may need to coordinate its emergency policies and decisions with other stakeholder agencies. This coordination can help to minimize public confusion and ensure the most effective use of limited resources.
- If the incident requires policy coordination with other stakeholder agencies within the geographic area of Washington County (e.g., cities and special districts) the Washington County Multi-Agency Coordination Group (MACG) can be activated.
- If policy coordination is required at a regional level within the five-county Portland metropolitan region, the County may participate in any of the previously described MAC Groups that are part of the Regional Multi-Agency Coordination System.
- The County Emergency Management Manager and the EOC Incident Commander will work with the County Administrator, Public Health Administrator, EMC partner agencies, the RDPO, and county emergency managers in the region to activate the appropriate coordination entities and ensure County representation. They will subsequently present policy issues to the activated entities and implement decisions made by those bodies.

### 3.9.2 Equity and Inclusion

Equity and inclusion are critical aspects of all County emergency response operations. The County must ensure that the needs of marginalized, underserved, and underrepresented members of the community as well as individuals with disabilities or access or functional needs who are impacted or threatened by an incident are identified and addressed in its response. To that end, whenever the County EOC is activated, the EOC IC will assign an equity officer to the command staff.

The following equity and inclusion strategies and concepts will be considered in the County's emergency response activities:

#### Strategies

- **Lead with humility.** Go into every encounter with an open mind and an understanding that survivors may be experiencing trauma and hardship. In addition, recognize the historical trauma experience the communities we serve may have, their resilience, and the environmental injustices they may be facing.



- **Prioritize building trust.** Communities of color may distrust government entities due to a history of racist and discriminatory practices. Establish a presence in the community and engage with local community leaders.
- **Use a mix of outreach strategies and channels.** Use a variety of communications approaches to ensure survivors are exposed to a several touchpoints from the County. This can include providing handouts, posting on social media accounts, and raising awareness of County services on the radio and in print media. Communications should be developed to be culturally competent and resonant with the cultures in the county. This should include having communications translated into the safe harbor languages spoken in the county.
- **Lean on the organization for support.** Tap into internal employee groups for personnel united by race, beliefs, nationalities, genders, etc., and EDI staff and committees to discuss challenging questions or issues.

#### Accessibility Concepts

- **Self Determination.** People with disabilities are most knowledgeable about their own needs.
- **No “One-Size-Fits-All”.** People with disabilities do not all require the same assistance and do not all have the same needs.
- **Equal Opportunity.** People with disabilities must have the same opportunities as those without disabilities to benefit from emergency programs, services, and activities.
- **Integration.** Emergency services, programs, and activities must be provided in an integrated setting.
- **Physical Access.** Emergency programs, services, and activities must be provided at locations that all people, including those with disabilities, can access. All informational materials, including printed and videographic products, must be provided in plain conceptual language and in a language accessible to the community, such as sign language, captioning, and Spanish.
- **Effective Communications.** People with communication access needs must have equal access to information and be able to respond to that information in the same manner as those without communication access needs.
- **Universal Design.** Materials such as handouts and briefing presentations should be as functional as possible for as many people as possible without the need for adaptation or further modifications.

#### Inclusion Concepts

- **Thoughtful.** Diversity, equity, and inclusion need to be thoughtfully considered throughout all aspects of the response and reflected when creating or delivering services and content.

- **Holistic mindset.** Identify all segments of the community that are affected by the incident and County response operations and engage them as appropriate.
- **Inclusive culture.** Recognize, understand, and work to address individual biases to ensure an inclusive environment.
- **Listening.** Listen to and learn from individuals impacted by an incident or response activities and work with leaders from community groups who know best what they need.
- **Diversity.** Embrace and ensure diversity in the response organization and related teams and collaborations.

### 3.9.3 Information Collection, Analysis, and Dissemination

#### 3.9.3.1 Collection

Raw and processed/analyzed information originates from many sources and is obtained in many ways. Raw information may come from the public and media outlets and be obtained from public calls and emails, social media reports, and media monitoring. Processed information may come from responders in the field and other activated incident response facilities (local, regional, and state) and be obtained from calls, emails, information management systems (e.g., WebEOC), law enforcement data sharing systems, and alert and warning systems. The EOC Planning Section has the primary responsibility for collecting and documenting incident information but does that in concert with the EOC PIO/JIC, the EOC Operations Section, and the County PIC, if activated.

