BOOK_____PAGE_____

BEFORE THE BOARD OF COUNTY COMMISSIONERS

FOR COLUMBIA COUNTY, OREGON

In the Matter of Adopting the Updated)
Columbia County Emergency Operations Plan) Order No. 42-2024

WHEREAS, the Columbia County Emergency Management Director has recommended updates to the Columbia County Emergency Operations Plan; and

WHEREAS, County Departments and the Columbia County Homeland Security Emergency Management Committee have reviewed the proposed Emergency Operations Plan and the same is ready for adoption;

NOW, THEREFORE, IT IS HEREBY ORDERED as follows:

1. The Board of County Commissioners hereby adopts the Emergency Operations Plan, attached hereto as "Exhibit 1" and incorporated herein by this reference.

2. "Exhibit 1" supersedes the previous Emergency Operations Plan adopted via Order No. 10-2024, including any and all amendments thereto.

DATED this 4th day of September, 2024.

BOARD OF COUNTY COMMISSIONERS
FOR COLUMBIA COUNTY, OREGON

By: _____
Casey Garrett, Chair

Approved as to form

By: _____
Office of County Counsel

By: _____
Kellie Jo Smith, Commissioner

By: _____
Margaret Magruder, Commissioner

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Columbia County
EMERGENCY OPERATIONS PLAN

August 2024

Columbia County
Department of
Emergency Management

PREFACE

While no plan can replace the common sense and good judgment of emergency response personnel, department heads, and other decision makers, this Emergency Operations Plan provides a framework to guide Columbia County's efforts to respond to and recover from major emergencies or disasters.

This plan describes the roles and responsibilities of the departments and other partner agencies (including Special Districts) during major emergencies or disasters. The plan sets forth a strategy and operating guidelines using the National Incident Management System and National Response Framework for managing response and recovery activities during emergencies and disasters. It is the intent of the County to integrate emergency response systems into a program for comprehensive emergency management.

While the Emergency Manager is primarily responsible for the County's emergency response and recovery plans, this plan was developed with the assistance of the County's Homeland Security and Emergency Management Commission (HSEMC) and help from various other agencies and individuals in Columbia County. The County's approach is that emergency planning is a continuous process. The Department of Emergency Management will continue to coordinate planning needs with input and support of the HSEMC and other individuals and agencies that have responsibilities and interests in these plans.

This 2024 update of the County's Emergency Operations Plan consists of a single document including all the sections described below. The development and maintenance of this plan is the basis of the County's Emergency Management Program.

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

- **Emergency Support Function Annexes.** Each annex focuses on one of the critical emergency functions the County will perform. The type and scope of an incident will dictate which annexes will be needed. Since annexes are used in conjunction with the Basic Plan, they do not repeat information that is already addressed.

- **Incident Annexes.** Each annex provides additional hazard-specific information that can be used by the emergency management organization in responding to a specific incident type. (This section to be updated in FY2024-2025)

- **Functional Support Annexes.** Each Functional Support Annex provides additional planning elements to support the Basic Plan. (This section to be updated in FY2024-2025)

LETTER OF PROMULGATION

Government has the responsibility to plan for and respond to disasters resulting from all hazards. The Board of County Commissioners has established an Emergency Management Program through the Department of Emergency Management to provide overall planning and coordination for disasters. Disasters may require County government to operate in a manner different from normal, day-to-day routines and may seriously over-extend County resources. This Emergency Operations Plan (EOP) provides specific guidance to County Departments, emergency responders, and other agencies operating within Columbia County during disasters. If the County is unable to provide adequate resources or coverage for a potential hazard, alternate sources or contingency plans shall be developed as required.

The accomplishment of Emergency Management goals and objectives depends upon the development and maintenance of competent staff, adequate funding, and familiarization by County and emergency response agency personnel with this plan.

It is hereby directed that the Department of Emergency Management shall review this Emergency Operations Plan annually and will conduct updates of the plan bi-annually. Plan activations and exercise participation can serve as review, promulgation will be required for updates. Thorough familiarity with, and consistent improvements of this EOP will result in the efficient and effective execution of disaster responsibilities and in service to the citizens of Columbia County.

This Plan supersedes any previous Emergency Operations Plans.

Dated this 4th day of September 2024.

BOARD OF COUNTY COMMISSIONERS

FOR COLUMBIA COUNTY, OREGON

By: _____
Casey Garrett, Chair

By: _____
Margaret Magruder, Commissioner

By: _____
Kellie Jo Smith, Commissioner

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1. INTRODUCTION

1.1 General

This Emergency Operations Plan (EOP) establishes guidance for Columbia County's actions during response to, and short-term recovery from, complex incidents, major emergencies, or disasters. It defines a framework within which the County will combine technical capabilities and resources, as well as the expertise of its emergency response personnel, department directors, and other decision makers. Specifically, this EOP describes the roles and responsibilities of the County departments and personnel when an incident occurs, and it establishes high-level guidance that supports implementation of the National Incident Management System (NIMS).

The County views emergency management planning as a continuous process that is linked closely with training and exercises to establish a comprehensive preparedness agenda and culture. The Director of Emergency Management will maintain the EOP through a program of continuous improvement, including ongoing involvement of County departments, agencies and individuals with responsibilities and interests in this plan and supporting annexes.

1.2 Plan Description

Mission

The Columbia County Department of Emergency Management, through coordination with local, county, State, and federal stakeholders, will improve the capacity to mitigate, prepare for, respond to, and recover from, all hazards of disasters and emergencies.

Scope

The County EOP is intended to be invoked whenever the County must respond to an unforeseen incident or planned event, the size or complexity of which is beyond that normally handled by routine operations. Such occurrences may include natural or man-made disasters and may impact unincorporated areas of the County, incorporated municipalities, or a combination thereof. This plan is only intended to guide the County's emergency operations, complementing, and supporting implementation of the emergency response plans of the various local governments, special districts, and other public- and private-sector entities within the County, while not supplanting or taking precedence over them.

The primary users of this plan are elected officials, department heads and their senior staff members, emergency management staff, leadership, and staff of first responder agencies, leaders of local volunteer organizations that support emergency operations and others who may participate in emergency response efforts. The general public is also welcome to review this plan to better understand the processes by which the County manages the wide range of risks to which it is subject.

Purpose

The County EOP provides a framework for coordinated response and recovery activities during an emergency. This plan is primarily applicable to extraordinary situations and is not intended for use in response to typical, day-to-day emergency situations. This EOP complements the State of Oregon Emergency Management Plan (EMP), the National Incident Management System and the National Response Framework (NRF).

The Emergency Operations Plan will:

- Provide a description of the legal authorities upon which the County has structured its response to an emergency incident or disaster, including the emergency declaration process, activation of mutual aid agreements, and request for resources and emergency spending powers;
- Describe the context under which the County will respond to an incident.
- Assign and describe roles and responsibilities for the County agencies tasked with emergency response;
- Describe a concept of operations for the County that provides a framework upon which the County will conduct its emergency operations and coordinate with other agencies and jurisdictions;
- Describe the activation and operation of the County Emergency Operations Center (EOC) and implementation of the ICS; and
- Discuss the County's protocols to maintain and review this EOP, including training, exercises, and public education components.

1.3 Relationship to Other Plans

National Incident Management System

Homeland Security Presidential Directive-5 (HSPD-5) directed the Secretary of Homeland Security to develop and administer the National Incident Management System (NIMS). NIMS, including the Incident Command System (ICS), enhances the management of emergency

incidents by establishing a single comprehensive system and a coordinated command structure to help facilitate a more efficient response among departments and agencies at all levels of government and across jurisdictions.

The Columbia County EOP adheres to the latest NIMS guidance produced by the Federal Emergency Management Agency (October 2017).

National Response Framework

The National Response Framework (NRF) was created to support Presidential Policy Directive / PPD-8 which aimed at strengthening the security and resilience of the United States through systematic preparation for the threats that pose the greatest risk to the security of the nation, including acts of terrorism, cyber-attacks, pandemics, and catastrophic natural disasters.

The NRF is a guide to how the Nation responds to all types of disasters and emergencies. It is built on scalable, flexible, and adaptable concepts identified in the NIMS to align key roles and responsibilities across the Nation. The NRF describes specific authorities and best practices for managing incidents that range from the serious but purely local to large-scale terrorist attacks or catastrophic natural disasters.

The term "response," as used in the NRF, includes actions to save lives, protect property and the environment, stabilize communities, and meet basic human needs following an incident. Response also includes the execution of emergency plans and actions to support short-term recovery. The NRF describes doctrine for managing any type of disaster or emergency regardless of scale, scope, and complexity. This Framework explains common response disciplines and processes that have been developed at all levels of government.

The Columbia County EOP adheres to the latest NRF guidance produced by the Federal Emergency Management Agency (October 2019).

State of Oregon Emergency Management Plan

The Oregon Comprehensive Emergency Management Plan (CEMP) is developed, revised, and published by the Director of Oregon Emergency Management (OEM) under the provisions of Oregon Revised Statutes (ORS) 401.270, which are designed to coordinate the activities of all public and private organizations that provide emergency services within the State of Oregon (State) and provide for and staff a State Emergency Coordination Center (ECC) to aid the Governor. ORS 401.035 makes the Governor responsible for the emergency services system within the State. The Director of OEM advises the Governor and coordinates the State's response to an emergency or disaster.

The Columbia County EOP follows the guidance and procedures identified in Oregon CEMP including the establishment of 18 Emergency Support Functions.

Columbia County Continuity of Operations Plans

Planning for continuity of operations (COOP) is a key component of Columbia County's emergency management program. The County is currently undergoing a process to develop COOP plans for all County departments utilizing State supplied software and templates. These plans may be used in conjunction with the EOP during various emergency situations. The COOP plans detail the processes for accomplishing administrative and operational functions during emergencies that may disrupt normal business activities. Parts of these plans identify essential

functions of local government, private sector businesses, and community services and delineate procedures developed to support their continuation.

COOP planning is intended to compliment The Columbia County EOP; conflicts between the COOP Plan and the EOP should be de-conflicted upon discovery. In every case, the EOP takes precedence over the subordinate COOP Plan.

The exercising of COOP plans should be done annually at the department level and incorporated into EOP Exercises whenever possible.

Columbia County Natural Hazard Mitigation Plan

FEMA's Interim Final Rule 44 Code of Federal Regulations (CFR) Part 201, published in February 2002, requires states and communities to develop natural hazard mitigation plans to apply for FEMA Pre-Disaster Mitigation, and Hazard Mitigation Grant Programs. The Columbia County Natural Hazard Mitigation Plan was updated in 2020, and approved in 2022, and provides information designed to help prioritize post disaster mitigation projects and funding.

1.4 Authorities

The following section highlights significant County, State and Federal regulations, public laws, revised statutes, and orders governing activities for responding to major emergencies and disasters.

Legal Authorities

In the context of the County EOP, a disaster or major emergency is defined as an incident requiring the coordinated response of all government levels to protect life and property of county residents and organizations. This plan is issued in accordance with, and under the

provisions of, ORS Chapter 401, which establishes the authority for Board of County Commissioners (BOCC) to declare a state of emergency.

As approved by the BOCC, per County Order Number 35-99, the Columbia County Department of Emergency Management has been identified as the lead agency in the response to an emergency incident or disaster. Emergency Management has the authority and responsibility for the organization and administration of county operations related to that response.

The following Table sets forth the Federal, State, and local legal authorities upon which the organizational and operational concepts of this EOP are based.

Figure 1.1 - Legal Authorities

Federal

Federal Civil Defense Act of 1950, PL 81-950 as amended.

The Disaster Relief Act of 1974, PL 93-288 as amended

Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 100-707

Title III, of the Superfund Amendments and Reauthorization Act of 1986, PL 99-499 as amended

CFR, Title 44. Emergency Management Assistance

EO 12656, Assignment of Emergency Preparedness Responsibilities, of November 18, 1988

EO 12472, Assignment of National Security and Emergency Preparedness Telecommunications Functions, of April 3, 1984

State of Oregon

ORS Chapter 131, Procedure in Criminal Matters Generally

ORS Chapter 401, Emergency Management and Services

Figure 1.1 - Legal Authorities

ORS Chapter 402, Emergency Mutual Assistance Agreements

ORS Chapter 403, Public Communications Systems

ORS Chapter 404, Search and Rescue

ORS Chapter 431, Administration of Health Laws

ORS Chapter 433, Public Health and Safety

ORS Chapter 476, Protection from Fire (Conflagration Act)

Executive Order of the Governor

Columbia County

Columbia County Order Number 4-99, January 27, 1999 (establishing internal work priorities during times of emergency)

Columbia County Order Number 35-99, June 9, 1999 (establishing an Emergency Management Department separate from the General Services Department)

Homeland Security and Emergency Management Intergovernmental Agreements

Mutual Aid and Intergovernmental Agreements

State law (ORS Chapter 402) authorizes local governments to enter into Cooperative Assistance Agreements with public and private agencies in accordance with their needs (e.g., the Omnibus Mutual Aid Agreement). Personnel, supplies, and services may be used by a requesting agency if the granting agency cooperates and extends such services. However, without a mutual aid pact, both parties must be aware that state statutes do not provide umbrella protection except in the case of fire suppression, pursuant to ORS 476 (the Oregon State Emergency Conflagration Act).

1.5 Emergency Powers

Declaration of Emergency

Under ORS 401, a local state of emergency may be declared by any two County officials listed by the County Emergency Management Ordinance. The effect of the declaration is to activate the recovery and rehabilitation aspects of the plan and to authorize the furnishing of aid and assistance. Assistance will be requested from neighboring jurisdictions in accordance with existing MAAs and then through the State when the emergency's requirements exceed local government's capability to respond.

If the emergency area is within a city, the Chief Executive(s) of that city must process requests for assistance through the County Emergency Management Office. Requests for a State Declaration shall be made by the Executive Officer(s) of the county in which the emergency event is occurring. State assistance will be provided only after a "good faith" effort has been made, local resources are exhausted or nearing depletion, and MAAs have been initiated. Local resources include those available under mutual aid or through the County.

Declaration of an emergency requires the following actions:

- BOCC Order declaring an emergency (see Appendix A for Sample Disaster Declaration Forms), including a description of the disaster event, impacted area(s), loss of life and injuries, damages to property, special powers enacted, and local resources applied to the disaster;
- Supporting documentation or findings, requested by the Chair of the BOCC or successor; and

- Letter to the Governor advising of the County's declaration and the request for a state declaration as appropriate, as well as any requests for assistance.

If circumstances prohibit timely action by the BOCC, the BOCC Chair or the succeeding Commissioner may verbally declare a state of emergency. For purposes of the immediate emergency, a single Commissioner's signature will carry full authority for the County's Emergency Declaration. A formal review before the BOCC will follow as soon as prudently possible, with a signed order replacing the emergency order.

Lines of Succession

Each County department is responsible for pre-identifying lines of succession in management's absence. All employees must be trained on the protocols and contingency plans required to maintain leadership within the department. Individual department heads within the County are responsible for developing and implementing COOP/COG plans to ensure continued delivery of vital services during an emergency.

It is imperative that in an emergency, succession provides all the authority necessary for subordinates to provide required support to EOC operations. In addition, each identified member of the EOC team will maintain and train an alternate for the same position in order to provide for contiguous operations during a large-scale incident.

Resource Management

In times of declared disasters, all assistance requests will be made through the County EOC to the State according to provisions outlined under ORS Chapter 401. Following OEM guidelines, resources requests will be made to the appropriate ESF in the State Emergency Coordination

Center. The executives of the County's incorporated cities are responsible for the direction and control of their communities' resources during emergencies and for requesting additional resources required for emergency operations.

Wildfire - In the case of emergencies involving fires threatening life and structures, the Conflagration Act (ORS 476.510) can be invoked by the Governor through the Office of State Fire Marshal, in close coordination with the County Fire Defense Chief. The Act allows the State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations. The local Fire Chiefs assess the status of the incident(s) and, after determining that all criteria have been met for invoking the Conflagration Act, notify the State Fire Marshal via the OERS.

Financial Management

During an emergency, the County may find it necessary to redirect funds to effectively respond to the incident. The authority to adjust department budgets and funding priorities rests with the BOCC. If an incident in the County requires major redirection of County fiscal resources, the BOCC will meet in emergency session to decide how to respond to the emergency funding needs. County finance during emergencies is handled by County's Finance Department. City governments and special districts will handle their financial management, in accordance with their emergency plans and procedures.

Expenditure reports will be prepared by the Finance Department and managed through the Finance Director to identify budgetary shortfalls. The Finance and Human Resources Departments will support procurement issues related to personnel, both volunteer and paid.

Copies of expense records and all supporting documentation shall be preserved for filing FEMA Public Assistance (PA) reimbursement requests. To ensure the greatest possibility for County PA reimbursement, an offer of aid, or sanctuary in support of another county must be tied to a request for such aid from the distressed county.

Liability Issues

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

Under Oregon law, all local jurisdictions are members of a statutorily created mutual assistance compact (ORS Chapter 402). This compact, meant to streamline the mutual aid process, allows local jurisdictions to request assistance from another local government to prevent, mitigate, respond to, or recover from an event that overwhelms the requesting jurisdiction's available resources. Assistance may also be requested for training, drills, or exercises.

Requests may be either written or oral, although if a request for assistance is made orally, the responding government must document its response within 30 days of the request. Under these provisions, employees from another jurisdiction providing assistance to the County are agents of the County. The County must defend, hold harmless, and indemnify these employees as it would its own employees. Should an employee of a responding government sustain injury during providing requested assistance, he or she is entitled to all applicable benefits, including workers' compensation, normally available while performing regular duties for the responding

local government. The County is not obligated to provide resources to the requesting jurisdiction.

This language supplements other State laws authorizing local governments to enter into cooperative assistance agreements with public or private entities for reciprocal emergency aid and resources. The County may request and utilize the services, equipment, supplies, and facilities of departments, offices, and agencies of the State and local governments. Except in cases of willful misconduct, gross negligence, or bad faith, emergency service workers acting under these provisions will not be held liable for the death or injury of any person, or damage or loss of property, because of that activity.

Note that under the Emergency Conflagration Act, the Governor (or other authorized State officer) may make available for use and duty in any county, city, or district any part of the local fire-fighting forces and equipment in response to fire, a heightened danger of fire, or a significant reduction in available fire-fighting resources. Response personnel acting under these provisions will be considered agents of the State and will not be held liable for any injury to person or property resulting from the performance of their duties.