#### 3.9.3.2 Analysis

Raw/Unprocessed information must be evaluated and analyzed to determine its accuracy and relevance to response operations. Depending on the type of information, this analysis may be performed by the EOC PIO/JIC, EOC Planning Section, EOC Operations Section, the WCSO or DLUT DOCs, or a combination of these entities. Validated/Verified information becomes “intelligence” that can then be utilized to inform situation status, resource status, and/or response operations.

#### 3.9.3.3 Dissemination

Information dissemination is largely the responsibility of the EOC Planning Section. It may be shared through WebEOC, incident situation reports (SitReps), and/or other means. The sharing of public information regarding an incident is the primary responsibility of the EOC PIO/JIC with assistance from the County PIC when activated. This information may be disseminated via press conferences, press releases, and/or social media posts.

### 3.9.4 Responder Health and Safety

Responder health and safety is a shared responsibility of employers, incident managers, employees, and incident responders (including volunteers). Employers and incident managers must be aware of the rules and guidelines governing health and safety (e.g., respiratory, eye, and hearing protection, bloodborne pathogen exposure, communicable disease exposure, etc.), the environments in which those requirements apply, and the staff assigned to work in those

environments. Employers and incident managers are also responsible for providing the training, personal protective and other equipment, materials, and services (e.g., fit testing, medical monitoring, and vaccinations) required for the assigned work. Employees and incident responders are responsible for identifying circumstances/environments where health and safety requirements are applicable and for properly utilizing the training, equipment, and materials provided to them.

Many County employees routinely work in environments where specific health and safety requirements apply, and which carry over into their roles as incident responders. Those requirements and staff are identified in department/office plans or procedures. However, other County staff, mutual aid responders, activated volunteers, and any other individuals brought in to work in support of and at the direction of County incident managers (field, DOC, or EOC) must be provided with the training, equipment, materials, and services required for the environments in which they will work. Responsibility for ensuring compliance with these requirements rests with the field, DOC, and EOC ICs or their assigned safety officers.

Specific responder health and safety requirements are identified in the appropriate EOP functional and hazard-specific annexes.

### **3.10 Continuity of Emergency Operations**

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

This section of the Basic Plan provides an overview of the key elements of continuity of emergency operations. The focus is only on the County's emergency response capabilities. Detailed continuity information and procedures for other County programs and capabilities can be found in department and office COOP plans.

#### **3.10.1 Essential Functions**

The primary essential function for emergency operations is direction and control. Continuous leadership of emergency operations ensures that response actions are efficient, coordinated, and properly authorized. This function is described in Section 5, Direction, Control, and Coordination, of this plan.

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

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

Some emergencies and disasters may render one or more members of the County's senior leadership incapable of fulfilling their duties, thereby disrupting normal chains of command and

organizational hierarchies. To ensure that leadership, management, and key decision-making authority are maintained and visible, lines of succession and delegations of authority have been established and may be invoked in accordance with standing procedures internal to each affected department.

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

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

#### **3.10.1.2 Alternate EOC and DOCs**

It is possible that the County EOC or one or both DOCs could be rendered unusable due to damage, lack of access, or other conditions. If the primary EOC is unusable, the LUT DOC, located at the Walnut Street Center (1400 SW Walnut St.), will serve as the first alternate. If the Law Enforcement and Walnut Street Center are both unusable, then alternate facilities may have to be established in other County buildings, other agency offices (e.g., WCCCA), available commercial spaces, or temporary structures (e.g., tents).

To the maximum extent possible, an alternate EOC and DOC should include the following capabilities at a level at least equivalent to their primary capabilities:

- Establishment and maintenance of situational awareness/common operating picture, including recognition of indicators and warnings
- Priority-setting and operational planning
- Decision-making
- Resource needs analysis, acquisition, allocation, distribution, tracking, and accountability
- Communication, including interoperable communication among response operations as well as external communication with response partners, stakeholders, and the public
- Information collection/reception, analysis, sharing, and dissemination

**3.10.1.3 Information Management and Communications**

Information, including electronic and hard-copy documents, data, and other materials that are essential to emergency operations will be identified, protected, and maintained in a ready state in all primary and alternate EOC and DOC facilities. Likewise, incident managers must be able to communicate with response elements as well as with the public and other stakeholders. To ensure the continuous implementation of essential emergency functions, Washington County provides robust, redundant voice and data communication in support of emergency operations. Details are included in Section 3.3.4 of this Basic Plan and EOP Annex D - Communications.