2. SITUATION AND PLANNING ASSUMPTIONS

2.1 Situation

Columbia County is exposed to a complex hazard profile, each element of which has the potential to disrupt the community, cause damage, and create casualties. Natural hazards include earthquakes, droughts, floods, wildfires, and winter storms. War-related incidents such as a nuclear, biochemical, or conventional attack also pose a potential threat. Other disaster situations could develop from hazardous material accidents, public health-related incidents, conflagrations, major transportation accidents, and acts of public violence or terrorism.

Hazard Analysis

Hazards that could impact Columbia County are scored using a formula that incorporates four independently weighted rating criteria (history, vulnerability, maximum threat, probability) and three levels of severity (low, moderate, and high). For each hazard, the score for a given rating criterion is determined by multiplying the criterion's severity rating by its weight factor. The four rating criteria scores for the hazard are then summed to provide a total risk score for that hazard.

Columbia County Hazard Analysis Matrix

Hazard	Rating Criteria with Weight Factors				Total Score
	History [1] (WF=2)	Vulnerability [2] (WF=5)	Max Threat [3] (WF=10)	Probability [4] (WF=7)	
	Rating Factor (High = 10 points; Moderate = 5 points; Low = 1 point) X Weight Factor (WF)				
Flood	20	100	100	70	**290**
Severe Weather	20	100	100	35	**255**
Public Violence/Terrorism	10	50	100	70	**240**
Earthquake	10	100	100	7	**217**
Transportation Accident	20	50	50	70	**190**
Hazardous Materials	10	50	50	70	**180**
Multiple Casualty	20	10	10	70	**110**
Volcanic Eruption	2	50	50	7	**109**
Wildland/Urban Fire	10	50	10	35	**105**
Drought	10	10	50	35	**105**

Notes:

1. History addresses the record of previous major emergencies or disasters. Weight Factor is 2. Rating factors: high = 4 or more events in last 100 years; moderate = 3 events in last 100 years; low = 1 or 0 events in last 100 years.
2. Vulnerability addresses the percentage of population or property likely to be affected by a major emergency or disaster. Weight Factor is 5. Rating factors: high = more than 10% affected; moderate = 1%-10% affected; low = less than 1% affected.
3. Maximum Threat addresses the percentage of population or property that could be affected in a worst-case incident. Weight Factor is 10. Rating factors: high = more than 25% could be affected; moderate = 5%-25% could be affected; low = less than 5% could be affected.
4. Probability addresses the likelihood of a future major emergency or disaster within a specified period of time. Weight Factor is 7. Rating factors: high = one incident within a 10-year period; moderate = one incident within a 50-year period; low = one incident within a 100-year period.

2.2 Assumptions

- The County will continue to be exposed to the hazards noted above, as well as others that may develop in the future.
- Outside assistance will be available in most emergency situations affecting the County. Although this plan defines procedures for coordinating such assistance, it is essential for the County to be prepared to carry out disaster response and short-term actions on an independent basis.
- It is possible for a major disaster to occur at any time and at any place in the County. In some cases, dissemination of warning and increased readiness measures may be possible. However, many disasters and events can occur with little or no warning.
- Proper implementation of this plan will reduce or prevent disaster-related losses.
- Federal support will be forthcoming via the disaster declaration processes outlined in Federal law.
- Columbia County government will have adequate communications capability to respond to a disaster. The regional Tactical Interoperable Communications Plan procedures will be used when necessary for multi-discipline/jurisdictional response. If the Public Safety network is damaged or overwhelmed by an ongoing incident, emergency management retains an Auxiliary Communication Team and attendant equipment necessary to provide limited backup communications.

- Should a regional event take place, a regional Emergency Joint Operations Center or Joint Field Office may be established to coordinate public information, limited resource allocation, and policy decisions.

- Certain hazards could impact the County's Emergency Operations Center requiring relocation or a shift to mobile EOC operations. The County will continue to support and build the capability to offer mobile EOC activation.

3. ROLES AND RESPONSIBILITIES

3.1 General

The Board of County Commissioners (BOCC) for Columbia County is charged by ORS 401.305 with the responsibility of establishing an emergency management agency, implemented through the adoption of BOCC Orders. The resultant Department of Emergency Management is responsible for developing a major emergency or disaster response capability that, through cooperative planning efforts with the Homeland Security and Emergency Management Commission, will provide a coordinated response to a major emergency or disaster.

3.2 Columbia County Emergency Response Elements

During an incident that requires a disaster declaration, the County will employ several temporary, planned structures commonly referred to as the emergency response elements. These consists primarily of the Policy Group and the Emergency Operations Center team (along with additional components added as needed) and have been established to direct specific emergency response tasks.

Policy Group

The Policy Group is referred to in this plan as a single body and includes the Chair of the Board of County Commissioners (or successor, or designee), who acts as the chair for the group, as well as the Director of Emergency Management, the County Legal Counsel, and the County Treasurer or Director of Finance. The members of the group include both elected and appointed executives each with certain legal responsibilities that will be required during a declared disaster. The major functions of the Policy Group are to provide fiscal support, offer

policy level guidance to the EOC manager, consider legal issues, and make high-level decisions that provide input for strategic goals.

Policy Group responsibilities may include the following.

- Provide strategic guidance.
- Ensure accurate financial accounting and determine spending authorities for EOC manager.
- Provide strategic resource management guidance to the EOC manager.
- Coordinate departmental support to the EOC.
- Oversee Continuity of Government operations.
- Provide legal guidance.

Emergency Operations Center Team

The County EOC is the primary facility for the coordination and/or management of Countywide major emergency or disaster response. It establishes strategic goals for County and Countywide activities, manages resources and information, provides auxiliary communications, maintains a countywide common operating picture, performs emergency operations, and coordinates with the State OEM and other agencies.

The EOC is staffed by County personnel and others who are assigned to specific positions within the EOC's ICS/ISM organizational structure. This EOC team will provide information and recommendations to deployed Incident Management Teams (IMT) and the Policy Group to help determine a course of action to respond to, contain, control, and recover from an emergency.

EOC responsibilities include the following.

- Receive emergency warnings and assist in coordinating countywide emergency notification systems.
- Coordinate public information collection and dissemination.
- Coordinate command decisions and prioritization of response activities with local first responder agencies.
- Provide situation assessments and provide a common operating picture for all responding agencies, departments, and emergency response elements.
- Set strategic goals for County and Countywide actions.
- Develop tactical objectives for EOC operations.
- Establish guidelines for the ordering, use, and release of resources to meet emergency needs and provide resource support to County Departmental Operation Centers (DOC)s and other local agencies.
- Coordinate the Initial Damage Assessment Process Countywide.
- Support implementation of large-scale evacuation planning and execution.
- Manage the implementation of mass sheltering and arrangements for evacuees.
- Request assistance from the State and other external sources and prioritize resource allocations.
- Receive requests for assistance and emergency information from the public.

- Document incident activity and track costs.

Joint Information Center, Joint Information System (JIC, JIS)

Public Information. When incident demands require, the Emergency Public Information function can be expanded into a JIS. Public Information Officers (PIOs) from multiple agencies and jurisdictions will work together to provide unified messaging and information regarding the incident and recommended actions for public benefit.

JIC/JIS responsibilities include.

- Coordinate public information with agencies involved in an incident and local media.
- Report to the County EOC.
- Coordinate dignitary and VIP visits with executives countywide.

Public Inquiry Center

The Public Inquiry Center (PIC) is an activity supported by the EOC to provide PIO-approved information to the public regarding incident activity, impacts, and available resources. It also can serve as a point to receive in kind donations and spontaneous volunteer registration.

PIC responsibilities include:

- Provide support for call surge to Columbia 911 Communications District.
- Distribute information released from the EOC's PIO staff.
- Provide incident activity/impacts and information on available resources to the public.
- Report to the JIC/JIS and/or the County EOC ICS structure.

County Departmental Operations Centers (DOCs)

Individual departments are an integral part of the emergency organization. While some departments' staff are first responders, the majority focus on supporting these first responders and/or on the continuity of services they provide to the public. Organizationally, they are a component that provides support and communication for responders. Larger departments maintain DOCs that focus on tactical management of department-owned and controlled resources. The DOCs work in concert with the County EOC for overall management of County resources.

All County departments have the following common responsibilities.

- Support EOC operations to ensure the County is providing for the public safety and protection of the citizens it serves.
- Establish, in writing, an ongoing line of succession of authority for each department; this document must be made known to department employees, and a copy must be filed with the BOCC and Emergency Manager. This document is a key component of each department's COOP plan and must be included in the online BOLD COOP plan.
- Develop alert and notification procedures for department personnel.
- Develop operating guidelines to implement assigned duties specified by this plan.
- Track incident-related costs incurred by the department.
- Identify critical functions and develop procedures for maintaining and/or reestablishing services provided to the public and other County departments.

- Assign personnel to the EOC, as charged by this plan.
- Familiarize personnel with the Incident Command System and the EOP.
- Identify departmental personnel for pre-disaster training in EOC support functions.

Field Responders

Personnel from the Sheriff's Office and the Road Department are concerned with immediate field action: situation assessment (tactical), protecting life and property, incident stabilization, and reporting in accordance with their standard operation procedures (SOPs). Other field responders include County personnel assigned to an incident by the EOC, or a DOC, who supports the EOC, damage assessment process, investigation, client support, or other response or recovery activities.

3.3 Specific Responsibilities by County Department or Agency

In the event of an activation of the EOC, each county department will have assigned personnel pre-chosen to support the EOC. Additionally, each county department will have response functions that are generally related to its day-to-day activities. Some of these responsibilities are duplicated by department participation in specific Emergency Support Functions (ESF) identified in section 7.0. Some incidents may not require departments to alter their daily operations – EOC staff will coordinate the need for these responsibilities to be addressed during an emergency. Some departments may share response personnel and/or functions with other departments.

Figure 3.1 offers a review of expected emergency responsibilities by department.

Figure 3.1 - Department Emergency Operations Responsibilities

Animal Control

- Assist with organizing animal rescue, evacuation, and sheltering.
- Conduct financial damage assessment of buildings.
- Assist with other damage assessment, as needed.
- Assist with staffing the EOC as requested and able.

Columbia County Public Health Authority

- Evaluate and inform the public about health hazards.
- Coordinate provision of health and medical services during an emergency.
- Coordinate with the Oregon State Public Health Division on all matters requiring mass public immunizations.
- Act to prevent communicable diseases.
- Facilitate mental health counseling.
- Facilitate assistance to special needs, access and functional needs, and vulnerable populations.
- Aid the Medical Examiner.
- Evaluate private water systems for use during emergencies.
- Assist with staffing the EOC as requested and able.

Columbia County Auxiliary Communications Team.

- Support communications with County EOC, DOCs, and other EOCs.

- Establish field communications centers, operate in city EOC's, and establish ad hoc repeater systems to maintain radio communications during an emergency.
- Provide radio communications (voice and digital) with State OEM.
- Work under the direction of the County EOC ICS/ISM structure.
- Assist with staffing the EOC as requested and able.

County Counsel

- Participate in the Policy Group regarding legal authorities and limitations.
- Support County administration.
- Ensure continuity of government with the BOCC.
- Support the declaration process.
- Approve (where necessary) public information messages.

Emergency Management

- Activate the EOC.
- Implement the EOP when appropriate.
- Coordinate EOC management.
- Coordinate with Countywide EOCs and DOCs.
- Coordinate policy development and implementation with the BOCC.
- Support emergency notification of the public.
- Coordinate auxiliary communications.
- Collect data and send reports to partner agencies.

- Provide updated information to partner agencies such as road closures or weather reports

Finance

- Coordinate financial management and disaster costs.
- Manage emergency purchasing and emergency contracts under the ICS Finance Section.
- Maintain records for FEMA and other reimbursement programs.

Human Resources

- Coordinate human resource management.
- Serve as EOC Safety and Risk Management (Safety Officer).
- Assist Finance with Compensation and Claims issues.

Juvenile Services

- Support Sheriff's Office functions as requested.
- Support volunteer coordination.
- Assist with staffing the EOC as requested and able.

Land Development Services

- Support and participate in county wide damage assessment process.
- Support public information messages.
- Coordinate temporary housing.
- Coordinate solid waste and debris management.
- Coordinate building safety inspections.
- Coordinate damage assessment of County-owned facilities and State buildings.

- Support engineering/construction for County-owned facilities.
- Coordinate infrastructure and repair for County-Owned buildings.
- Assist with staffing the EOC as requested and able.

Road Department

- Coordinate damage assessment of County roads and bridges.
- Coordinate road status information with the EOC.
- Coordinate engineering/construction of County roads and bridges.
- Support evacuation operations with the Sheriff's Office.
- Support hazardous materials response with Fire Services and Public Health.
- Support heavy rescue with Fire Services, the Sheriff's Office, and Emergency Medical Services (EMS).
- Support the Sheriff's Office with traffic and access control.
- Support public information messages with the JIC/JIS.
- Coordinate solid waste and debris management with Land Development Services.
- Assist with staffing the EOC as requested and able.
- Clear roads of rocks, mudslides, snow, and ice.
- Map and maintain evacuation and alternate Routes and their use and access.

Sheriff's Office

- Coordinate emergency notification of the public with Emergency Management and Columbia 911.
- Support dignitary/VIP coordination with the JIC/JIS and the BOCC.

- Support emergency medical activities with Fire Services, EMS, and Public Health.
- Coordinate evacuation and shelter-in-place operations with support from Fire Services and the Road Department.
- Support hazardous materials response with Fire Services.
- Coordinate law enforcement with support from Community Corrections and Juvenile Services.
- Coordinate missing persons locator activities.
- Support mass fatality operations with Public Health.
- Support public information with the JIC/JIS and the BOCC.
- Coordinate rural search and rescue (SAR) operations.
- Support transportation needs with the Road Department.
- Coordinate intelligence investigation information activities with other law enforcement agencies.
- Assist with staffing the EOC as requested and able.
- Coordinate with CERT.

Transit / CC Rider

- Operate County-owned transportation resources to meet emergency objectives.
- Support and coordinate additional transportation needs with EOC team.
- Support public information messages with the JIC/JIS.
- Assist with staffing the EOC as requested and able.

3.4 Local and Regional Response Partners

The County's emergency organization is supported by several outside organizations, including the incorporated cities, special districts, first responder and non-governmental, as well as the private sector of Columbia County. A list of supporting local and regional agencies can be found in the individual ESF Annexes in Section 7.0.

Local Jurisdictions

Columbia County's incorporated cities all have Emergency Operations Plans and will follow these plans during an emergency. However, the cities will rely on County response procedures to provide assistance as no city in Columbia County has the resources to maintain a full-time emergency management program. The EOC will maintain a copy of each city EOP and work with city officials to ensure a seamless escalation from a city EOP to the county EOP. Under agreement (HSEMC) the county and cities will work collaboratively to ensure operational emergency readiness.

Local Jurisdictions will;

- Follow internal jurisdictional emergency response plans.
- Communicate situation reports periodically and by request to the County EOC.
- Coordinate response activities according to County Emergency Legal and EOC activation description.

Special Districts

In Columbia County all Fire and Rescue agencies are Special Districts rather than city departments, and the county's consolidated Public Safety Answering Point (CCOM 911) is also a Special District. Each Special District retains its own geographic area of responsibilities and operating procedures during an incident and coordination with all Special Districts is essential for effective EOC operations.

Alongside their statutory responsibilities, special districts will;

- Follow internal emergency response plans for their area of responsibility.
- Provide mutual aid assistance.
- Communicate situation reports periodically and by request from the County EOC.
- Coordinate response activities according to County Emergency, Legal, and EOC activation and operational guidelines.

Private Sector

Private sector organizations play a key role before, during, and after an incident. In addition, County Emergency Management must work seamlessly with businesses that provide water, power, communication networks, transportation, medical care, security, and numerous other services upon which both response and recovery are particularly dependent.

Essential private-sector responsibilities include.

- Plan for the protection of employees, infrastructure, and facilities.

- Plan for the protection of information and continuity of business operations.
- Plan for, respond to, and recover from incidents that impact their own infrastructure and facilities.
- Collaborate with emergency management personnel before an incident occurs to ascertain how their company resources and staff may be utilized in response and recovery.
- Develop and exercise emergency plans and COOP plans.
- Where appropriate, establish mutual aid and assistance agreements to provide specific response capabilities.
- Provide assistance (including volunteers) to support local emergency management and public awareness during response and throughout the recovery process.

Nongovernmental Organizations

Nongovernmental Organizations (NGOs) play enormously important roles before, during, and after an incident. In the County, NGOs such as the American Red Cross provide sheltering, emergency food supplies, counseling services, and other vital support services to support response and promote recovery. NGOs collaborate with responders, governments at all levels, and other agencies and organizations.

The roles of NGOs in an emergency may include the following.

- Train and manage volunteer resources.
- Implement mass care operations.

- Provide critical emergency services to those in need, such as cleaning supplies, clothing, food and shelter, and assistance with post-emergency cleanup.
- Identify those whose needs have not been met and help coordinate the provision of assistance.

3.5 Oregon County Response Partners

The Emergency Manager is responsible for developing a countywide emergency management program that, through cooperative planning efforts with the incorporated communities of the County, will provide a coordinated response to a major emergency or disaster. During incidents that overwhelm the county's ability to respond, the EOC may request resources and staff from other Oregon counties. This can occur either through activation of County Emergency Management Mutual Aid agreements (Omnibus MAA) or through a resource request to the state OEM ECC.

3.6 State Response Partners

Under the provisions of ORS 401.055 through 401.155, the Governor has broad responsibilities for the direction and control of all emergency activities in a State-declared emergency. The administrator of OEM is delegated authority by ORS 401.260 to 401.280 to coordinate all activities and organizations for emergency management within the State and to coordinate in emergency matters with other states and the Federal government.

3.7 Federal Response Partners

Federal response partners are typically requested by OEM if State resources become overwhelmed or specialized services are needed. In most instances, Federal resources become

available following a formal declaration of emergency by the Governor. Procedures and policies for allocating and coordinating resources at the Federal level follow the Oregon Emergency Management Plan and the National Response Framework.

3.8 Emergency Support Functions

The roles and responsibilities of County departments and agencies, and other local, state and federal agencies are further defined as Emergency Support Functions (ESF) located in Chapter 7 of this plan.

The ESFs provide the structure for coordinating interagency support for a response to an incident. They are mechanisms for grouping functions most frequently used to provide support both for declared disasters and emergencies.

4. CONCEPT OF OPERATIONS

4.1 General

This plan outlines the mechanisms by which the County will respond to and recover from emergencies and catastrophic events. This will be accomplished by activation and use of the EOC using a pre-identified EOC team applying the National Incident Management System.

This plan is primarily applicable to extraordinary situations. It is not intended for use in response to normal, day-to-day emergency situations.

Assistance will be provided by Columbia County Emergency Management to municipalities that do not have full-scale emergency management response capabilities. In addition, these services, when requested, can supplement the emergency functions of municipalities that have developed emergency operations structures and plans.

This plan utilizes private sector agencies and non-government organizations to provide relief and human services to those impacted by disaster. These agencies include volunteer organizations, clubs, faith-based organizations, and businesses.

Access to emergency services shall not be denied on the grounds of race, color, national origin, sex, age, disability, marital status, or religious or political affiliation. The needs of special populations shall be identified and planned for according to Federal, State, and local regulations and guidance. Special populations include, but are not limited to, the physically or mentally disabled, non-English speakers, the aged or infirm, incarcerated persons, and those in care facilities.

A local state of disaster may be declared by the presiding official of the BOCC. When the emergency exceeds local government capability to respond, assistance will be requested from neighboring jurisdictions in accordance with existing mutual aid agreements and then through State government via the Oregon Emergency Response System (OERS). The declaration also is used to activate the recovery and rehabilitation aspects of this plan, authorize the furnishing of aid and assistance, and invoke emergency policies.

Emergency response often requires decisions to be made quickly under adverse conditions. Emergency conditions may require actions that are not listed in this EOP or that run counter to guidelines.

The BOCC has the ultimate authority for the direction and control of County response and resources. During EOC activation, the chair of the BOCC (or successor) serves as the head of the Policy Group.

County emergency first responder agencies have the task of responding to the day-to-day emergencies identified by their mission. Emergency first responder agencies will share appropriate policies and procedures relevant to their operations for the effective development and update of the County EOP. County emergency responder agencies will implement individual response plans, SOPs, and supporting processes during emergency operations. To maintain appropriate awareness of the incident the County EOC will access the following information regarding partner agencies throughout an incident's duration:

- Operational status;
- Readiness and availability of essential resources.

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

4.2 EOC Activation Authority

The authority to activate the County EOC resides with the Director of Emergency Management, the Chair of the BOCC, or their designees.

On-scene IMT's, City/District managers, and County Department Directors can request activation of the EOC. The request for activation can be made directly to one of the resources listed above or to them through the Columbia 911 Communications District.

4.3 Emergency Classifications and Emergency Operations Center Activation

Since emergencies occur frequently, but rarely with the scope and complexity that would require implementation of the EOP, response will be based on the definitions of three emergency classifications: Level Three (green), Level Two (yellow) and Level One (red).

The EOC activation level depends on the size and scope of the incident. There are three activation levels, corresponding with the three emergency classifications. The EOC will be activated at the minimum level required to carry out the necessary tasks.

Emergency Classifications and Activation Levels

Level 3 Emergency (green)

Level 3 Emergencies are "day to day" emergencies that are routine in nature and managed by department and/or agency field resources without the need for higher level coordination.

These events do not require notification of County Emergency Management or activation of the County EOC. Level 3 (green) is considered "Steady State".

Emergency Operations

Resources, information, command, and policy coordination is handled internally, as determined by the responding jurisdictions. Operations consist primarily of information sharing.

Notification of the Emergency Manager and/or selected members of the EOC Team might be made for "Information Only" purposes.

EOC – Monitoring Activation

Notification will be made to those stakeholders who may need to take action as part of their everyday responsibilities. The EOC will be staffed as required to monitor the situation and provide situational awareness to partners. The watch floor will not typically be manned by other than normal duty officers and formal Situation Reports will not typically be issued.

Level 2 Emergency (yellow)

A Level 2 emergency is defined as any incident requiring more than routine coordination and assistance, and generally involves multiple jurisdictions. An event of this scale stresses but does not exceed the scope of available resources. This emergency may threaten the health and safety of workers, responders, and the general public if protective actions are not taken. A local emergency may be declared.

Emergency Operations

The Emergency Manager and selected members of the EOC team are notified.

This level of operation indicates that an EOC Director is requesting activation of some members of the County EOC team. Additional staff may be requested to report to a field ICP,DOC, or the EOC.

A decision to partially activate the EOC is made if it is determined that an IMT or a DOC will require additional coordination and resource support. Partial activation may also be warranted if media and general citizen interest in the emergency is likely to be great enough to require additional support of media and citizen requests about the incident to the EOC/JIC and can include activation of the Public Inquiry center (PIC).

EOC – Partial Activation

The watch floor will be staffed to meet the needs of the incident. This may include extended hours, calling in volunteers, and forward deploying staff to an impacted jurisdiction. Operational periods will be established and formal Situation Reports (SitReps) may be issued.

Level 1 Emergency (Red)

A Level 1 Emergency is an incident that exceeds the County's normal response capabilities. It requires the coordinated response of all levels of government (Local, State, and Federal) to address life safety and property protection objectives. This level presumes that Local and County emergencies will be declared, and all aspects of this plan will be implemented.

Emergency Operations

During activation of the EOC, members of the EOC team are required to report to the EOC or assigned locations. Commissioners are briefed by the EOC Director and are provided with

an assessment of the emergency/disaster and are engaged in the preparation and signing of a declaration of emergency, and the arrangement of policy group meeting times and locations.

The County EOC is responsible for coordinating county, State, and/or federal assistance. If an external agency employee assumes the Director position in the EOC (i.e., contract of a Type I, II, III Incident Management Team), a document must be signed by the BOCC or authorized County official that delegates the authority of the County under ORS 401 to this agency for this specific incident/event (identified by name, OERS mission number, or comparable identification).

EOC - Full Activation

The EOC is fully staffed with EOC Team members, agency representatives, and volunteers. ESF's required for the response will be activated and identified ESF agencies and departments will provide appropriate liaison and/or support staff to the EOC. Operational periods will be established, and formal Situation Reports (SitReps) will be issued. The policy group will be activated.

4.4 Emergency Facilities

The following section describes each of the facilities/organizations that the county will either establish or interface with during an emergency incident. However, the Emergency Operations Center will remain the focal point of County operations in such a situation.

Emergency Operations Center

When incident activity demands, the County will activate the EOC. Pre-designated representatives of several departments and agencies assigned emergency functions in this plan will staff the EOC. An alternate EOC will be used if the primary EOC becomes unusable.

Primary location for the County EOC is:

Columbia County EOC

58595 McNulty Way

St. Helens, OR 97051

Secondary locations for the County EOC include:

Mobile EOC

Any location identified post incident that can accommodate mobile EOC equipment and facilities. This doctrine is based on a catastrophic incident which may render many County and private facilities uninhabitable. A Mobile EOC allows maximum flexibility for the agency to retain a response capability that can survive a worst-case scenario. This capability is currently being developed.

Columbia County Roads Department

1054 Oregon Street

St. Helens, OR 97051

Incident Command Post (ICP)

It is anticipated that in a major incident, first response agencies will establish one or more field ICPs near the incident site(s). On-scene Incident Commanders will be responsible for directing

the emergency response and managing resources at the incident scene, and in situations where the EOC has been activated, will coordinate with it.

Department Operations Center (DOC)

When incident activity demands, County departments will manage department specific activities at Department Operations Centers. Designated representatives of those departments will also help staff the EOC when necessary and/or act as liaison to their DOC.

Public Inquiry Center

The PIC will be activated whenever necessary to provide the pubic with appropriate PIO-approved incident information, receive damage assessment information, and offers of help from the public. The PIC will be activated to provide relief of any non-priority call load from the 911 Dispatch center and will be staffed by existing volunteer groups. The PIC is typically located at:

Columbia 911 Communications District

58611 McNulty Way

St. Helens, OR 97051

Joint Information Center

Columbia County does not currently maintain an identified location for a JIC. Instead, the Public Information Officer Group, consisting of PIO's from various agencies, will work together to form a virtual Joint Information Center, if possible, at the time of the Incident. If a virtual JIC is not possible, the EOC or another designated location will be used. This JIC will be responsible for all aspects of information management and will coordinate and prioritize the dissemination

of information to the public and the media. The County's PIO is a member of the EOC team and will act as the JIC lead.

4.5 National Incident Management System

During any emergency or disaster, the National Incident Management System (NIMS) will be utilized by all emergency response agencies to manage the major emergency /disaster incident, or a non-emergency planned event. Scope and magnitude of an incident will determine level and complexity of the management structure. NIMS outlines three conceptual areas pertinent to incident and event response including:

- Communication & Information Management
- Resource Management
- Command and Management structures

NIMS provides response structures for managing events, all with different roles and responsibilities.

- Incident Command System (For on-scene, Incident management)
- Multi-Agency Coordination Systems (For Emergency Operation Centers/Incident Support)

4.6 Flexibility in Application

During a response to an incident, it is imperative to maintain flexibility and determine the best method for accomplishing the mission. Situations may require that only some of the county's response elements be activated, or that only portions of the EOC team be brought in to manage

an incident. Additionally, any agency, IMT, or local EOC may request, and County EM may deploy, assistance as needed from appropriately trained County staff.

4.7 Levels of Coordination

During the response to an incident the EOC will act as the single point of contact to the State Emergency Coordination Center. In turn, city EOC's, field IMT's, special district DOC's, and other response structures will forward information and requests to the County EOC. The EOC will seek to fulfill requests and build and disseminate a common operating picture back to those entities.

4.8 Resource Management

Columbia County will first use its own resources to respond to emergencies. If the incident expands to the point where county resources are no longer sufficient to achieve incident objectives, the EOC and first responder agencies will activate mutual aid agreements (MAA) to provide the required resources. During incidents that exceed the County's ability to mobilize sufficient resources, the EOC will begin making resource requests to the State ECC. In catastrophic incidents, the State ECC may forward those resources requests to the federal government.

Local Resources

In response to an incident which exceeds the capability of existing emergency services, mutual aid agreements at the local level will be activated. For the purposes of this plan, mutual aid agreements represent locally available resources; the EOC and first responder agencies will be

required to coordinate their activities to ensure that the appropriate type and number of resources are being requested to meet incident objectives.

First responder agencies typically retain mutual aid agreements for resources corresponding to their own function (i.e., Fire and Rescue agencies have MAA's for additional "function specific" fire and rescue resources). However, a complex incident may require resources for which first responder agencies *do not* have MAA's (i.e., Mass Care). In this case, the EOC will begin the process of meeting those additional resource needs or activating their own MAA's to meet the requests from the field IMT. This can include requests for assistance from volunteer groups or agencies, and from industry or 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 the on-scene IC, or the EOC Operations Section Chief.

Emergency Volunteers

It is expected that public safety trained volunteers may seek to assist the public. Information regarding public safety trained volunteers will be collected and disseminated by the EOC and other agencies for best utilization of their skills. Public safety trained volunteers and public safety related donations are handled through the PIC at Columbia 911 Communications District.

Spontaneous Civilian Volunteers

Spontaneous civilian volunteers may also seek to assist the public. Information regarding Spontaneous Civilian Volunteers will be collected and disseminated by the EOC Volunteer Coordinator or other EOC designee. Identification and a skills questionnaire will be collected from each volunteer. Non-background screened volunteers will be assigned to a known responder or responsible volunteer as part of a team. Non-screened volunteers will not act independently under the EOC or this EOP.

Donations

Donations will be handled through the EOC appointed Donation Coordinator. Spontaneous donations will be discouraged, and cash or specific items will be encouraged. All donations will be logged by the assigned Donations Coordinator as Donor, Date, Time, Item, Quantity, Stored Location, and Disposition/assigned to.

State, Federal and Other Resource Assistance

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

If resources required to respond to an emergency are not available from the State, the Governor may request assistance from States signatory to the Emergency Assistance Compact,

or from the federal government through FEMA. FEMA has the primary responsibility for coordinating federal disaster assistance.

Should the County desire to provide resources, render aid, or offer sanctuary to a neighboring county experiencing a major emergency or disaster, the County must receive a request for assistance from the inflicted county to ensure the later qualification for potential State and Federal reimbursements for those actions.

When making requests for State/federal assistance the EOC must include:

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

4.9 Response Priorities

An incident's goals remain fundamentally constant, regardless of the incident's size or complexity. They include:

- Provide for responders' safety, health, welfare, and security.
- Provide Life safety; this includes rescuing endangered citizens; treating the injured; and providing for the safety, accountability, and welfare of response personnel. Life safety is an ongoing priority throughout the incident.

- Property/environmental conservation means maintaining the property, the infrastructure, the evidence, the economy, the environment and providing for recovery.
- Incident stabilization seeks to keep the incident from escalating, minimize its effects, and bring it under control.

Specific objectives will be developed by each of the field IMT's and by the EOC to address the needs of the incident. In addition, the County maintains several long-term response and recovery objectives for incidents that impact the overall operations of county government. These priorities will be set by the Board of County Commissioners and are included here to inform response strategies. These may include:

Continuity of Government: Certain government functions can be interrupted by a catastrophic incident. Processes like tax assessment, elections, and board of commissioner's hearings and activities need to be restored as soon as possible to support long term recovery.

Department Reconstitution: Department reconstitution is the recall of critical employees (if the incident occurs during non-working or off-duty hours), and the collection, inventory, temporary repair, and allocation of County assets to provide maximum prompt, sustained operations in response to a disaster.

Restoration of Infrastructure: Restoration of the County's critical infrastructure (utilities, roads, buildings, etc.) will require the coordination of local, County, State, and federal agencies with the private sector.

Long term Disaster Housing Recovery: Engaging in programs to provide post disaster housing recovery to assist residents of Columbia County.

Disaster Mitigation: The County will work to ensure that reconstruction and recovery will be done in such a way as to bring the county back in a form more resilient against future events.

4.10 Transition to Recovery

Demobilization

As an incident progresses and the response begins to subside, a transition period will occur during which federal, state, and mutual aid partners begin to demobilize. This process will require careful planning as local responders begin to return to normal operations while retaining control of incident objectives. In addition, emergency responders will hand responsibility for active coordination of the response to agencies or organizations involved with short- and long-term recovery operations.

Recovery

Recovery comprises steps the County will take after an emergency to restore government function and community services to levels existing prior to the emergency. Recovery is both a short- and long-term process. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public, such as bringing necessary lifeline systems (e.g., power, communication, water and sewage, disposal of solid and hazardous wastes, or removal of debris) to an acceptable standard while providing for basic human needs (e.g., food, clothing, and shelter). Once stability is achieved, the County can concentrate on long-term recovery efforts, which focus on restoring the community to a normal or improved

state of affairs. The recovery period is also an opportune time to institute mitigation measures, particularly those related to the recent emergency. This is also the phase for reassessing applications, processes, and functions of all annexes of this disaster plan for deficiencies. Restoration to upgrade damaged areas is possible if it can be shown that extra repairs will mitigate or lessen the chances of, or damages caused by, any similar disasters in the future.

5. COMMAND AND CONTROL

5.1 General

A pre-designated Columbia County EOC Team under an EOC Director will manage the EOC and assigned resources.

The BOCC is responsible for providing policy guidance, financial support, and coordination for disaster response and recovery operations and providing critical information to the public. In addition, the BOCC will provide strategic direction to the response and short-term recovery activities of all departments.

Department heads retain administrative and operational control over their employees and equipment unless those are assigned to the EOC or a field IMT. Each department or agency is responsible for following its own operating procedures during response and short-term recovery operations, but interagency procedures, such as a common communications protocol, may be adopted to facilitate a coordinated effort.

An on-scene Incident Management Team (IMT) will manage resources assigned to it.

5.2 Incident Command System

NIMS and ICS are used during planned and emergency incidents. NIMS is a comprehensive, national approach to incident management, applicable to all jurisdictional levels and across functional disciplines. ICS is a standardized, flexible, scalable, all-hazard incident management system designed to be active from the time an incident occurs until management and operations are no longer required.

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

The ICS field organization, the Incident Management Team (IMT), is built around an Incident commander (IC) and command and general staff positions. The four primary general staff positions are Operations, Logistics, Planning, and Finance; these apply in a routine emergency, organizing for a major event, or managing a major response to a disaster. In small incidents, these general staff positions may be managed by the IC. Larger incidents usually require positions to be set up as separate sections within the ICS organization, with each section overseen by a general staff member who reports directly to the IC.

The Incident Command System has long been the standard by which first responders establish command and control during a complex incident. However, traditional and hybrid Incident command systems have had difficulty addressing the challenges of all-hazard EOC settings and produce duplicate staff positions that can be confusing during an incident. In October 2017 the Federal Emergency Management Agency published an updated version of NIMS that offered an alternative model for command and control specifically for EOC's – the incident support model.

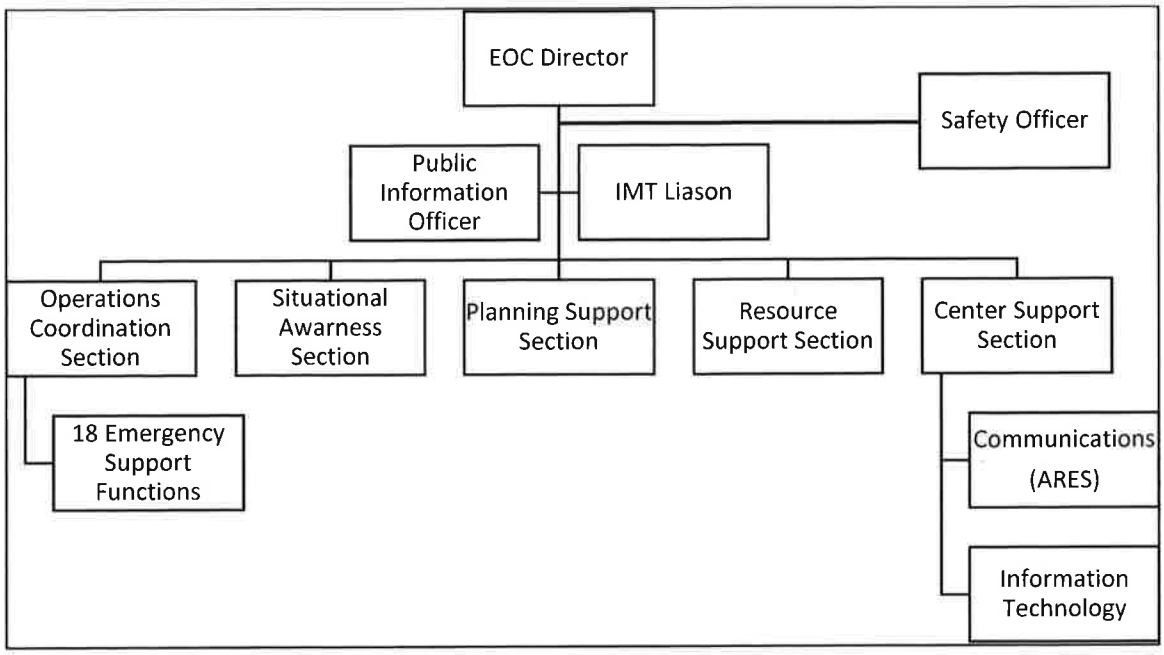
5.3 Incident Support Model

The Columbia County EOC has adopted the Incident Support Model as the basis by which the EOC team will operate during an incident.