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# 4

## Organization and Assignment of Responsibilities

### 4.1 General

Washington County's emergency operations facilities and entities, its departments and offices, and its external response partners all have roles and responsibilities for emergency response operations. Exercise of those roles and responsibilities varies based on incident type and may change over the duration of an incident.

The Response Matrix contained in Addendum 2 to this Basic Plan identifies the County departments/offices and external agencies with primary or support responsibilities for specific emergency planning and response functions. Section 4.2 of this Basic Plan, which follows, expands on the matrix by including the roles and responsibilities of the County's emergency response facilities and entities and by providing specific information about the primary and support roles of the County's departments/offices and its external partners.

### 4.2 Roles and Responsibilities

#### 4.2.1 Emergency Operations Entities

##### ■ Board of County Commissioners (BCC)

- Arrange for funding and budget accommodations to support emergency operations
- Provide policy level guidance to the Policy Group and EOC IC
- Declare a local emergency and impose necessary emergency measures
- Make high level decisions
- Request assistance from the state when necessary
- Coordinate efforts with local, regional, and state elected officials
- Communicate essential information to the public

**■ Policy Group**

- Provide strategic guidance and direction to the EOC/DOC ICs on the implementation or waiving of rules and restrictions, service curtailments, prioritization and allocation of scarce resources, and public messaging
- Provide strategic guidance and direction to the IOMT and departments/offices on continuity of government operations

**■ Emergency Operations Center (EOC)**

- Receive emergency notifications and warnings and disseminate warnings to the public
- Provide emergency information and instructions to County staff, private organizations, and the public.
- Coordinate public information collection and dissemination
- Coordinate command decisions and prioritization of response activities
- Utilize all available supporting technologies such as geographic information systems (GIS), communication systems, and information management software to enhance situational awareness
- Collect, assess, collate, and display resource and situation information
- Disseminate situation and resource status information to County and special district DOCs, city EOCs, the state ECC, neighboring county EOCs/ECC, local emergency managers, and others as appropriate
- Analyze information and process it into usable and relevant intelligence to assist with command decisions
- Set strategic goals for County and countywide actions
- Develop tactical objectives for department actions where those departments are not represented by a DOC
- Provide resource support to DOCs and other local agencies
- Coordinate the Initial Damage Assessment (IDA) process countywide
- Support and assist with the coordination of large-scale evacuations
- Organize and implement mass shelter operations and other arrangements for evacuees
- Request assistance from the state and other external sources
- Prioritize resource allocations



- Establish guidelines for the ordering, use, and release of resources to meet emergency needs
  - Document incident activity
  - Track incident costs
- **Joint Information Center (JIC) / Joint Information System (JIS)**
- Develop and deliver coordinated interagency messages
  - Develop, recommend, and execute public information plans and strategies on behalf of the Incident Commander (IC)
  - Advise the IC concerning public affairs issues that could affect the response effort
  - Monitor social and traditional media
  - Control rumors and inaccurate information that could undermine public confidence in the emergency response effort
- **Public Inquiry Center (PIC)**
- Receive information released from the EOC PIO/JIC
  - Notify the EOC PIO/JIC of any public information issues
  - Provide incident activity, impact, and resource information to the public
  - Serves as the initial point of entry for public offers of assistance
- **Washington County Consolidated Communications Agency (WCCCA)**
- Receive emergency (i.e., 9-1-1) and non-emergency calls from the public
  - Dispatch fire, EMS, and law enforcement resources
  - Implement major emergency procedures to prioritize resource dispatch when calls requiring a response exceed the resources available for dispatch
  - Coordinate response to lower priority calls when operating under major emergency procedures with the responsible public safety agencies
  - Activate public warning systems (e.g. community notification system, wireless emergency alerts) at the request of on scene Incident Commanders or County EOC
  - Maintain the public safety radio system and assist the County EOC with development of a backup communications plan if system functionality is significantly degraded