The ISM is a variation of the ICS structure that separates the information management/situational awareness function from the ICS Planning Section and modifies the layout of the ICS Operations and Logistics Sections and comptroller/purchasing functions from the ICS Administration/Finance Section.

During a large and complex incident, it is anticipated that the EOC will be required to exercise direct control over some field operations (i.e., Mass Care sheltering). Since the base ISM structure focuses exclusively on support functions rather than operational response/recovery efforts, it has been modified for use by the county by retaining an operations coordination section as part of the general staff. This operations coordination section contains the eighteen Emergency Support Functions.

The figure below shows the chart of organization for the Columbia County EOC Team.



5.4 EOC Team

The ISM provides the chart of organization that sets the positions that make up the Columbia County EOC Team. This team will be composed of staff from departments, Special Districts, agencies, and volunteers who have a role to play during the response to emergency incidents. These team members will fill command and general staff positions, while ESF leads are identified by ESF Coordinator organizations in section 7.0.

Each position in the EOC team should have a primary member and a secondary or deputy to account for natural attrition in the work force, the impact of disasters on the team, and the need to staff multiple operational periods in a 24-hour period. In addition, EOC team members should cross train on multiple positions, to provide staffing flexibility and to produce a team

that works seamlessly together. Frequent exercises and training, and subsequent improvement plans should be implemented to maintain a constant level of readiness for this team. All members of the EOC team as well as the ESF Coordinators and deputies will have completed at minimum FEMA's Independent Study (IS) course IS 100, IS 200, IS 700, and IS 800 as well as any other IS course directly related to their departments ESF.

5.5 Position Descriptions

With minor changes to meet local conditions the following position descriptions are taken directly from FEMA's October 2017 NIMS Guidance Document. These positions represent the base framework of the EOC team.

EOC Director

The EOC Director sets EOC tasks, works with senior officials to facilitate the development of policy direction for incident support, and ensure the dissemination of timely, accurate, and accessible information to the public. The EOC director will perform the duties of the other command staff if no one is assigned to the position. The Director is also a principle in the Policy Group.

ISM EOC Director's Staff (command staff)

The director of the EOC is supported by personnel designated to key functions, subject matter experts, and technical specialists. Staff supporting the EOC director typically includes a PIO and may include others such as an IMT liaison and Safety Officer. These positions report directly to the EOC director and should remain few in order not to exceed the Director's span of control (3-7) during an incident.

Public Information Officer

The Public Information Officer (PIO) is a key member of the EOC team and may join the EOC director in the Policy Group. The County PIO is responsible for the dissemination of critical public information in all formats and acts as the county's liaison with the media during an incident. The PIO advises the EOC director on public information matters relating to the management of the incident and handles inquiries from the media, the public, and elected officials; public information and warnings; rumor monitoring and response; media relations; and other functions needed to gather, verify, coordinate, and release information regarding the incident. The Columbia County PIO also coordinates with other PIO's from IMT's and other public agencies and acts as the lead PIO for the County Joint Information System.

IMT Liaison

The EOC Liaison Officer (LO) is the point of contact for representatives of other governmental departments and agencies that are not already members of the EOC team. During complex events involving multiple jurisdictions and authorities, representatives from assisting or cooperating organizations coordinate through the EOC Liaison Officer. Following appropriate consultations with their agency leadership, agency or organizational representatives assigned to the EOC will work with the EOC Liaison to address issues of mutual concern and bring those issues to the appropriate EOC section or ESF. Assistants and personnel from other agencies and organizations (public or private) involved in incident management activities may be assigned to the Liaison Officer to facilitate coordination.

Safety Officer

The EOC Safety Officer (SOF) is also a member of the EOC Command Staff and is responsible for monitoring and assessing hazardous and unsafe situations and developing measures for assuring personnel safety. The SOF is authorized to monitor all EOC activities and operations which may include visiting field units deployed by the EOC to manage certain activities like mass care operations. The Safety Officer will correct unsafe acts or conditions through the EOC Director, although they may exercise emergency authority to stop or prevent unsafe acts when immediate action is required.

EOC General Staff

The EOC general staff is composed of a group of incident management personnel organized according to function and reporting to the EOC Director. Unlike the typical Incident Command System organizations this general staff provides coordination and incident support rather than direct operational control of incident response. However, in certain circumstances the general staff may be required to support direct action by the Emergency Support Functions.

Operations Coordination Section

Operations Coordination Section staff help ensure that on-scene incident personnel have the resources and operational support necessary to achieve incident objectives and address leadership priorities. The staff in this section are organized functionally by 18 Emergency Support Function (ESF) and are the primary points of contact for on-scene response personnel within their respective functions. They coordinate closely with incident personnel to identify and address unmet resource needs. When necessary for

geographically widespread or complex incidents, or when establishing a field ICP is not possible, staff in this section can coordinate operational activity directly from the EOC.

Situational Awareness Section

Situational Awareness staff collect, analyze, and disseminate incident information. This section's personnel typically create and provide a variety of products for EOC policy-level leadership, public affairs, and other internal and external stakeholders. The Situational Awareness Section essentially elevates the functions of the ICS Planning Section Situation Unit to a General Staff position in the EOC, reporting directly to the EOC director. The staff in this section also process requests for information; develop reports, briefings, and presentation products; integrate geospatial and technical information; and develop material to support public warning messages.

Planning Support Section

The Planning Support Section staff provides a range of current and future planning services that may include developing contingency, evacuation, transportation, and recovery plans. Staff in the Planning Support Section assist in developing and executing the shared goals of multiple jurisdictions and organizations involved in managing the incident and coordinate a standard planning process to achieve the objectives of the EOC leadership and foster unity of effort among all organizations represented in the center. The Planning Support Section staff coordinate closely with the ICS Planning Section to ensure that both on-scene and EOC personnel have appropriate contingency plans in place.

Resources Support Section

Staff in the Resources Support Section work to ensure that on-scene incident management personnel have the resources and operational support they need. Resource Support Section staff source, request/order, and track all resources. This includes supplies, equipment, and personnel acquired from departments and agencies represented in the EOC, other community organizations, mutual aid/Emergency Management Assistance Compact (EMAC) sources, or nongovernmental partners, as well as items purchased or leased. Staff in the Resources Support Section also track the financial impact of the response and support documentation of the incident.

Center Support Section

EOCs require a variety of communications, IT, administrative, and general services, as well as staff support, such as food, to function most effectively. Staff in the Center Support Section support the needs of the facility and staff in the EOC and any associated facilities such as a Joint Information Center (JIC). In this role, staff in the Center Support Section communicate and gather requirements for supplies, equipment, administrative processes, security, maintenance, and other logistics to ensure the EOC staff have the resources and capabilities required to perform their roles.

5.6 General

In certain instances, more than one ISM position may be managed by a single staff person due to limited personnel and resources available in the County. Thus, it is imperative that all primary and alternate EOC teams be trained on ICS functions other than those in their area of expertise. Completing recommended FEMA IS courses as well as regularly exercising the ICS,

including sub-functions and liaison roles with volunteers and other support staff, will improve overall EOC operation efficiency and add depth to existing County emergency management and response organizations.

Plain language will be used during any multi-jurisdictional emergency response occurring in the County and is essential to public safety, especially the safety of first responders and those affected by the incident. The use of common terminology enables area commanders, State and local EOC personnel, federal operational coordinators, and responders to communicate clearly with each other and effectively coordinate response activities, regardless of the incident's size, scope, or complexity. The ability of responders from different jurisdictions and different disciplines to work together depends greatly on their abilities to communicate with each other.

The County has adopted and implemented current training and operational requirements set forth under NIMS. Training requirements apply to all first responders and county departments, including first-line supervisors, middle managers, and the EOC team.

6. PLAN MAINTENANCE AND IMPLEMENTATION

6.1 Plan Review and Maintenance

At a minimum, this EOP will be formally reviewed and re-promulgated every two years to comply with Emergency Management Performance Grant requirements. This review will be coordinated by the County Emergency Manager and may include participation by members from each of the departments assigned as lead agencies in this EOP and its supporting annexes. This review will:

- Verify contact information;
- Review the status of resources noted in the plan;
- Evaluate the procedures outlined in this plan to ensure their continued viability; and
- Incorporate tactical improvement plans generated from post exercise or actual occurrence After Action Reviews.

In addition, lead agencies and county departments will review the annexes and appendices assigned to them. A more frequent schedule for plan review and revision may be necessary.

Recommended changes should be forwarded to:

Columbia County Emergency Management

ATTN: Emergency Manager

230 Strand Street

St. Helens, OR 97051

6.2 Training Program

Current training and operational requirements set forth under NIMS have been adopted and implemented by the County. The Department and Agency Directors/heads maintain records of training received by personnel requiring NIMS compliance.

6.3 Exercise Program

The County will conduct exercises throughout the year to continually test and evaluate this EOP. Whenever feasible, the County will coordinate with local jurisdictions, first responder agencies, and State and federal government to participate in joint exercises. These exercises will consist of a variety of tabletop exercises, drills, functional exercises, and full-scale exercises.

The Emergency Manager will work with other County departments to identify and implement corrective actions and mitigation measures. To document and track lessons learned from exercises, the Emergency Manager will conduct an After-Action Review with participants after each exercise. AARs will also be facilitated after an actual disaster or planned event that will document activities of the incident to improve the readiness of the County. The Emergency Manager will produce an improvement plan based on the AAR to adjust this EOP as needed.

6.4 Plan Maintenance Documents

Record of Plan Changes

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

Figure 6.1 - Record of Changes		
Date	**Change No.**	**Summary of Changes**
2024	Original Release	Full update of the County Emergency Operations Plan
2024	01-2024	Additional of Functional Support Annex Section and FSA #1, Mass Care and Sheltering

Plan Distribution List

Copies of this plan have been provided to the following jurisdictions, agencies, and persons. Updates will be provided, when available. Recipients will be responsible for updating their respective Emergency Operations Plans when they receive changes. The County Emergency Manager is ultimately responsible for all plan updates.

Figure 6.2 – Plan Distribution

Date	No. of Copies	Jurisdiction/Agency/Person

7. EMERGENCY SUPPORT FUNCTIONS

7.1 Introduction

The National Response Framework presents the guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies – from the smallest incident to the largest catastrophe. The Framework defines the key principles, roles, and structures that organize the way we respond as a Nation. It describes how communities, tribes, States, the Federal Government, and private-sector and nongovernmental partners apply these principles for a coordinated, effective national response. The National Response Framework is always in effect, and elements can be implemented at any level at any time.

Columbia County adheres to the National Response Framework and the National Incident Management System when responding to a disaster; this includes the development of Emergency Support functions as a part of this Emergency Operations Plan.

The Emergency Support Functions (ESFs) are groupings of governmental, non-governmental and certain private sector capabilities into an organizational structure to provide support, resources, program implementation, and services that are most likely needed to save lives, protect property and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal following domestic incidents.

7.2 Concept of Operations

Columbia County has identified 18 ESFs that make up the EOC Operations Coordination Section and is aligned with Oregon's Comprehensive Emergency Management Plan. This alignment allows ESF departments and agencies to contact their state counterpart directly during an incident to seek information and coordinate resources. During a response the ESF departments and agencies are responsible for providing coordination and support for the function assigned to it and in certain circumstances may become directly involved in operations.

Each ESF Annex below identifies the coordinator and the primary and support department and/or agencies pertinent to the ESF. ESFs can incorporate multiple components, with primary agencies designated for each component to ensure seamless integration of and transition between preparedness, response, and recovery activities.

ESF Coordinator - The ESF coordinator is the entity with management oversight for that ESF. The coordinator has ongoing responsibilities throughout the preparedness, response, and recovery phases of incident management, and acts as the primary point of contact for all issues related to that ESF's activities. The ESF Coordinator will assign a permanent department/agency representative to the EOC team – this position is called the ESF Lead.

ESF Primary Agencies - An ESF primary agency is an agency with significant authorities, roles, resources, or capabilities for a function of an ESF. ESFs may have multiple primary agencies. A county department or agency designated as an ESF primary agency serves as a supporting agency to the coordinator and reports to the ESF lead to accomplish the mission.

ESF Support Agencies - Support agencies are those entities with specific capabilities or resources that support the primary agencies in executing the mission of the ESF.

7.3 ESF Quick Reference

The table below provides a quick reference for the eighteen ESF including the congruent State and Federal agencies for each.

Columbia County Emergency Support Functions – Quick Reference

ESF	Scope	County ESF lead	Primary State of Oregon Agency	Primary Federal Agency
ESF 1 Transportation	■ Transportation resource coordination ■ Transportation safety ■ Restoration and recovery of transportation infrastructure ■ Movement restrictions ■ Damage and impact assessment ■ Evacuation & Alternate Routes	Columbia County Road Dept.	Oregon Dept. of Transportation	U.S. Dept. of Transportation
ESF 2 Communications	■ Coordination with telecommunications and information technology industries ■ Restoration and repair of telecommunications infrastructure ■ Protection, restoration, and sustainment of national cyber and information technology resources	Columbia 9-1-1 Communications District Columbia County Emergency Management Columbia County ARES	Oregon Dept. Of Administrative Services Oregon Public Utilities Commission	Dept. of Homeland Security (National Communications System)

Columbia County Emergency Support Functions – Quick Reference

ESF	Scope	County ESF lead	Primary State of Oregon Agency	Primary Federal Agency
ESF 3 Public Works & Engineering	■ Infrastructure protection and emergency repair ■ Infrastructure restoration ■ Engineering services and construction management ■ Emergency contracting support for life-saving and life-sustaining services	Columbia County Road Dept.	Oregon Dept. of Transportation	U.S. Army Corps of Engineers
ESF 4 Firefighting	■ Coordination of Federal firefighting activities ■ Support to wildland, rural, and urban firefighting operations	County Fire Defense Board Chief	Oregon Dept. of Forestry Oregon State Fire Marshal	Dept. of Agriculture (U.S. Forest Service)
ESF 5 Information and Planning	■ Coordination of incident management and response efforts ■ Issuance of mission assignments ■ Resource and human capital ■ Incident action planning ■ Financial management	Columbia County Emergency Management	Oregon Office of Emergency Management	Dept. of Homeland Security (FEMA)
ESF 6 Mass Care	■ Mass care ■ Emergency assistance ■ Disaster Housing ■ Human services	American Red Cross Columbia County Public Health Authority	Dept. of Human Services	Dept. of Homeland Security (FEMA)

Columbia County Emergency Support Functions – Quick Reference

ESF	Scope	County ESF lead	Primary State of Oregon Agency	Primary Federal Agency
ESF 7 Resource Support	■ Resource support (facility space, office equipment and supplies, contracting services, etc.) ■ Financial tracking according to County policies and procedures.	Columbia County Emergency Management	Dept. of Administrative Services	General Services Administration Dept. of Homeland Security (FEMA)
ESF 8 Public Health & Medical Services	■ Public health ■ Medical ■ Mental health services ■ Mass fatality management	Columbia Health District Emergency Medical Services Providers	Oregon Health Authority	Dept. of Health and Human Services
ESF 9 Search & Rescue	■ Life-saving assistance ■ Search and rescue operations	Columbia County Sheriff's Office	Oregon Office of Emergency Management	Dept. of Homeland Security (FEMA)
ESF 10 Hazardous Materials	■ Oil and hazardous materials (chemical, biological, radiological, etc.) response ■ Environment short- and long-term cleanup	Local Fire Districts Regional HazMat Team United States Coast Guard	Dept. of Environmental Quality, State Fire Marshal	Environmental Protection Agency

Columbia County Emergency Support Functions – Quick Reference

ESF	Scope	County ESF lead	Primary State of Oregon Agency	Primary Federal Agency
ESF 11 **Food and Water**	■ Assessment of food and water needs for areas impacted by disaster. ■ Identification and storage of food and water resources. ■ Coordinating transportation of food and water resources to impacted areas.	Columbia County Food Bank Columbia County Emergency Management	Oregon Dept. of Human Services	Dept. of Agriculture
ESF 12 **Energy**	■ Energy infrastructure assessment, repair, and restoration ■ Energy industry utilities coordination ■ Energy forecast	Columbia County Emergency Management	Dept. of Energy, Public Utility Commission	Dept. of Energy
ESF 13 **Military Support**	■ Advise on Military capabilities and resources ■ Public safety and security support	Columbia County Emergency Management	Oregon Military Dept.	Department of Defense
ESF 14 **Public Information**	■ Emergency public information and protective action guidance ■ Media and community relations ■ Congressional and VIP affairs	Columbia County Public Information Officer	Oregon Office of Emergency Management	Dept. of Homeland Security (FEMA)

Columbia County Emergency Support Functions – Quick Reference

ESF	Scope	County ESF lead	Primary State of Oregon Agency	Primary Federal Agency
ESF 15 Volunteers and Donations	■ Coordinate the identification and vetting of volunteer ■ Coordinate management and utilization of solicited donations ■ Coordinate the response activities of volunteers affiliated with Volunteer Organizations Active in Disaster	Columbia County Emergency Management	Oregon Office of Emergency Management	Dept. of Homeland Security
ESF 16 Law Enforcement	■ Coordinate support for Law Enforcement activities during an incident ■ Plan for and coordinate evacuation operations ■ Establish traffic control points as needed	Columbia County Sheriff's Office	Oregon State Police	Dept. of Justice
ESF 17 Agriculture and Animal Protection	■ Protect local agricultural food supply ■ Coordinate the sheltering, care, and/or evacuation of animals.	Columbia County Emergency Management	Oregon Dept. of Agriculture	Dept. of Agriculture
ESF 18 Business and Industry	■ Conduct initial economic damage assessments for impacted areas ■ Foster partnerships amongst private and public-sector emergency management organizations	Columbia County Economic Development Department	Oregon Business Development Department	Small Business Administration

EMERGENCY SUPPORT FUNCTION 01

TRANSPORTATION

Purpose
The purpose of ESF-1 is to provide coordination of transportation resources and the identification of emergency transportation routes for the movement of people and materials. Transportation resources may be obtained from public agencies, the private sector, and volunteer resources. These resources shall be coordinated by the identified tasked agencies in the Columbia County Emergency Operations Center.