**■ Department Operations Center (DOC)**

- Provide departmental resource support for on-scene operations
- Establish tactical objectives for department actions
- Maintain tactical control of department resources not assigned to an on-scene IC
- Coordinate with mutual aid response agencies
- Coordinate resource allocation between emergency operations and normal day-to-day activities
- Provide situation and resource status information to the EOC
- Coordinate public information collection and dissemination
- Coordinate command decisions and prioritization of response protocols
- Document staff time and costs for incident activities

**■ County and Regional Multi-Agency Coordination Groups**

- Share incident information
- Prioritize response efforts
- Allocate scarce resources
- Coordinate policies and public messaging

**4.2.2 Washington County Departments and Offices**

All Washington County departments and offices are responsible for emergency functions in addition to their routine duties. Each department and office is responsible for developing and maintaining procedures to implement their emergency functions. All County departments and offices have the common responsibilities listed below.

- Develop and maintain procedures to alert and notify staff
- Develop procedures or operating guidelines to implement duties assigned in this plan
- Ensure that forms and supplies are maintained to implement duties assigned in this plan
- Ensure that department plans and procedures incorporate NIMS components, principles, and policies
- Track incident-related costs incurred by the department
- Identify essential functions and develop procedures for maintaining or reestablishing those functions, to include:

- Establishing internal lines of succession of authority for leadership and other positions that have operational and administrative authorities
- Developing procedures for the protection of vital records, materials, and facilities
- Ensure that vehicles and other equipment are outfitted, maintained, and ready for emergency operations
- Assign personnel to the EOC in coordination with Washington County Emergency Management and support their participation in EOC training and exercises
- Ensure that staff complete any required NIMS training
- Allow staff time for preparedness training and participation in exercises.
- Promote employee and family preparedness

In addition to the common responsibilities described above, each department and office has assigned response functions that are generally related to their day-to-day activities. Some departments and offices may have shared functional responsibilities. These functions are described below.

- Assessment and Taxation (A&T)
  - Conduct damage assessment of residential and commercial buildings to estimate costs
  - Forecast economic impacts on County revenues
- Community Corrections
  - Support Sheriff's Office functions as requested
  - Provide community service workers as appropriate
  - Assess impact on clients and coordinate efforts to mitigate those impacts
- Cooperative Library Services (WCCLS)
  - Support donations management with HHS
  - Support environmental services with LUT
  - Support public information activities with the County Administrative Office and the EOC PIO/JIC/JIS
  - Support transportation needs with Fleet Services
  - Support emergent volunteer coordination with HHS

- **County Administrative Office (CAO)**
  - Ensure continuity of County administration
  - Ensure continuity of government
  - Provide necessary direction, guidance, and support to the EOC and County departments and offices
  - Support public alert and warning
  - Coordinate accurate, timely public information messages with the JIC/JIS
  - Guide and assist the EOC's equity and inclusion efforts
  - Coordinate dignitary and VIP visits with the EOC PIO/JIC
  - Provide County representatives to the Washington County MAC Group and Regional MAC Group, when activated
  
- **County Counsel**
  - Provide legal guidance to the EOC IC, CAO, Policy Group, and BCC
  - Direct and manage legal programs and policies
  - Coordinate the declaration process
  - Approve public information messages where necessary
  - Advise the EOC IC, Policy Group, and BCC on legal authorities and limitations.
  
- **Finance**
  - Track incident costs
  - Manage financial record keeping for FEMA and other reimbursement programs
  
- **Fleet, Facilities, and Parks (FFP)**
  - Conduct and coordinate damage assessment of County-owned facilities and parks
  - Coordinate emergency repair of County-owned facilities and parks
  - Manage County-owned transportation resources and support transportation needs
  - Support solid waste and debris management with HHS, LUT, and Housing Services

- Respond to requests for facilities and facility services from the EOC or other County responders
- Health and Human Services (HHS)
  - Coordinate emergency medical response in cooperation with fire agencies, the ambulance service provider, and WCCCA
  - Direct and manage public health, mass prophylaxis, environmental health, and mental health response and recovery operations
  - Provide and coordinate support to specific populations including children, people with developmental disabilities, elderly persons, and veterans
  - Develop and coordinate public health alert and warning messages
  - Coordinate solid waste and debris management with LUT and Housing Services
  - Provide and coordinate animal control services and animal sheltering
  - Coordinate disaster mortuary and mass fatality response with the Sheriff's Office and fire agencies
  - Support donations management
  - Support emergent volunteer functions with Community Corrections, Cooperative Library Services, Juvenile Services, Sheriff's Office, and the Red Cross
  - Support hazardous materials response with fire agencies
  - Support heavy rescue with fire agencies
  - Support search and rescue with fire agencies and the Sheriff's Office
  - Support public information messages with the County JIC/JIS
  - Support shelter and care with Housing Services and the Red Cross
- Housing Services
  - Conduct damage assessment of Housing Authority owned housing facilities
  - Support public information messages
  - Coordinate shelter and care with the Red Cross and Health and Human Services
  - Manage and coordinate temporary housing
  - Support and coordinate solid waste and debris management with the HHS and LUT

- Human Resources (HR)
  - Support hiring personnel, including through temporary personnel agencies, to meet emergency needs or backfill positions dedicated to response
  - Coordinate benefits and wellness programs to support employees impacted by the emergency
  - Coordinate personnel policy and procedure changes
- Information Technology Services (ITS)
  - Manage and coordinate telecommunications and information technology services
  - Manage the assessment and restoration of impacted IT systems
  - Respond to requests for IT services and equipment from the EOC and other County responders
- Juvenile Services
  - Support Sheriff's Office functions as requested
  - Support shelter and care operations with Housing Services, and the Red Cross
  - Support emergent volunteer coordination with HHS
- Land Use and Transportation (LUT)
  - Coordinate damage assessment, engineering, maintenance, and repair of County-managed roads, bridges, and surface water systems
  - Conduct life safety assessments of impacted buildings within LUT's area of responsibility
  - Conduct and coordinate safety inspections of County buildings with Support Services (ITS and Facilities & Parks Services)
  - Support traffic and access control in coordination with the Sheriff's Office by:
    - ⌘ Planning routes
    - ⌘ Closing roads
    - ⌘ Providing barriers and signage
    - ⌘ Managing traffic control devices
  - Provide road status information (open, closed, or restricted) to the EOC

- Provide heavy equipment and other equipment and services in support of emergency operations (e.g., urban search and rescue) and consistent with personnel and equipment certifications
  - Conduct and coordinate the removal of vegetative debris from the County right-of-way
  - Support solid waste and debris management in coordination with HHS, Housing Services, and Support Services
  - Conduct and coordinate public information activities with the EOC PIO/JIC.
- Office of Equity, Inclusion, and Community Engagement (OIECE)
- Advise the Policy Group, EOC, and other response entities to ensure that equity considerations are identified and addressed
- Sheriff's Office (WCSO)
- Conduct and support public alert and warning in coordination with the CAO, Emergency Management, and WCCCA
  - Conduct and coordinate evacuation operations with support from fire agencies and LUT
  - Support implementation of shelter-in-place protective actions in coordination with fire agencies
  - Conduct and coordinate security and traffic control around impacted areas and incident facilities
  - Conduct and coordinate security for dignitary and VIP visits, supply routes, airport, and other activities and locations
  - Support initial damage assessment activities
  - Conduct and coordinate intelligence and investigation activities with other law enforcement agencies
  - Coordinate law enforcement efforts with support from Community Corrections and Juvenile Services
  - Direct and coordinate search and rescue activities
  - Support public information activities with the EOC PIO/JIC/JIS and the County Administrative Office
  - Conduct and coordinate efforts to find missing persons
  - Support mass fatality operations with HHS

### 4.2.3 Non-County Organizations Which May Participate in or Support County Emergency Response Activities

- American Red Cross (ARC)
  - Support damage assessment by providing information regarding human impact
  - Provide shelter and mass care services in coordination with Housing Services and Community Corrections
  - Support missing persons locator activities with the Sheriff's Office
  - Support public information activities with the County Administrative Office and the EOC PIO/JIC/JIS
  - Support emergent volunteer coordination with HHS
- Clean Water Services (CWS)
  - Support storm water management in coordination with LUT
  - Support hazardous materials response in coordination with fire agencies
  - Coordinate maintenance and repair of Clean Water Services (CWS)-owned facilities
  - Coordinate CWS utility response, recovery, and restoration operations
- Fire Agencies
  - Provide damage assessment information to the appropriate city EOC or the County EOC
  - Direct and control fire resources
  - Coordinate emergency medical response with the ambulance service provider, HHS, and WCCCA
  - Support County EOC operations
  - Coordinate evacuation and shelter-in-place operations with the Sheriff's Office
  - Perform fire containment and suppression
  - Respond to hazardous materials incidents
  - Respond to heavy rescue events
  - Establish or participate in IC/UC at incident scenes
  - Support mass fatality operations or calls for mortuary services