ESF-1 Tasked Agencies	
ESF Coordinator	Columbia County Roads Department
Primary Agencies	Columbia County Sheriff's Office Columbia County Rider
Secondary Agencies	City Public Works Departments School Districts Port of St. Helens Portland & Western Railroad Oregon Department of Transportation

Scope

- Identify obstructions and damage to transportation infrastructure, as well as general impact assessments.
- Process and coordinate requests for transportation support from local partners.
- Monitor, control, and coordinate vehicular traffic flow.
- Coordinate reporting on damage to and status of transportation infrastructure for all modes of transportation.
- Provide transportation of displaced persons, personnel, equipment, and materials and supplies.
- Provide maps for all modes of transportation.
- Prioritize and initiate emergency work tasking to clear debris and obstructions from, and make emergency repairs to, the transportation infrastructure.

- Map, monitor and maintain access to evacuation and alternate emergency routes such as the Crown Zellerbach Trail/Columbia Forest Road and the legacy bridges and culverts linking those routes to primary routes.

Concept of Operations

- The Columbia County Roads Department will provide staff to act as ESF-1 Lead and will coordinate transportation route identification, traffic and transportation operations and damage assessment.
- Transportation resources may be obtained from public agencies, the private sector, and volunteer organizations. State and federal resources may be available on a short-term basis to augment local capability. These resources shall be requested through the EOC.
- The ESF Lead will coordinate and maintain liaison with transportation resources, coordinate with County Roads DOC to determine emergency routes, and assist with other appropriate transportation functions. The ESF Lead may form an ad hoc committee of persons with transportation experience or resources to assist in meeting transportation needs.
- Columbia County Rider will provide a representative to coordinate with this ESF, as necessary. Columbia County Rider, subject to the conditions of the disaster and the availability of operators and equipment, will support emergency operations with available equipment upon request of the EOC.
- The Columbia County Sherriff's office will provide ESF-1 support at the request of the ESF Lead. This may include situations requiring traffic control, or the alteration of normal traffic patterns (evacuation).
- Columbia County Roads Department will maintain a map of alternate and evacuation routes to be used in the event of an emergency or disaster, as well as the access points connecting those routes to and from the primary travel routes. (Example is the Crown Zellerbach-Wilark Trailhead crossover to Scappoose-Vernonia Highway.) Bridges and road or trail surfaces will be monitored and prioritized for needed repairs on an ongoing basis.

Coordinating ESFs

- ESF 3 Public Works – restoration of transportation routes
- ESF 16 Law Enforcement – traffic control operations, security escort, evacuation area entry

EMERGENCY SUPPORT FUNCTION 02

Communications

Purpose
ESF-2 organizes, establishes, and maintains the communications capabilities among appropriate agencies/entities that are necessary to meet the County's operational requirements in responding to emergencies and disasters. Emphasis is placed on technical and operational considerations of communication functions. Collection, control, and dissemination of emergency public information are covered by ESF 14, Public Information.

ESF-2 Tasked Agencies	
ESF Coordinator	Columbia 9-1-1 Communications District Columbia County Emergency Management Columbia County ARES
Primary Agencies	Columbia County Sheriff's Office Incorporated Cities and Law Enforcement Agencies Fire Districts
Secondary Agencies	Community Emergency Response Teams Oregon Department of Transportation Oregon Public Utilities Commission Comcast CenturyLink Verizon, AT&T and other Cellular service providers

Scope

- Establish and maintain an effective communications system, including public safety network and amateur band systems, for use in a disaster.
- Maintain a reliable alert and warning system.
- Coordinate the provision of temporary communications capability to county agencies and facilities.
- Coordinate County support to City and Agency communications systems.
- Assess the overall status of the state's communications infrastructure during a disaster.
- Coordinate with amateur radio end user organizations for operational communications (CERT, MRC, etc.)

Concept of Operations

- Daily 911 calls from the public are received by the Public Safety Answering Point (PSAP) which then dispatches public safety agencies in response. CCOM is the PSAP for calls for service in Columbia County and dispatches for all public safety agencies based in Columbia County. CCOM handles all emergency communications and communications infrastructure for daily public safety operations.
- When an incident reaches a level of complexity that exceeds daily operations, and the EOC is activated, additional communications systems come online to support CCOM operations.
- When the EOC is activated CCOM will coordinate with the EOC, and field IMT to identify public safety net frequencies to be used by the incident and those reserved for PSAP operations.
- Columbia County ARES is an organized pool of trained communication specialists to assist Columbia County Emergency Management in providing alternate emergency and disaster communications. This capability will augment CCOM resources for EOC operations and is detailed in the ARES operations plan.
- In coordination with Emergency Management, CCOM will activate the Columbia Alert Network (CAN) Everbridge system to provide mass notification of an incident that requires public action.

Coordinating ESFs

- Each of the other ESF's support interoperable and redundant communications.

EMERGENCY SUPPORT FUNCTION »03

Public Works

Purpose
ESF-3 provides a mechanism for coordinating infrastructure and engineering services during all phases of emergency management. Resources included in ESF 3 (personnel, equipment, facilities, materials, and supplies) will be coordinated through the County Emergency Operations Center (EOC), following established procedures and agreements. Resources may also be obtained through contractors, vendors, and suppliers.

ESF-3 Tasked Agencies	
ESF Coordinator	Columbia County Road Department
Primary Agencies	Land Development Services Columbia County Emergency Management
Secondary Agencies	City Public Works Departments Port of St. Helens Local Diking Districts Oregon Department of Transportation U.S. Army Corps of Engineers

Scope

- Debris clearance from transportation infrastructure;
- Coordination of the closure and repair of transportation infrastructure;
- Repair and restoration of damaged public systems (e.g., water, wastewater, solid waste, electrical, natural gas, and storm-water systems);
- Stabilization of damaged public and private structures to facilitate search and rescue and/or protect the public's health and safety;
- Identification and labeling of uninhabitable or unsafe structures;
- Establishment of priorities and processes for issuing demolition and building permits;
- Development and designation of emergency collection, sorting, and debris routes and sites for debris clearance from public and private property;
- Determination of extent of damage to transportation, water, sold waste, electrical, natural gas, wastewater, and hazardous materials systems;

- Prioritization and initiation of recovery efforts to restore, repair, and mitigate city and County owned infrastructure; and
- Providing technical assistance with respect to flooding, water management, structure integrity assessments, and impact assessments of infrastructure.

Concept of Operations

- Major emergency response operations for public works include clearing and maintaining critical lifeline routes.
- Assisting police and fire in traffic control and rescue operations.
- Interdepartmental liaison activities and requests for additional public works and engineering resources will be coordinated through the Columbia County Road Department's designated ESF lead, who will be located at the County EOC.
- Local contractors will be utilized by public works agencies in supplementing emergency response and recovery capabilities.
- Public Works officials of incorporated cities work with their local policy makers to perform response, recovery, and mitigation/preparedness activities as appropriate, and coordinate activities with the County EOC.

Coordinating ESFs

- ESF 1 Transportation – assist in damage assessment of road system
- ESF 10 Hazardous Materials – provide technical assistance during repair and restoration
- ESF 12 Energy – assist in prioritizing repairs for energy sector
- ESF 13 Military Support – provide repair and restoration support and debris management

EMERGENCY SUPPORT FUNCTION »04

Fire Fighting

Purpose
ESF-4 provides a mechanism for coordinating firefighting services to meet the demands of a disaster situation. Columbia County faces a significant wildland fire risk which can quickly deplete county resources, requiring expanded resource management and other incident support. In addition, all risk hazards include rescue, and warning components. ESF 4 collectively supports all these activities.

ESF-4 Tasked Agencies	
ESF Coordinator	Columbia County Fire Defense Board
Primary Agencies	Oregon Department of Forestry Columbia County Emergency Management Columbia County Public Health Authority
Secondary Agencies	Oregon State Fire Marshall

Scope

- Coordinate support for firefighting activities including rural, urban and wildland firefighting operations.
- Provide County Fire Defense Board representation as ESF 4 lead EOC during a disaster.
- Provide situation assessment information to Situation Awareness Unit to maintain an accurate Common Operating Picture.
- Liaise with Incident Management Teams at remote incident command posts throughout an incident.

Concept of Operations

- Columbia County's primary function during a fire is to provide notification, communications, logistical, and law enforcement support to the Incident Management Team. Columbia County is also empowered to declare a state of emergency, which can bring in more state and federal assistance.
- The fire service in the county is an integrated force trained to respond to a myriad of emergencies. The fire service in the county coordinates its efforts through various municipal and rural fire district firefighting services, many of which have mutual aid agreements between them; the county Fire Defense Boards; the Office of State Fire Marshal; and forestry departments and associations.

- Emergency firefighting operations will be initiated by local fire agencies to the full extent of their resource capabilities. Additional resources can be requested by using mutual aid agreements.
- To protect life and property against the danger of fire, the Governor may order the firefighting forces and equipment of any firefighting organization in the state to assist anywhere in the state, under the State Conflagration Act.
- Requests for additional firefighting resources will be made in accordance with the existing mutual aid plans and agreements. If supplemental firefighting resources are needed, local officials will request resources from the Columbia County Fire Defense Board Chief. The county Fire Chief may request assistance from the Office of State Fire Marshal under the Oregon Fire Service Mobilization Plan. Ancillary resources for rescue or other operations may be forwarded to the state ECC.

Coordinating ESFs

- ESF 1 Transportation – assist in movement of firefighting resources
- ESF 6 Mass Care – provide support for evacuees from fire
- ESF 12 Hazardous Materials – provide technical assistance

EMERGENCY SUPPORT FUNCTION »05

Information and Planning

Purpose
ESF-5 describes how Columbia County will compile, analyze, and coordinate overall information planning activities in the County Emergency Operations Center. ESF 5 also includes a detailed description of the incident management system and command structure in place for the jurisdiction (inclusive of all types of hazards), as well as designation of primary and alternate County EOCs.

ESF-5 Tasked Agencies	
ESF Coordinator	Columbia County Emergency Management
Primary Agencies	Homeland Security and Emergency Management Commission Columbia County ARES
Secondary Agencies	City Emergency Operations Centers Incident Management Teams Oregon Office of Emergency Management

Scope

- Provide EOC management resources for affected local jurisdiction
- Serve as a hub for the receipt and dissemination of incident information.
- Coordinate with state agency operations centers and local, tribal, and private sector emergency management organizations to facilitate the flow of situational information.
- Collect, process, analyze, and disseminate information to guide response and recovery activities.
- Collect and aggregate damage assessment data and track local declarations.
- Coordinate incident planning in the ECC including development of information products.

Concept of Operations

- The Emergency Manager, or designated members of the EOC management staff, may directly receive notification of an emergency or, if after hours, will receive notification through the Columbia 9-1-1 Communications District. A determination is then made for the appropriate response to the notification or warning message.
- The Emergency Manager (or designee) is responsible for the activation of the EOC.
- All EOC products will be shared with local jurisdictions and coordinating agencies.

- In certain situations, local jurisdictions may require on scene emergency management resources to assist with the activation and function of a local EOC. The County EOC may provide direct virtual support, dispatch members of the EOC team to the local EOC, or seek mutual aid resources to provide additional staff.

Coordinating ESFs

- Each of the other ESF's support incident action planning.

EMERGENCY SUPPORT FUNCTION »06

Mass Care

Purpose
ESF-6 provides non-medical mass care/sheltering, housing, and human services support for victims of emergencies and disasters. Emergency shelter includes the use of pre-identified shelter sites in existing structures, creation of temporary facilities or shelters, and use of other facilities outside the incident area, should evacuation be necessary. In addition, ESF-6 will provide coordination required for crisis counseling and other mental health-related services immediately following an emergency, particularly as services are needed at shelters.

ESF-6 Tasked Agencies	
ESF Coordinator	American Red Cross Columbia County Public Health Authority
Primary Agencies	Columbia County Emergency Management
Secondary Agencies	Community Action Team

Scope

- Provide Mass Care services including:
  - Sheltering for the general population and populations with access and functional needs.
  - Feeding operations.
  - Emergency first aid.
  - Bulk distribution of emergency relief items.
  - Collecting and providing information on those affected by the disaster to family members.
- Coordinate with non-governmental organizations that provide mass care and mass distribution services. Specifically, the County maintains an MOU with, and has consistently worked with, the American Red Cross for the provision of mass care services.
- Coordinating and identifying individuals with special needs within the impacted area. Special needs may be characterized by age (children and elderly), physical and/or mental disabilities, language (non-English-speaking), existing disease/medical conditions, dependency on service animals, and any other condition or threat that could warrant special considerations under emergency circumstances.

- Assess the situation and make appropriate notifications to activate and staff the EOC, including notification of the American Red Cross, if it is determined that a representative is needed to coordinate emergency food and shelter.
- Establish communications link with affected jurisdictions, volunteer agencies, and the public and ensure that they are kept informed of available shelters.
- Coordinate logistics to support ESF-6 operations.

Concept of Operations

- ESF-6 represents a significant responsibility for the EOC. No local agency exists with the capacity to fully manage the tasks required by this ESF. A primary function of the Columbia County Public Health Authority will be to Liaison with the Oregon Department of Human Services which will likely lead any large-scale field actions. While the Red Cross and other NGO's act as service providers, none retain the authority or capability to act independently on behalf of the county. Therefore, a critical component of this ESF is to fully provide the operational coordination and liaison required to safeguard citizens during a disaster.

Coordinating ESFs

- ESF 8 Health and Medical – provide medical support for mass care sheltering operations
- ESF 11 Food and Water – coordinate material support to mass care operations
- ESF 14 Public Information – disseminate information regarding sheltering
- ESF 15 Volunteer and Donation Management - Coordinate volunteers and donated goods to support mass care operations
- ESF 16 Law Enforcement – Provide security for mass care facilities

EMERGENCY SUPPORT FUNCTION »07

Resource Support

Purpose
ESF-7 describes how Columbia County will provide financial tracking and records management of overall costs of the county's response. This ESF is intended to provide support for the Resource Coordination Section of the EOC.

ESF-7 Tasked Agencies	
ESF Coordinator	Columbia County Emergency Management
Primary Agencies	Columbia County Finance Department

Scope

- Monitor and track available and committed resources involved in the incident.
- Monitor and document the financial costs of providing resources to include costs of providing EOC support, purchasing or contracting goods and services, transportation, and above normal staffing.

Concept of Operations

- The Columbia County Finance department will provide the ESF-7 staff. The ESF-7 staff will coordinate all their activities with the Resource Coordination Section Chief and support all the activities of that section. For this reason, County Emergency Management will be recognized as the lead agency of this ESF and the Resource Coordination Section Chief will serve as the ESF lead.
- Voluntary controls of scarce resources are to be used whenever possible. However, in extreme circumstances, where the Board of County Commissioners (BOCC) has declared a State of Emergency, the BOCC Chairperson has the ultimate responsibility for resolving conflicts regarding the application of limited resources. However, in most emergency response situations, priorities would be established by the EOC Staff, based on the guidance of this annex and the policy direction of the BOCC in their role as the policy group.
- In cases where a decision must be made to apply resources to one situation while another problem goes unattended, the preservation of human life shall take priority over the protection of property.
- In addition to public safety response capabilities, essential resources in a major emergency will include food, water, and petroleum products. The

preservation/restoration of electrical power, critical routes and bridges and critical facilities will also be priorities.

- Requests for essential resources, that cannot be filled locally, will be forwarded with an endorsement by County Emergency Management to Oregon Emergency Management (OEM).
- During emergencies, each Department Head will manage his or her resources to include the resources available through existing mutual aid agreements. If additional equipment, personnel, and material are required for a major emergency/disaster, those requests will be relayed to the EOC where outside support will be pursued. Emergency purchase requests are to be coordinated through the EOC.
- Emergency purchasing procedures will be established and records maintained for expenditures on goods, services, and personnel.

Coordinating ESFs

- ESF 11 Food and Water – assist with procurement of food and water supplies
- ESF 15 Volunteer and Donation Management - coordinate distribution of donated goods

EMERGENCY SUPPORT FUNCTION »08

Health and Medical

Purpose
ESF 8 ensures that the following services are provided to disaster victims and emergency response workers to supplement disrupted or overburdened local medical personnel and facilities. ESF 8 also refers to services, equipment, and personnel needed to protect the health of the public from communicable disease, contamination, and epidemics, including health and symptomatic monitoring, food and water inspections, immunization and mass prophylaxis delivery, laboratory testing, and animal health/disease management (as it pertains to potential or actual impacts on public health). Other essential tasks included within this support function involve providing professional personnel, services, and facilities to relieve victims and their families, first responders, and/or special needs populations of trauma and mental health conditions caused or aggravated by an emergency/disaster or its aftermath.

ESF-8 Tasked Agencies	
ESF Coordinator	Columbia County Public Health Authority State and Local Medical Examiners
Primary Agencies	Columbia County Emergency Management Columbia Community Mental Health Columbia County Road Department Columbia County Sheriff's Office District Attorney – Medical Examiner EMS Providers State and Local Medical Providers Oregon Health Authority
Adjunct Agencies	Local medical facilities American Red Cross Veterinary Services Columbia County Vector Control Mortuary Services Columbia County Medical Reserve Corps

Scope
• Support local assessment and identification of public health and medical needs in impacted jurisdictions and implement plans to address those needs. • Coordinate and support stabilization of public health and medical systems impacted.

- Coordinate First Aid and Triage needs during mass care and sheltering events.
- Monitor and coordinate resources to support care and movement of persons with medical needs in impacted areas.
- Support investigating, monitoring, and controlling potential or known threats and impacts to public health through surveillance, medical countermeasures, and interventions.
- Develop, disseminate, and coordinate accurate and timely public health and medical information.
- Monitor need for and coordinate resources to support fatality management services.
- Monitor need for and coordinate resources to support disaster behavioral health services.
- Support responder safety and health needs.
- Provide public health and medical technical assistance and support.

Concept of Operations

- Certain emergency incidents fall within the scope of the Columbia County Public Health Authority to coordinate. These public health emergencies require specific skill sets and relationships developed in detail in separate emergency response plans authored by the Public Health Authority. In these situations, the Columbia County Health Authority will lead the initial response.
- The EOC will activate in support of the Public Health Authority during a public health emergency.
- The Columbia County Public Health authority will provide a representative to the EOC to act as ESF lead. During a public health emergency, the ESF lead will act as a liaison between the EOC and the Public Health Department Operations Center.