- Develop public information messages and function within the County JIS or JIC when established
- Support the Sheriff's Office in rural search and rescue
- Ambulance Service Franchisee
- Provide emergency medical transport and coordinate emergency medical service functions with WCCCA, fire agencies, and HHS
- Washington County Amateur Radio Emergency Service (ARES)
  - Support communications with the County EOC, DOCs, and other local EOCs when activated
- Washington County Medical Reserve Corps (MRC) Unit
  - Support health and medical operations with HHS and the County EOC

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# 5

## Direction, Control, and Coordination

### 5.1 General

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

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

### 5.2 Coordination among Response Elements

**From Single Resources to EOC/DOC.** Single resources that are not part of an on-scene Incident Command organization will communicate situation and resource information directly with the EOC/DOC.

**From ICP to DOC or EOC.** The on-scene IC will manage on-scene response from the ICP. The EOC or DOC will provide support for on-scene activities. The

on-scene IC will provide periodic situation updates to the supporting DOC or the EOC.

Emergency operations with different objectives may be conducted in multiple jurisdictions or at geographically separated scenes within the county. In this event, more than one on-scene Incident Command operation may be established. Should this occur, it is important that the allocation of resources to specific field operations be coordinated through the DOCs or EOC.

**DOC to DOC.** Information and resource needs and operational response efforts will be coordinated between DOCs as necessary to most effectively manage the incident. However, when the EOC is activated, resource needs will be coordinated through the EOC.

**DOC to EOC.** The EOC will coordinate with the DOCs and the on-scene ICs not being supported by a DOC for optimal use of resources, external resource and technical support, researching problems, providing information to senior managers, gaining information essential to allow the EOC to develop strategic goals for coordinating and disseminating emergency public information, and performing other tasks to support on-scene operations.

**IOMT to EOC.** The EOC will coordinate with the IOMT to determine impacts to county resources (staff, facilities, equipment, and systems), identify resource needs, and develop public messaging.

**DOC to External EOCs.** Situation and resource information will be coordinated between DOCs and city, utility, and other EOCs prior to activation of the County EOC. Following activation of the County EOC, DOCs may still coordinate operational activities and situational information with external EOCs, but external resource requests will be made through the County EOC.

**EOC to Policy Group.** The EOC will brief the Policy Group and make recommendations, request strategic guidance and priorities, and coordinate funding.

**EOC to External Agencies.** The EOC will coordinate external situation and resource information and requests, formulation of strategic goals, public information, policy decisions, and technical support with other agency EOCs and special district DOCs.

**EOC to Regional MACG.** The EOC will coordinate strategic information, resource management, and policy guidance with the activated regional MACGs.

**EOC to State.** The EOC will prepare local declarations to be submitted by the BCC to the state. The EOC will coordinate resource needs with the state for all DOCs and agency EOCs in the County. The EOC will also provide routine situation updates to the state.

# 6

## Administration, Finance, and Logistics

### 6.1 Logistics Management and Resource Support

**County Resources.** County resources may be managed and supported by an on-scene IC, a DOC, the EOC, or a combination of the three when those entities are activated. Otherwise, the resources remain under the control of each department's/office's chain of command. The County EOC will provide strategic direction for all County resources committed to the response and will provide tactical direction and support to resources not assigned to a DOC, LUT, HHS, the Sheriff's Office, or an on-scene IC. Resources from those elements of County government will be tactically managed by their respective organizations. The County EOC will also serve as the clearinghouse for resource requests from local government agencies, coordinate with other responding organizations, arrange for state and federal resource support, if warranted, and carefully monitor and document usage of personnel, equipment, and consumable resources

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

If additional resources are required, the County will:

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

When external agencies respond to an emergency within the County's jurisdiction, they will be expected to conform to the guidance and direction provided by on-scene ICs or the supporting DOC or EOC, as appropriate. County emergency operations personnel will document the sourcing, utilization, and disposition of non-County resources.

**Emergent Volunteers.** It is expected that emergent volunteers will seek to assist the public in any disaster. Volunteers may contact the County PIC, when

activated, to offer their services. In this case, the PIC will collect information about the volunteer and share it with the County EOC and other response agencies (e.g., cities, special districts) for best utilization of their skills. Volunteers may also show up at incident scenes and offer their assistance with such activities as sand bagging and debris collection and sorting.

Emergent volunteers being used in support of County EOC, DOC, department, or field operations must be provided with the training, equipment, and supplies required for them to perform the work safely and appropriately, and their utilization must be documented for financial and risk management purposes. For further information, refer to Annex J – Emergent Volunteer Management.

**State, Federal, and Other Assistance.** If local and regional resources are inadequate to deal with an emergency, the County will request assistance from the state of Oregon. State assistance furnished to local governments is intended to supplement local resources and not substitute for such resources, including mutual aid resources, equipment purchases or leases, or resources covered by emergency service contracts. If resources required to control an emergency are not available within the state, the Governor may request assistance from other states through the Emergency Management Assistance Compact (EMAC) or from the federal government through FEMA. The County EOC will document the sourcing, utilization, and disposition of resources provided by the state and through the EMAC and FEMA processes.

## 6.2 Documentation

### 6.2.1 Reports and Logs

**Hazardous Materials Spill Reporting.** If Washington County is responsible for a release of hazardous materials of a type or quantity that must be reported to state and federal agencies, the department or agency responsible for the spill will make the required report. If the party responsible for a reportable spill cannot be located, the on-scene IC will ensure that the required report(s) are completed.

**Incident Action Plan.** Field responders and EOC and DOC personnel will utilize NIMS ICS or other similar forms to facilitate planning and documentation of incident information.

**Initial Emergency Report.** This short, verbal report should be prepared and transmitted by the EOC or Emergency Management to OERS when activating the EOC or when an ongoing emergency incident appears likely to worsen and assistance may be needed from other local governments or the state. OERS will provide an incident number at the time of reporting.

**Initial Damage Assessment (IDA).** Any time incident impacts and response efforts suggest a potential need for FEMA Public Assistance or Individual Assistance grants, an IDA will be completed by the EOC. (See Annex E – Damage Assessment for a description of the IDA process and a copy of the IDA form).

**Situation Report (SitRep).** A daily (or more frequent) SitRep should be prepared and distributed by the EOC to ODEM and other EOCs, DOCs, and stakeholders whenever the EOC is activated at any level.

**Other Reports.** Other reports covering specific functions are described in the annexes to this plan.

**Activity Logs.** All ICPs and the EOC and DOCs will maintain accurate logs of key response activities, including:

- Activation or deactivation of emergency facilities
- Emergency notifications to local governments and to state and federal agencies
- Issuance of emergency declarations
- Significant changes in the emergency
- Major commitments of resources or requests for additional resources from external sources
- Issuance of protective action recommendations to the public
- Evacuations
- Casualties
- Containment or termination of the incident
- Dispatch logs (DOCs only)

## 6.2.2 Records Management

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

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

## 6.2.3 Information Security

### Open Records and Meetings

For reasons of operational practicality and government transparency, the majority of this EOP is subject to public disclosure in accordance with the provisions of the Oregon Public Records Law; however, given the sensitivity and criticality of response operations, it may be necessary to withhold some EOP content from the public. Specifically, portions of the EOP or associated documents may contain information that, if made public, could endanger the safety of emergency operations personnel or the public, compromise the security of essential equipment,

services, and systems, or otherwise impact the County's ability to perform its essential emergency management functions. Such portions may be exempted from public disclosure requirements in accordance with the provisions of ORS 192.501.

### **Protection of Sensitive Information**

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

## **6.3 Accounting and Cost Recovery**

The EOC, DOCs, and all departments and offices participating in the response will maintain detailed financial records related to their participation in emergency operations, to include:

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

These records may be used to recover costs from the responsible party or from insurers or as a basis for requesting financial assistance for certain allowable response and recovery costs from the state or the federal government. Similarly, they may be used to support adjudication of requests for compensation submitted by individuals, owners of private property used by the County, and other such claimants.

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

WCEM is responsible for organizing and conducting an evaluation (i.e., after action review) of response and short-term recovery operations following the conclusion of any incident involving EOC activation. The evaluation will collect both written and verbal input from participants.