Coordinating ESFs

- ESF 1 Transportation – assist with coordination of transportation for medical resources
- ESF 6 Mass Care - coordinate with ESF 8 for health and medical support
- ESF 10 Hazardous Materials - provide decontamination and medical expertise for responders and victims
- ESF 11 Food and Water – assist with food and water safety issues

EMERGENCY SUPPORT FUNCTION »09

Search and Rescue

Purpose
ESF-9 provides for the effective utilization of search and rescue (SAR) resources and for the control and coordination of various types of SAR operations involving persons in distress as the result of a major emergency or disaster.

ESF-9 Tasked Agencies	
ESF Coordinator	Columbia County Sheriff's Office
Primary Agencies	Local Fire Districts Columbia County Emergency Management Oregon Office of Emergency Management
Adjunct Agencies	Columbia County Citizen Corps Council (CERT) Columbia County Roads Department

Scope

- This ESF addresses wilderness (remote areas) and urban (city buildings) SAR and includes SAR on the ground, from the air, or on the water.
- Planning for every conceivable SAR situation is beyond the scope of this ESF.
- If mutual aid has been expended during an SAR mission, the EOC can provide resource support for the sheriff's office.

Concept of Operations

- The Columbia County EOC may be activated to provide coordination, technical, and administrative support to SAR operations. Similar provisions may be made with the State Emergency Coordination Center (ECC) to support local efforts.
- If additional urban SAR capabilities are needed, this may be accomplished through mutual aid with existing jurisdictions that have the capability. If these jurisdictions have been impacted by a major event, a request may be made from the State for additional resources from the National Urban Search and Rescue Response System.
- The CCSO SAR Coordinator or Emergency Management, upon request from the SAR Coordinator, will obtain a mission/incident number from the Oregon Emergency Response System for SAR missions, if that mission is not already a part of a broader incident.
- Local jurisdictions have the responsibility to establish criteria and standards for emergency workers whom they register. This may include the workers' demonstrated

proficiency to perform emergency activities as indicated by assignment and personnel class.

- Air support or reconnaissance may be requested through the State OEM to assist the ground teams, as needed.
- OEM will issue mission numbers to local authorities in response to downed or missing aircraft for ground search only and will coordinate these missions with the Department of Transportation, Division of Aeronautics.
- The United States Coast Guard directs all SAR operations on or above navigable waters (waters where the Coast Guard maintains navigational aids and/or where there is commercial shipping and navigation).

Coordinating ESFs

- ESF 4 Fire Fighting – assist with provision of specialized equipment
- ESF 8 Health and Medical - coordinate health and medical support for victims
- ESF 16 Law Enforcement - provide specialized equipment and authority for SAR operations

EMERGENCY SUPPORT FUNCTION »10

Hazardous Materials

Purpose
The purpose of this annex is to describe how Columbia County will operate during emergencies involving the spill or release of hazardous materials within its jurisdiction. Hazardous materials include radioactive materials, petroleum products, chemicals, and biological substances. This ESF covers all incidents (regardless of mode of transportation, location, or storage) involving the spill or release of hazardous materials excepting Nuclear Reactor incidents and Military Weapons.

ESF-10 Tasked Agencies	
ESF Coordinator	Local Fire Districts Regional HazMat Response Teams United States Coast Guard
Primary Agencies	Columbia County Emergency Management Columbia County Public Health Authority
Adjunct Agencies	Oregon Department of Environmental Quality Oregon State Fire Marshall Oregon Health Authority

Scope

- ESF-10 provides support for a coordinated response to an actual or potential discharge and/or uncontrolled release of oil or other hazardous materials. The state and federal government has concurrent jurisdiction during such an incident and may respond to oil and hazardous materials incidents using the mechanisms of the National Oil and Hazardous Substances Pollution Contingency Plan (NCP) (found at 40 CFR 300, et. seq.) regardless of an activation of the County EOC.
- Federal authority stems from the Comprehensive Environmental Response, Liability, and Compensation Act (CERCLA) and authorities granted by the federal government.
- Hazardous materials are defined as: substances or materials which may pose unreasonable risks to health, safety, property, or the environment when used, transported, stored or disposed of, which may include materials which are solid, liquid, or gas.

- Hazardous materials may include toxic substances, flammable and ignitable materials, explosives, corrosive materials, chemical and biological substances, and radioactive materials.
- This includes those substances or materials in a form or quantity, that may pose an unreasonable risk to health, safety, or property when transported, and which the Secretary of Transportation of the United States has so designated by regulation or order.

Concept of Operations

- The local fire district would initially respond and assess the emergency, then request activation of the regional hazardous materials team for carrying out field response operations.
- In accordance with the Basic Plan and this ESF Annex, the responding fire services agency is responsible for coordinating hazardous materials–related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Requests for assistance with hazardous materials will first be issued in accordance with established mutual aid agreements; once those resources have been exhausted, a request may be forwarded to the State Emergency Coordination Center.
- Local Fire Defense Board will supply staff for ESF-10 lead. However, it is recognized that in many instances this may be the same individual that provides ESF-4 (firefighting) lead.
- In a large scale Hazardous Materials incident, it is understood that State and federal authorities will play a role, each with various authorities over aspects of the incident.
- The EOC will operate in this environment as a coordinating focal point for these agencies. In incidents where IMT's are deployed the EOC will act in a support role, while local fire department/s will assume a lead or supporting (to State and/or federal assets) role in the unified command.

Coordinating ESFs

- ESF 4 Fire Fighting – assist with provision of specialized equipment
- ESF 8 Health and Medical – provide first aid and medical expertise to contaminated victims
- ESF 16 Law Enforcement - provide specialized equipment

EMERGENCY SUPPORT FUNCTION »11

Food and Water

Purpose
ESF-11 describes how Columbia Count will identify food, water, and ice needs in the aftermath of a disaster or emergency, obtain these resources, and transport them to the impacted area.

ESF-11 Tasked Agencies	
ESF Coordinator	Columbia County Food Bank
Primary Agencies	Columbia County Emergency Management Oregon Department of Human Services
Adjunct Agencies	Oregon Organizations Active in Disaster Community Organizations Active in Disaster American Red Cross Oregon Food Bank

Scope

- Assessment of food and water needs for areas impacted by disaster.
- Identification of food and water resources.
- Storage of food and water resources.
- Monitoring the collection and sorting of all food and water supplies and establishing procedures to ensure that they are safe for consumption.
- Distribution of resources.
- Coordinating transportation of food and water resources to impacted areas.

Concept of Operations

- The Columbia County Food Bank will provide a representative to act as ESF-11 lead.
- When local supplies are depleted, ESF-11 will work with regional and state food bank programs to supply mutual aid. These requests may be made through the State ECC or directly with the food bank if mutual aid agreements are in place.
- ESF-11 may need to coordinate with additional ESF's including ESF-1 (Transportation) and ESF-16 (Law Enforcement) to provide the equipment and security necessary to secure food and water supplies.

- The County retains some potable water generating capabilities. These will be distributed to locations in the county most in need.

Coordinating ESFs

- ESF 1 Transportation – assist with transportation of food and water supplies
- ESF 3 Public Works– assist with repairs and restoration of water system
- ESF 6 Mass Care – coordinate distribution of food and water supplies
- ESF 8 Health and Medical – provide procedures to ensure safe food and water supplies
- ESF 15 Volunteers and Donations management - coordinate food and water supplies
- ESF 16 Law Enforcement - provide security

EMERGENCY SUPPORT FUNCTION »12

Energy

Purpose	
ESF-12 provides support and emergency coordination with providers of electric power, water resources, telecommunications, sanitation, natural gas, and petroleum resources to meet the essential needs of Columbia County during a disaster that disrupts these utilities.	
ESF-12 Tasked Agencies	
ESF Coordinator	Columbia County Emergency Management
Primary Agencies	Water and Waste Management Oregon Department of Energy Oregon Public Utility Commission
Adjunct Agencies	Clatskanie PUD Columbia River PUD West Oregon Co-Op PGE NW Natural Wilcox and Flegel

Scope

- Address the coordination of energy systems and utilities assessments for damage, supply, demand, and requirements to restore such systems;
- Assist Columbia County departments and agencies in obtaining fuel for transportation, communications, emergency operations, and other critical functions; and
- Assist energy suppliers and utilities to obtain equipment, specialized labor, and transportation to repair or restore energy systems.

Concept of Operations

- Utilities described in this ESF are privately owned corporations, co-ops, or public utilities.
- It is expected that public and private utility providers, such as those providing power, water, natural gas, petroleum, sanitation, or communications services, will develop internal organizational procedures to guide operations after a major event. These procedures should facilitate the basic assessment of what happened, what can be done about it, and what is needed. As appropriate, this information should be provided to the Columbia County EOC as soon as possible.

- In a large disaster the availability or supply of electric power, vehicle fuel, etc. may be reduced or compromised. ESF-12 will work in conjunction with the EOC Operations Section to determine priorities among users if adequate utility supply is not available to meet all essential needs.
- Utility providers should send a liaison to the County EOC to facilitate coordination between agencies.
- Requests for assistance are primarily made by utility providers through existing mutual aid agreements with other providers. The EOC may assist with coordinating outside resources upon request.

Coordinating ESFs

- ESF 1 Transportation – assist with transportation of fuel supplies
- ESF 13 Military Support– assist with delivery and distribution of fuel supplies
- ESF 6 Business and Industry – assist with the supply of energy products and repairs of energy distribution infrastructure
- ESF 16 Law Enforcement - provide security

EMERGENCY SUPPORT FUNCTION 13

Military Support

Purpose
ESF 13 describes how Columbia County will coordinate with OMD, NORTHCOM, and other military assets (Military Support to Civil Authorities) in times of emergency. By its nature this ESF has no mutual aid resources to expend before making requests to the State. In this way, ESF-13 is characterized by resource management, tracking and liaison activities.

ESF-13 Tasked Agencies	
Primary Agencies	Columbia County Emergency Management
Adjunct Agencies	Oregon Military Department Oregon Office of Emergency Management

Scope

- Coordinate with Oregon National Guard forces and federal military resources to assist local jurisdictions, responding agencies, and departments with the protection of life and property, and to maintain peace, order, and public safety.
- Advise on Guard capabilities and resources, ongoing mission status, troop numbers, estimated daily costs, and legal considerations.
- Act to provide liaison coordination between EOC priorities and military capabilities.
- Ensure deployed resources have resources necessary to continue operations (food, water, lodging, etc.).

Concept of Operations

- ESF 13 Lead will be required to work closely with State counterpart to track activity, costs and status of deployed units.
- Guard units are trained and equipped to aid in providing security, medical care, traffic control, firefighting support, resource distribution, potable water transportation, mass feeding, establishing communications networks with fixed and mobile assets, providing aerial surveillance, and the provisioning of limited electric power from portable generators. The Guard may also assist in search and rescue, lifesaving, and air ambulance missions.
- In peacetime, the Guard is under the command of the Governor with its active command and administration vested in the Adjutant General. When directed by the Governor through a declaration of a State of Emergency, the Guard may be placed in Active Duty

status, with the state bearing financial responsibility for the committed forces to include wages, fuel, equipment maintenance, and other expenses.

- It is the policy of the Governor and the Adjutant General to mobilize only those Guard resources necessary to respond to the emergency.
- The Oregon Military Department operates a Joint Operations Center (JOC) that controls the response activities of all Guard units. Oregon Military Department maintains a presence in the State Emergency Coordination Center (ECC) whenever the ECC is activated.
- Specific emergency management restrictions:
  - No State agency or local jurisdiction may employ Guard assets without State ECC approval. The exception to this rule is that Area Commanders may render immediate aid to save lives and protect property under circumstances outlined in National Guard Regulation 500-1, Military Support to Civil Authorities.
  - In general terms, Guard assets may be deployed under the following conditions:
    - The situation is beyond the control of local authorities and formal assistance has been requested through the declaration process.
    - Requested resources are not available from commercial sources and are deployed to supplement, not replace, local efforts.
    - Assistance is limited to those tasks that the Guard can accomplish more effectively or efficiently than another State agency.
  - Guard resources specifically requested by State agencies or local jurisdictions will generally be provided on a cost reimbursable basis.

Coordinating ESFs

- ESF 1 Transportation – assist with transportation of military personnel and equipment
- ESF 2 Communications– provide interoperable communications with military units
- ESF 3 Public Works – assist with damage assessment, debris management and infrastructure restoration
- ESF 10 Hazardous Materials - provide support for Chemical, Biological, Radiological, Nuclear, and Explosive (CBRNE) incidents
- ESF 16 Law Enforcement - provide security

EMERGENCY SUPPORT FUNCTION »14

Public Information

Purpose
ESF-14 provides guidance and procedures for gathering, controlling, and disseminating emergency information to the public, media partners, community leaders, and other stakeholders. This ESF also establishes policies for internal review and approval of public information prior to its release to the community and/or media partners, while clearly defining clearance procedures within the EOC Team structure. This support function pertains to all response agencies and is applicable to all types of incidents.

ESF-14 Tasked Agencies	
ESF Coordinator	County PIO and Joint Information System/Center
Primary Agencies	Department and Agency PIOs Columbia County Emergency Management
Adjunct Agencies	Local Media Virtual Online Support Teams Oregon Office of Emergency Management

Scope

- Coordination and collaboration with local and regional media and public information personnel is essential to providing accurate, consistent, and timely information regarding the status of the emergency.
- Where applicable, information should be provided in appropriate languages to accommodate non-English-speaking populations.
- Public information and educational materials dealing with emergency management and preparedness can be provided to the public and community partners prior to a disaster/incident.
- Information should be disseminated in a variety of formats and via multiple communication avenues.

Concept of Operations

- The timely preparation and release of public emergency information to the news media and public is the responsibility of the County's Public Information Officer (PIO) working under the general direction of the EOC Director.

- The PIO is part of the EOC Staff and acts as the ESF-14 lead. The ESF-14 lead is also the lead PIO in the County's Joint Information System.
- In large scale events, a Joint Information Center (JIC) may be established to facilitate coordination between the EOC, responding agencies and departments, and the media.
- Incident Management Teams deployed to manage specific incident within a disaster may have their own PIO's. Coordination between these PIO's and the broader Joint Information System will be necessary.
- The IC from the lead response agency may determine who is to carry out PIO duties. The responsibility for distributing emergency public information during the emergency will be that of the PIO on scene. This on-scene PIO may later serve as the County EOC Staff's PIO or another designated person can perform that duty.
- There are some County Departments and fire districts that have designated employees to deal with the release of information on emergency incidents to the media and the public. The EOC PIO (ESF-14 lead), and the necessary PIO staffing for a 24-hour emergency response operation at the County's EOC, will be drawn from this group of trained PIOs.
- Emergency information efforts will focus upon specific event-related information. This information will generally be of an instructional nature focusing on such things as warning, evacuation, and shelter. All protective action statements such as these must be approved by the EOC director and local Incident Commanders. It is also important to keep the public informed of the general progress of events.
- In an event involving fatalities, the names of the deceased or the cause of death shall not be released without authorization from the Medical Examiner's office. Neither shall confidential information be released, i.e., home phone numbers and addresses of victims, response personnel, or volunteer emergency workers.
- A special effort will be made to report accurate information regarding emergency. Information monitoring will be required to ensure that public does not mistake rumor for official information. Legacy and social media will be monitored and utilized.

Coordinating ESFs

- All functions will provide situation status updates and subject matter expertise to inform development of public messaging.

EMERGENCY SUPPORT FUNCTION »15

Volunteers and Donations

Purpose
ESF-15 describes how the County will coordinate with community, non-governmental and faith-based organizations to provide services and manage donations during a disaster. This ESF will also manage the expected response of emergent volunteers.

ESF-15 Tasked Agencies	
ESF Coordinator	Columbia County Citizen Corps Council
Primary Agencies	Columbia County Emergency Management Oregon Office of Emergency Management
Adjunct Agencies	Oregon Volunteer Active in Disaster American Red Cross

Scope

- Coordinate the disaster response activities of volunteers affiliated with County recognized Volunteer Organizations Active in Disaster (VOAD's). These organizations consist of County recognized community, non-governmental and faith-based groups.
- Coordinate the identification and vetting of volunteer resources not yet recognized by the county.
- Coordinate the management and utilization of solicited donations (physical and monetary).
- Manage spontaneous/unaffiliated volunteers and unsolicited donations and referring those resources to appropriate VOAD's.
- Coordinate the management of spontaneous/unaffiliated volunteers and/or unsolicited donations and match volunteer resources and donations with the unmet needs of impacted communities.

Concept of Operations

- Columbia County Citizen Corps Council will provide ESF-15 lead. However, it is anticipated that because of a shortage of staffing during a major disaster, the EOC will be required to seek immediate mutual aid or State support to provide ESF-15 leadership and staff
- Requests for assistance with volunteer and donations management will first be issued in accordance with established mutual aid agreements and once those resources have been

exhausted, a request may be forwarded to the State Emergency Coordination Center (ECC).

- The EOC will provide general guidance for the coordination of volunteer and donations management resources.
- The tracking and management of emergent volunteers provides a basis for a match toward FEMA reimbursement. Therefore, Columbia County, in cooperation with the Columbia County Citizen Corps Council, has developed a method to track volunteer hours and equipment, as established in the County's Emergent Volunteer Plan.

Coordinating ESFs

- ESF 1 Transportation – coordinate transportation and distribution of donated materials and volunteers
- ESF 6 Mass Care - identify unmet community needs and coordinate distribution of goods and services to impacted populations.
- ESF 7 Resource Support – identify needs and fulfill resource requests
- ESF 8 Health and Medical – coordinate healthcare volunteers
- ESF 11 Food and Water – coordinate donations of food and water
- ESF 14 Public Information – inform public on needs for donations and emergent volunteers

EMERGENCY SUPPORT FUNCTION » 16

Law Enforcement

Purpose
ESF-16 coordinates law enforcement personnel and equipment to support emergency response operations. This support function includes general law enforcement duties, emergency police, and public safety services. Local law enforcement agencies will also provide support for evacuation traffic control, criminal investigations, access control to incident sites and/or governmental facilities (including EOC and ICP's), and security at community care/sheltering facilities, prisons, and other critical care facilities involved in emergency response activities.

ESF-16 Tasked Agencies	
ESF Coordinator	Columbia County Sheriff's Office
Primary Agencies	Local Law Enforcement Agencies Oregon State Police
Adjunct Agencies	Local Public Works Agencies Oregon Department of Corrections Community Corrections Juvenile Department District Attorney

Scope

- Coordinate support for Law Enforcement activities during an incident.
- Provide for the protection of life and property, traffic control, crowd control, communications, emergency first aid, site security, and security for vital County and local facilities and critical infrastructure.
- Provide access control/site security to support local efforts to control access to incident sites, critical facilities and/or critical infrastructure.
- Secure and escort key emergency resources and assets.
- Coordinate evacuation operations.
- Preserve evidence and Investigate crime scenes.
- Coordinate warning and evacuation/shelter-in-place operations.
- Provide security for evacuated areas, critical facilities, and resources.

- Provide situation reports to the EOC.
- Enforce mandatory health measures.
- Establish traffic control points as needed.
- Deny entry to evacuated or dangerous areas by unauthorized persons.

Concept of Operations

- Law Enforcement agencies are first responder organizations; it is expected that in certain incidents they will be required to deploy resources to prioritize protection of life and scene stabilization. However, as soon as practical the Columbia County Sheriff's office will provide a representative for ESF-16 lead.
- Incidents that require the evacuation of residents from an area, or of people from a facility, will require close coordination with the EOC and other ESF's. Large scale evacuations could require mass care services, and/or reunification services, and the establishment of family assistance centers.
- Requests for additional Law Enforcement resources will be made in accordance with the existing mutual aid plans and agreements. When mutual aid agreements have been expended, Law enforcement may request resources through the ESF-16 lead at the EOC.

Coordinating ESFs

- ESF 1 Transportation – coordinate clearance of transportation and evacuation routes
- ESF 3 Public Works - support crowd and traffic control operations
- ESF 13 Military Support – Augment civilian law enforcement operations as needed

EMERGENCY SUPPORT FUNCTION »17

Agriculture and Animal Protection

Purpose
ESF-17 provides for the coordination of local resources in response to small pet, livestock, and exotic animal care needs before, during, and following a significant incident. Animal issues are often overlooked in the planning process for disasters. This lack of planning can lead to serious problems and economic hardship when people and livestock are forced to evacuate. ESF-17 also provides for coordination of the protection of agriculture and natural resources in Columbia County in the event of an emergency.

ESF-17 Tasked Agencies	
ESF Coordinator	Columbia County Emergency Management
Primary Agencies	Columbia County Fair Board Columbia County Animal Control Columbia County Public Health Authority Oregon Department of Agriculture
Adjunct Agencies	Oregon State University Extension Office Local Veterinarians

Scope

- Protect local agricultural food supply, and coordinate issues for local agri-business to protect that sector of the economy.
- Coordinate animal and plant disease response and pest surveillance including:
  - Implement state response to an outbreak of a highly contagious or economically devastating animal/zoonotic disease, an outbreak of a highly infective exotic plant disease, or an economically devastating pest infestation.
  - Issue and enforce animal disease quarantines.
  - Remove and dispose of animal carcasses.
  - Release information to the public about quarantine areas, rabies alerts, and other animal related issues.
- Coordinate the sheltering, care, and/or evacuation of animals.
- Protection of natural and cultural resources and historic properties.

Concept of Operations

- Because no County agency precisely meets the entire scope of this ESF, County Emergency Management will appoint an ESF lead. However, it is anticipated that in a large incident a shortage of qualified staff will require the activation of mutual aid agreements or a resource request to the state ECC to supply subject matter expertise and overhead for this function.
- ESF-17 will develop and update assessments of the deployment of resources to provide animal care and control services, and agricultural protection in the impacted area and undertake contingency planning to meet anticipated demands and requirements.
- This ESF will require coordination will a large array of public organizations, non-governmental organizations, and smaller private clubs and associations.
- Identify, mobilize and deploy assessment representatives to the disaster area(s) to determine the specific health and safety needs and priorities. ESF17 will coordinate with other Emergency Support Functions to provide support to aid in the relief of nuisance and health-related problems involving animals and their impact on human relief efforts.
- Coordinate assistance in the following areas: capture of injured and displaced animals, sheltering, medical care, feeding, relocation and reunification with owners, acquisition of additional food and supplies from vendors to support the relief efforts, continued coordination with other ESFs for timely and proper carcass disposal.

Coordinating ESFs

- ESF 8 Health and Medical – assist in zoonotic disease surveillance
- ESF 11 Food and Water – assist with the procurement of food and water supplies for animals
- ESF 15 Volunteers and Donations – coordinate volunteers and donated goods to support animal shelter operations.
- ESF 16 Law enforcement - support enforcement of animal quarantine measures

EMERGENCY SUPPORT FUNCTION » 18

Business and Industry

Purpose	
ESF-18 describes how the County will provide immediate and short-term assistance to local private sector entities; stabilize the local economy; and effectively utilize local private sector assets in response operations following a large-scale incident.	
ESF-18 Tasked Agencies	
ESF Coordinator	Columbia County Economic Team
Primary Agencies	HSEMC Chambers of Commerce Fraternal business organizations Columbia County Economic Team
Adjunct Agencies	OEM Economic Development Agency FEMA LTCR (Long Term Community Recovery

Scope

- Fostering solid partnerships amongst private (business and industry) and public (local, regional, State, federal) sector emergency management organizations throughout all phases of the emergency management cycle.
- Identifying and addressing any private sector resource/capability shortfalls with the potential to destabilize the local economy.
- Identifying, coordinating, mobilizing, tracking, and demobilizing private sector owned and operated resources utilized during incident response operations.
- Assist in conducting initial economic damage assessments for impacted areas.
- Share situation status updates related to business and industry to inform the Situational Awareness Section.

Concept of Operations

- Columbia County Economic Development Department will provide subject matter expertise to staff and lead ESF-18.
- Because of the nature of this ESF it is anticipated that much of the work will be accomplished remotely from the activated EOC except where the ESF intersects operational issues.

Coordinating ESFs

- ESF 2 Communications – coordinate with private sector telecommunications providers
- ESF 3 Public Works – coordinate with private sector infrastructure partners.
- ESF 8 Health and Medical – Coordinate with private sector healthcare providers
- ESF 16 Hazardous Materials - coordinate with private sector partners that handle, store, or transport hazardous materials.
- ESF 11 Food and Water - coordinate with private sector partners that may provide food and water resources
- ESF 12 Energy - coordinate with private sector energy utilities.
- ESF 17 Agriculture and Animal Protection - Coordinate with private sector energy utilities.

8. FUNCTIONAL SUPPORT ANNEXES

8.1 Introduction

Functional annexes focus on critical operational functions and the courses of action developed to carry them out. This section describes functional annexes that is addressing in the developing of a comprehensive emergency management plan (CEMP).

As the planning team assesses the Columbia County's needs, it may need to prepare additional or different annexes.

While these functions should be described separately, it is important to remember that many functions will occur consecutively. For example, a shelter-in-place during an emergency may be implemented but if a building is damaged Columbia County may then initiate an evacuation of that building.

While functions build upon one another and overlap, it is not necessary to repeat a course of action in one functional annex if it appears in a second Functional Annex. For example, though an evacuation may lead to reunification, it is not necessary to list a course of action for reunification within the Evacuation Annex.

The following is a list of Annexes contained in this plan. It should be noted, that an Emergency Operations Plan is a living document and constantly being improved. If a plan is not listed here, that does not mean it does not exist, only that the responsible department is currently creating, reworking, or updating the plan.

If you would like to know what plans are being worked on, contact the Columbia County Emergency Management Department.

Functional Support Annex #1 - Mass Care and Sheltering Annex.....Page 107

Mass Care and Sheltering Annex #1

Columbia County experiences a wide variety of disasters and emergencies that may result in loss of life, damage, destruction of property, and negatively affect community members.

Potential community disaster can be a result of natural or human-causes emergencies which pose challenges in sheltering, feeding, family reunification, and distributing emergency supplies to people who have been impacted by an emergency or disaster.

Disasters have the potential to exhaust resources at the local level and may require support from Private, Non-Governmental, Non-Profit, State, or possibly the Federal government, to effectively respond to the event.

At the County level, coordinating mass care operations includes sheltering, feeding, distribution of emergency supplies, and family reunification.

This Mass Care Annex is intended to provide information, guidance, and a process for coordinating available resources to support local mass care operations through the response and recovery phases.

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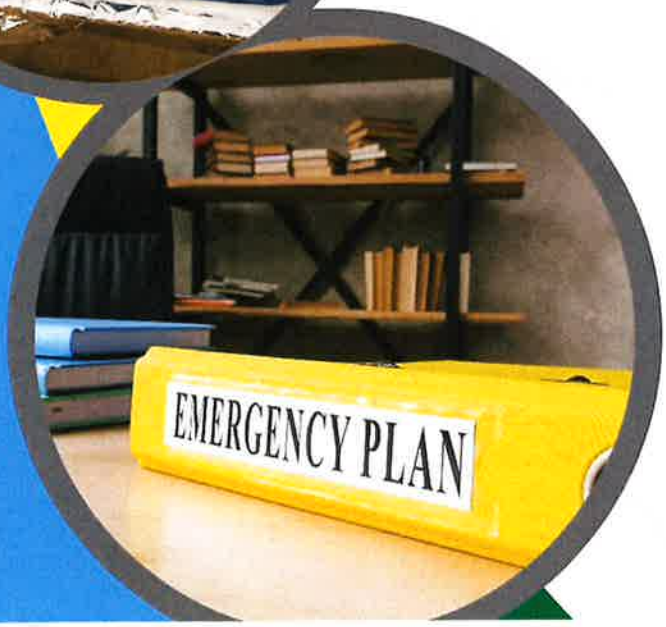
Columbia County Department of Emergency Management

Mass Care and Sheltering Plan

July 2024



Prepared By:

COORDINATED CONSULTING SERVICES

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1. Introduction

Purpose

The purpose of this Mass Care and Sheltering ESF-6 Plan is to effectively coordinate and provide emergency assistance and services to individuals displaced by a disaster or emergency situation. This plan includes provisions for sheltering, mass feeding, and other human services to affected populations. It helps ensure that necessary resources and support are available to help those in need during and after an emergency or disaster.

Scope

This Plan applies to all types of emergencies and disasters, both natural and human-caused, within the borders of Columbia County. It also applies to emergencies and disasters occurring outside of Columbia County that cause displaced persons to seek shelter or other mass care related services within Columbia County borders. This plan applies to the whole community including individuals with disabilities and other access and functional needs (DAFN) and vulnerable populations.

Relationship to Whole Community

The Federal Emergency Management Administration (FEMA)'s *Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters* offers guidance that assists shelter planners in understanding the requirements related to sheltering people with disabilities and other access and functional needs. This guidance is intended to be used with shelter standard operating procedures (SOPs) to ensure equal benefit to the whole population in general populations shelters. It includes the legal foundation for the guidance, specific legal authorities, and references and key considerations for shelter planning, operations and recovery.

Shelter planners must consider the whole community, including meeting the needs of people with DAFN. Specifically, planners must ensure that people with access and functional needs are integrated into general population shelters. This requires ongoing collaboration and coordination with various agencies and organizations who provide services, supplies, and advocacy for these populations. The following list was developed in alignment with the definition of individuals who may need additional response assistance as presented by the Secretary of Health and Human Services and within the Pandemic and All-Hazards Preparedness

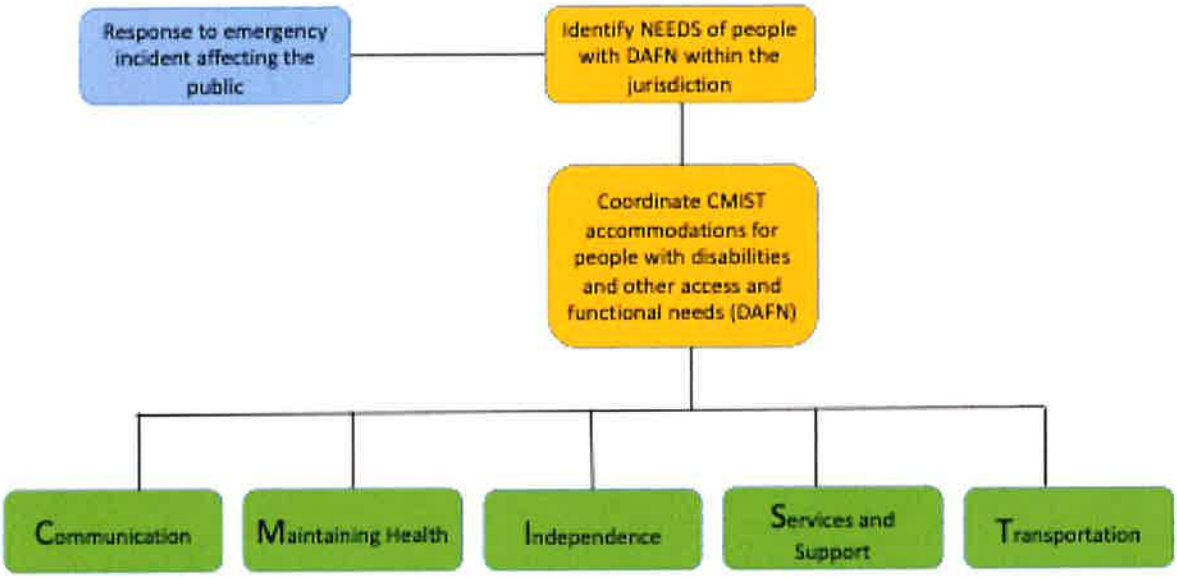
Act (PAHPA), 42 § U.S.C. 300hh-16. People with Disabilities and other Access and Functional Needs (DAFN) include those who:

- Have limited ability to speak, see, hear, or comprehend
- Use American Sign Language (ASL)
- Have limited English Proficiency (LEP) or are non-English speaking
- Have developmental, intellectual, sensory, or physical disabilities
- Are currently injured or under medical care
- Have chronic health conditions, including mental illness
- Have pharmacological dependencies
- Are pregnant
- Are older adults or children
- Rely on electricity-dependent medical equipment
- Are low-income
- Are homeless
- Live in institutional settings
- Are transportation disadvantaged

One planning model that has been designed to assist emergency planners in this work is the CMIST Framework. CMIST provides a flexible framework for emergency planning and response that addresses the needs of individuals rather than their diagnoses or labels, emphasizing the "person first" paradigm. The CMIST (Communication, Maintaining Health, Independence, Services and Support, and Transportation) framework addresses the needs of people who may need additional assistance during emergency responses through functional support and services.

Figure 1 illustrates the CMIST framework and the coordination process with community agencies to meet the needs of the population during an emergency response. Appendix I of this plan includes a *Quick Reference CMIST Sheltering Considerations* document that includes definitions of the CMIST categories of need, types of needs and people who may present at shelters, technology, tools, and services, and potential partner organizations.

Figure 1: CMIST Framework



Below is an explanation of CMIST resource categories. The list of resources under each CMIST category is not intended to be exhaustive but is intended to provide examples of the types of resources that may be available to meet the needs of people who may be considered at-risk. Additional resources may be available locally, through MOUs, or through state and federal sources.

- **Communication:**
  Individuals with communication needs may:
  - Speak American Sign Language (ASL)
  - Have limited English proficiency (LEP)
  - Use braille print
  - Use other auxiliary aids and devices to communicate or navigate their environment
  - Have limited ability to hear announcements, see signs, understand messages, or verbalize their concerns

- **Maintaining Health: Individuals requiring assistance with maintaining health may require:**
  - Specific medications, supplies, or services

  - Durable medical equipment (DME)
  - Electricity for life-maintaining equipment
  - Breastfeeding and infant/childcare, or nutrition
  - Personal Assistance Services (or personal care assistance) in maintaining their activities of daily living such as eating, dressing, grooming, transferring, and toileting

- **Independence:** Individuals who have needs related to maintaining their independence may function independently if they have their assistive devices, such as:
  - Consumable medical supplies (e.g., diapers, formula, bandages, ostomy supplies)
  - Vision and communication aids
  - Durable medical equipment (e.g., wheelchairs, walkers, scooters); and/or service animals

When relocating adults with disabilities to medical care settings and when discharging them home or into the community, it is crucial to ensure continuity of access to necessary mobility devices or assistive technology, vision and communication aids, and services animals that assist the individual in maintaining their independence.

- **Services and Support: Individuals with Services and Support needs may:**
  - Experience higher levels of distress and need support for anxiety, psychological, or behavioral health needs, including conditions such as dementia, Alzheimer's disease, schizophrenia, other mental illness.
  - Require a trauma-informed approach or support for personal safety, health, and welfare post-discharge
  - Need additional personal care assistance
  - Be pregnant, nursing mothers
  - Be infants or children

Early identification and planning for AFN can help to reduce the negative impacts of a public health emergency on individuals' self-determination and general well-being. Some people may have lost caregiver assistance during a hospital stay and require additional support post-discharge; some individuals may find it difficult to cope in a new or strange environment or have difficulty understanding or remembering; and some individuals may have experienced trauma or be victims of abuse.

- **Transportation:** Individuals with transportation needs may:
  - Lack access to personal transportation

- Be unable to drive due to decreased or impaired mobility that may come with age and/or disability, temporary conditions, injury, addiction, legal restriction
- Not have access to a vehicle
- Need transportation options in some communities as individuals may be inhibited from accessing services and staying connected
- Require coordination to ensure access to mass transit and accessible vehicles such as paratransit service

2. Situation and Assumptions

Situation

The following section is divided up into general, sheltering, feeding, and human services considerations.

General

- There are multiple identified hazards that would require a mass care response in Columbia County including wildfire, extreme weather, earthquake, and flooding.
- The type of mass care assistance needed will vary depending on the situation. The population affected could range from very few in an isolated event, to large numbers if the incident impacts a highly populated area in the county or neighboring jurisdiction.
- The American Red Cross (ARC) supports shelter operations for counties by providing temporary shelter, food, clothing, and other basic necessities to individuals and families affected by disasters or emergencies.
- ARC works closely with local officials and community partners to set up shelters quickly and efficiently, ensuring that those in need have a safe place to stay during crises.
- ARC offers disaster mental health services, health and medical services, and recovery assistance to help individuals and communities rebuild and recover after a disaster.
- Supplies and equipment needed to support a mass care response (e.g., blankets, cots, water, food, etc.) may be provided by ARC, the Salvation Army, and other volunteer organizations active in disasters (VOADs) as available and appropriate.
- Private sector and local government resources may also be used to augment local VOAD capabilities.
- If mass care needs exceed the capability of local and regional resources, assistance with staffing, feeding, and supplies may be provided by the state and federal government.
- According to 2020 Census data, there are 52,589 residents in Columbia County with 21,697 households.