# 7

## Plan Development and Maintenance

### 7.1 Content Management

WCEM is responsible for maintenance of the EOP Basic Plan, annexes, and addenda and for development of any new annexes and addenda. This responsibility is shared with the County departments and offices and external agencies and organizations with primary or support roles identified in the response matrix included in Addendum 2 to this plan. Maintenance will be conducted as described below.

### 7.2 Plan Review Schedule

- The Basic Plan will be reviewed every four years
- The functional and hazard-specific annexes will be reviewed every two years
- The addenda will be reviewed every five years
- In addition to the scheduled noted above, plan components should be reviewed whenever:
  - Changes arise in response capabilities or in the risk environment that alter one or more of the plan's provisions or assumptions or that could otherwise impact its effectiveness
  - Lessons learned from an incident or exercise demonstrate a shortcoming in the plan's provisions or assumptions
  - Significant internal or external organizational changes (e.g., mergers, restructuring, etc.) affect functional responsibilities
  - Significant changes are made to federal or state doctrine or guidance that necessitates plan revision

### 7.3 Maintenance Process

WCEM is responsible for managing the plan review process and convening the appropriate stakeholders to participate in the reviews. County departments and offices and external agencies and organizations with primary responsibilities in

specific functional annexes may lead the review and update process for those functions.

Proposed changes to the EOP Basic Plan will be vetted with all County departments and offices and external agencies and organizations with responsibilities in the plan as well as with the other external organizations noted in the plan's distribution record. WCEM will finalize the plan revision and summarize the changes in the plan's record of changes then submit it to the Board of Commissioners for approval.

Proposed changes to EOP annexes and addenda will be vetted with all County departments and offices and external agencies and organizations with responsibilities in the revised annex or addendum before being finalized by WCEM and approved by the County Administrator.

Finalized plan documents will be posted on the WCEM website and distributed as noted in the Basic Plan's distribution record,

# 8

## Authorities and References

### 8.1 Authorities

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

#### 8.1.1 Federal

United States Code (laws)

- Emergency Planning and Community Right-to-Know Act, 42 U.S.C. §11001 et seq. (Title III of the Superfund Amendments and Reauthorization Act, P.L. 99-499)
- Earthquake Hazards Reduction Act of 1977, 42 U.S.C. § 7701 et seq.
- Homeland Security Act of 2002, 6 U.S.C. § 101
- Robert T. Stafford Disaster Relief & Emergency Assistance Act, 42 U.S.C. 5121 § et seq.

Code of Federal Regulations (rules)

- Emergency Management and Assistance, 44 C.F.R. Parts 0-399
- Hazardous Waste Operations & Emergency Response, 29 C.F.R. Part 1910.120

#### 8.1.2 State

Oregon Revised Statutes

- Chapter 131, Procedure in Criminal Matters Generally
- Chapter 190, Cooperation of Governmental Units; State Census; Arbitration
- Chapter 401, Emergency Management and Services (Including emergency service volunteers)
- Chapter 431, Administration and Enforcement of Public Health Laws
- Chapter 431A, Public Health Programs and Activities
- Chapter 476, Protection from Fire (Contains Emergency Conflagration Act)

### 8.1.3 Local

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

## 8.2 References

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

### 8.2.1 Federal

- Developing and Maintaining Emergency Operations Plans: Comprehensive Preparedness Guide (CPG) 101 (Federal Emergency Management Agency)
- National Response Framework (U.S. Department of Homeland Security)
- National Preparedness Goal (U.S. Department of Homeland Security)
- National Incident Management System (U.S. Department of Homeland Security)
- Local and Tribal NIMS Integration (Federal Emergency Management Agency)
- NIMS Incident Complexity Guide (Federal Emergency Management Agency)

- Federal Continuity Directive 1, Federal Executive Branch National Continuity Program and Requirements (U.S. Department of Homeland Security)
- Continuity Guidance Circular 1 (CGC1) (Federal Emergency Management Agency,)

**8.2.2 State**

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

**8.2.3 Regional**

- Regional Multi-Agency Coordination System (RMACS) Concept of Operations Plan

**8.2.4 Local**

- Washington County Hazard Analysis (Washington County Emergency Management, 2015)
- Washington County Natural Hazards Mitigation Action Plan (Washington County Emergency Management, 2023)
- Incident Management Enhancement Task Force (IMET) Report to the Executive Committee of the Office of Consolidated Emergency Management for Washington County (June 20, 2008)