- According to the data, 16.6% of Columbia County residents have a disability with 5.9% reporting hearing difficulty, 2.4% reporting vision difficulty, 7.7% with cognitive difficulty, 8.4 with ambulatory difficulty, 3.9 with self-care difficulty, and 7.4 with independent living difficulty. These rates are somewhat higher than the statewide average, which illustrates the need for coordinating resources for individuals with DAFN during mass care operations.
- Approximately 95.7 percent of residents report speaking English at home with 2.8% speaking Spanish and less than 2.0% speaking other languages. Despite the fact that these percentages are substantially lower than the state average, translation and interpreting services will need to be available during mass care operations.

Sheltering

- Columbia County is served by the Northwest Oregon Chapter of the ARC, which has the greatest capability in the area for sheltering people affected by disasters. In most instances, the ARC will be the primary external organization supporting the opening and management of shelters in the county.
- ARC has identified and maintains agreements with multiple facilities in Columbia County that could be used as mass care shelters.
- ARC maintains two trailers in Columbia County (Clatskanie and Vernonia) with 50 cots and 100 blankets each.

Feeding

- ARC can provide a variety of mass feeding options in Columbia County. The Northwest Oregon Chapter of the ARC has agreements in the region for food services in support of shelters.
- The Northwest Oregon Chapter has vehicles that can be used for mobile feeding.

Human Services

- ARC, the Salvation Army, other VOADs, and governmental agencies will need to work together to provide human services during mass care operations.
- Human Services may include any unmet disaster-caused needs including supplemental nutrition assistance, crisis counseling, disaster case management, disaster legal services, disaster unemployment.

Planning Assumptions

The following section is divided up into general, sheltering, feeding, and human services planning assumptions.

General

- During a disaster, families and individuals may be unable to provide their own shelter, food, water, clothing, and basic medical needs.
- Family members may become separated and unable to locate each other during a disaster. This may result in unaccompanied minors who will need assistance finding their family members (family reunification).
- It will likely be difficult to estimate the mass care and sheltering needs of the population.
- Some displaced individuals will not have the ability, information, or resources to remain independent. As a result, government agencies and VOADs will need to provide basic mass care services (shelter, feeding, hydration) and other human services.
- ARC Northwest Oregon Chapter, the Salvation Army, and other VOADs are ready to assist with mass care and human services operations.
- There may be situations where Columbia County will provide mass care and sheltering support for families and individuals who have been affected by disasters in other jurisdictions.
- Local resources are available to meet most sheltering, mass feeding, hydration, human services, and animal care requirements.
- Major disasters may exceed local capabilities and/or exhaust local resources, in which case the state and federal government will provide assistance.
- People requiring shelter services may include individuals under judicial or administrative orders limiting their freedom of movement, such as sex offenders and parolees.
- People with DAFN at shelters include those who do not need medical support but will require support to access services or function independently in a new environment.
- People with DAFN at shelters include those in home or congregate settings and their caregivers.
- There may be a major surge in donations and spontaneous volunteers, which may require significant resources to manage.

Sheltering

- Depending on the type of disaster and areas impacted, it is estimated that 15-25% of the dislocated population will seek shelter at general population shelters.

- Most displaced people will stay with family or friends or go to a hotel instead of staying at a public shelter. The majority of displaced people may initially be self-sufficient. However, as the duration of the disaster progresses, more people will seek assistance.
- Some pre-identified shelter locations will be available during the initial stages of a disaster, with additional pre-identified shelters becoming available at a later date.
- The type of emergency shelter provided may vary based on the disaster type. Ideally, shelters will have access to food, water, cots, blankets, first-aid supplies, etc.
- In some scenarios a shelter may only provide protection from the elements and/or be used as a temporary shelter of last resort.

Feeding

- Emergency or disaster conditions may restrict the ability of suppliers to deploy mobile or fixed feeding equipment to the impacted area.
- The disaster might prevent people from getting to the food supply and may require alternate feeding solutions.
- Food options will need to account for dietary restrictions or preferences among the shelter population, such as allergies, cultural considerations, or medically necessary or religious dietary requirements.
- The county health department may perform inspections of food services at shelter locations to help ensure food safety. This includes food storage, preparation, and serving practices.

Human Services

- Displaced persons may require assistance gaining access to medical and public health services including basic medical care, first aid, and access to necessary medications.
- Mental health and psychosocial support may include facilitating counseling and emotional support to individuals experiencing trauma or stress.
- Family reunification services may include assisting in reconnecting separated family members and loved ones.
- Social services may include helping with access to information, referrals, and assistance with benefits and resources.
- Childcare and education services may include providing a safe environment for children and ensuring their educational needs are addressed.
- Language and cultural support services may include offering translation services and addressing cultural considerations to ensure effective communication and support for all shelter residents.

3. Concept of Operations

As documented in the *Columbia County Basic Emergency Operations Plan (EOC)*, the county will utilize the Incident Command System (ICS) to coordinate inter-agency command and control functions across organizations and jurisdictions. Columbia County Department of Emergency Management is the primary local agency for ESF-6 Mass Care and will work with the coordinating and supporting agencies outlined in this plan to fulfill the ESF-6 mission.

During a response requiring mass care operations, it is presumed that the County Emergency Operations Center (EOC) will be activated and that the ESF-6 Team will be in place under the Operations Coordination Section along with other required ESFs.

The mission of the ESF-6 Team is to ensure the provision of mass care required to meet the needs generated by a disaster affecting Columbia County. The ESF-6 Team will orchestrate the countywide coordination required to fulfill this mission. The following steps (1 - 10) provide an overview of the basic actions required to activate and operate a mass care shelter. FEMA's *Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters, 2010* provides specific considerations for each phase of shelter planning, including shelter set-up, shelter operations, and transition/recovery. This document provides guidance, tools, examples of resources, stakeholders and other specific guidance designed to assist shelter planners in ensuring all members of the community, with or without disabilities and other access and functional needs, are integrated into general population shelters.

Please see the Roles and Responsibilities section of this plan for a detailed list of responsibilities for each of the primary, coordinating, and supporting agencies. Steps 1 - 10 include:

1. Assessment and Planning
    a. Conduct a needs assessment to determine the scope of the emergency and the requirements of the affected population.
    b. Identify potential shelter locations based on proximity to the impacted area, accessibility, capacity, and available resources.
    c. Develop a sheltering plan outlining roles, responsibilities, and procedures for setting up and managing the shelter.
2. Coordination and Communication
    a. Establish communication channels with VOADs, community partners, other government agencies, joint information system, and media partners.
    b. Coordinate with ESF-1 Transportation to facilitate the movement of evacuees to the shelter as required.

   c. Inform the public about shelter locations, availability, and registration procedures through various communication channels in conjunction with ESF-15 Public Information.
3. Site Selection and Preparation
   a. Select a suitable facility that meets safety, accessibility, and capacity requirements for sheltering evacuees.
   b. Set up the shelter layout, including sleeping areas, sanitation facilities, dining areas, medical stations, and administrative areas.
   c. Ensure the facility meets safety and accessibility standards, including compliance with fire codes and Americans with Disabilities Act (ADA) regulations.
4. Resource and Staffing
   a. Work with VOADs and other response partners to acquire necessary resources such as cots, bedding, blankets, hygiene kits, food, water, and medical supplies.
   b. Recruit and train shelter staff and volunteers to assist with registration, security, logistics, medical services, and other essential functions.
   c. Establish procedures for managing donations, inventory, and distribution of resources within the shelter.
5. Registration and Intake Procedures
   a. Set up registration areas to document evacuee information, including names, contact details, medical needs, and special requirements.
   b. Conduct health screenings to assess the well-being of evacuees and identify any immediate medical needs.
   c. Assign sleeping accommodations and provide orientation to evacuees on shelter rules, services, and available resources.
6. Security and Safety Measures
   a. Implement safety and security protocols to protect evacuees, staff, and shelter facilities.
   b. Establish procedures for managing access control, monitoring activities within the shelter, and addressing potential safety concerns.
   c. Coordinate with local law enforcement for additional security support if needed.
7. Services and Support
   a. Provide essential services such as meals, water, sanitation facilities, medical assistance, mental health support, and access to information.
   b. Establish family reunification services to help evacuees locate missing loved ones and receive support in reuniting with family members.
   c. Offer cultural and spiritual support services to address the emotional and psychological needs of evacuees.
8. Documentation and Reporting

   a. Maintain accurate records of shelter operations, including evacuee demographics, services provided, volunteer hours, and resource utilization.
   b. Establish reporting mechanisms to track shelter capacity, needs, issues, and outcomes for coordination with emergency management authorities.
9. Continuity of Operations
   a. Develop plans for managing the shelter operations over an extended duration, including shift schedules, rest areas for staff, and transitional housing options.
   b. Establish procedures for transitioning evacuees from the shelter to more permanent housing solutions as the emergency situation resolves.
10. Evaluation and Improvement
   a. Conduct debriefing sessions with staff, volunteers, and partners to evaluate the effectiveness of shelter operations.
   b. Document strengths, lessons learned, challenges faced, and areas for improvement in an After Action Report and Improvement Plan (AAR/IP) to enhance preparedness for future sheltering operations.
   c. Update this document based on feedback, recommendations, and best practices identified during mass care operations.

By following these key steps in setting up and operating a mass care shelter, the Columbia County ESF-6 Team, VOADs, and other partners can help ensure a well-organized, safe, and supportive environment for individuals seeking refuge during times of crisis.

Shelter Organizational Structure

The ARC follows a structured organizational model when setting up and managing shelters during disasters or emergencies. It is assumed that ARC staff from the Northwest Oregon Chapter or surrounding areas would be brought in to fill these roles or others as needed. It may also be the case that non-ARC personnel or volunteers receive just-in-time training to fill these roles during mass care operations. The organizational structure of an ARC shelter may include the following key positions and roles.

- Shelter Manager
  - Coordinates with the County EOC through the Operations Coordination Section and the ESF-6 Team.
  - Oversees the overall operations of the shelter and ensures that all activities are conducted in line with Red Cross guidelines and standards.
  - Responsible for ensuring the safety, security, and well-being of shelter residents and staff.

- Shelter Supervisor
  - Assists the Shelter Manager in coordinating and supervising shelter operations.
  - Manages staff and volunteers assigned to specific roles within the shelter.

- Client Casework Supervisor
  - Coordinates client intake, registration, and provides assistance to shelter residents in meeting their immediate needs.
  - Works closely with shelter residents to ensure they have necessary resources and support.

- Health Services Supervisor
  - Oversees the provision of basic healthcare services within the shelter, including first aid, medication distribution, and mental health support.
  - Coordinates with external healthcare partners as needed.

- Mental Health Supervisor
  - Facilitates the provision of mental health support services to shelter residents experiencing emotional distress.
  - May offers counseling, emotional support, and crisis intervention as needed.

- Disaster Services Technology (DST) Supervisor
  - Coordinates technology and communication services within the shelter, including maintaining communication equipment and systems with ESF-2 Communications.
  - Supports data management, registration, and information sharing among shelter staff.

- Logistics Supervisor
  - Manages the logistics and supply chain operations within the shelter, including inventory management, distribution of resources, and facility maintenance in coordination with ESF-7 Resource Support
  - Liaises with external partners for additional resource support.

- Volunteer Coordinator
  - Recruits, trains, and supervises volunteers for various roles within the shelter in coordination with ESF-15 Volunteers and Donations.

  - Ensures that volunteers are effectively utilized and supported in their responsibilities.

- Security Supervisor
  - Coordinates security measures within the shelter to ensure the safety of residents and staff with ESF-16 Law Enforcement
  - Monitors access control, enforces shelter rules, and addresses any security concerns.

- Public Affairs/Public Information Officer (PA/PIO)
  - Coordinates with the Joint Information System/Center if activated and ESF-14 Public Information.
  - Handles external communications, interacts with media outlets, and facilitates public information releases related to the shelter operations.
  - Crafts messaging, updates the public and stakeholders on shelter activities, services, and needs.

This structured organizational model helps ARC efficiently manage shelter operations, provide essential services to shelter residents, and ensure a safe and supportive environment during disaster response. Each position plays a vital role in the overall functioning of the shelter and contributes to the ARC mission of providing assistance to individuals and communities in times of need.

Shelter Activation

During the summer months, the EOC is typically at Level 3 (three) activation during which shelter activation procedures may be initiated, including notification of the ARC. The ARC is always at Level 1 Evacuation Readiness during the summer. At Level 2 (two), the EOC may notify public health for mass care and shelter support when necessary. As described in the *Columbia County Basic EOP*, under the EOC Activation Authority section, a shelter may also be activated during a Level 1 Emergency, which is an incident that exceeds the County's normal response capabilities. When the EOC goes to level 1 (one) activation, there will be a disaster declaration and public health will always be notified to support mass care and sheltering operations.

Service Animals in Shelters

Service animals play a crucial role in providing assistance and support to individuals with DAFN. When it comes to accommodating service animals in shelters, it is important for emergency

management organizations, shelters, and staff to be aware of and comply with the Americans with Disabilities Act (ADA) guidelines. Here are some key considerations regarding service animals in shelters:

Definition of Service Animals: According to the ADA, service animals are defined as dogs that are individually trained to perform tasks for people with disabilities. Service animals are not considered pets and are allowed to accompany their handlers in all areas where the public is normally allowed.

Types of Service Animals: While dogs are the most common type of service animal, other animals such as miniature horses can also qualify as service animals under specific circumstances.

Accommodation and Access: Individuals with disabilities who rely on service animals must be allowed to bring their service animals into emergency shelters, regardless of pet policies. Shelters cannot exclude service animals or segregate individuals with disabilities and their service animals from other shelter residents.

Responsibilities of Service Animal Handlers: Service animal handlers are responsible for the care, supervision, and behavior of their service animals while in the shelter. Handlers must ensure that their service animals are under control, well-behaved, and do not pose a threat to others in the shelter.

Identification and Verification: Shelters may ask service animal handlers to provide documentation of their disability and the service animal's training, but they cannot require demonstration of the task the animal performs. Service animals do not need to wear special vests or badges to be recognized as service animals.

Accommodations for Service Animals: Shelters should provide appropriate accommodations for service animals, including a designated area for relieving the animal, access to water and food, and a safe resting place for the animal and handler. Shelters may need to make reasonable modifications to policies and procedures to accommodate the needs of service animal handlers. If a service animal has been separated from its handler, shelter staff should take measures to reunify the animal with its handler immediately.

Training and Preparedness: Shelter staff and volunteers should receive training on ADA requirements related to service animals and understand how to interact with service animals and their handlers respectfully. Emergency plans and procedures should include provisions for accommodating service animals and ensuring their safety and well-being during shelter operations.

By adhering to ADA guidelines and understanding the importance of accommodating service animals in shelters, emergency management organizations can ensure that individuals with disabilities who rely on service animals receive the support and assistance they need during emergencies and disasters.

Sheltering Animals

To the extent possible, efforts will be made to utilize shelter facilities that allow for pet and owner co-location or close proximity sheltering capabilities. The table below provides the number of households by animal type for households in Columbia County. This information can be used during a mass care response to estimate the number of households with animals that might require shelter. Additional estimations will be required to determine potential numbers and types of animals. Pets will likely be sheltered along with their owners. Horses and cattle will need to be sheltered separately in conjunction with ESF-17 (Agriculture and Animal Protection) partners at the County Fairgrounds.

Table 1: Animals per Household in Columbia County

Animal	Percent of Households with Pet	Number of Housing Units in County	Estimated Households
Dogs*	63.0 %	22,377	14,098
Cats*	42.0 %	22,377	9,398
Freshwater Fish*	11.0 %	22,377	2,461
Bird*	5.0 %	22,377	1,119
Small Animal*	5.0 %	22,377	1,119
Reptiles*	4.5 %	22,377	1,007
Horses*	2.0 %	22,377	448
Cattle**	0.8 %	22,377	179

*Source: As of 2019-2020, the American Pet Products Association (APPA) reported the following statistics regarding pet ownership in the United States

**Source: United States Department of Agriculture (USDA) National Agricultural Statistics Service, approximately 0.8% of U.S. households own cattle.

Volunteer and Donations Management

Volunteer and donations management will be overseen by the Columbia County Department of Emergency Management in coordination with VOADs See ESF-15 Volunteers and Donations in the Columbia County EOP for more information. Ideally, volunteer coordination and donations management should occur at a separate facility. Public messages about acceptable donations will be required and will necessitate coordination with ESF-14 Public Information.

Resident Evacuation

There are several emergency situations that might require Columbia County residents to re-locate or "evacuate" to a safe area. Small-scale, localized evacuations might be needed because of flooding, hazardous materials accident, major structure fire, wildfire, or transportation accident. Mass evacuation could be required in the event of dam failure or other major flood events. Additionally, evacuation planning is necessitated for site specific hazards such as chemical facilities.

All residents should be familiar with the hazards and corresponding safe areas in their community. Additionally, should a resident decide it is in their best interest to evacuate voluntarily, they should know the primary and alternate routes available.

Only law enforcement, after a disaster declaration, has the authority to order a mandatory evacuation of an area. If such an order is issued, it will generally be followed by instructions about safe routes to use.

Primary Evacuation Routes

There are five major highways and one major railroad in Columbia County.

- The railroad is mainly a north and south arterial near the Columbia River.
- Three highway systems are mainly north and south arterials (30, Apiary Rd., 47).
- Two highways (202, Scappoose Vernonia Road (SV)) are mainly east-west routes.
- Routes west of Hwy 30 could be restricted by landslides/washouts especially along the entire length of SV Road and the northern part of 47. Highway 30 between Rainier and Deer Island is highly subject to slides.
- The Crown Zellerbach Trail parallels most of the SV Road and is the alternate route the County may open if the SV Road is blocked.
- Routes will be selected by immediate needs and expediency.
- Evacuation routes must be heavily policed and disciplined.
- Any blockages of traffic patterns will be cleared by any means necessary to insure normal traffic flow.

- If at all possible, two-way traffic will be maintained on all evacuation routes to allow continued access for emergency vehicles.
- Traffic control devices such as signs and barricades will be provided by the Public Works Department.

Designating Evacuation Routes

It is anticipated that the primary evacuation mode will be in private vehicles. Actual evacuation movement efforts will be controlled by the law enforcement agencies involved.

- Evacuation routes will be selected by law enforcement officials and approved by the Incident Commander at the time of the evacuation decision "Critical Routes" maps should be utilized, if available). Movement instructions will be part of the warning and subsequent public information releases.
- Providing routes for evacuees from cities or other counties passing through to predesignated relocation areas will need to be a coordinated effort with local and state agencies.

Basic County Evacuation Assumptions

- Evacuating hazardous areas is the most effective action for protecting people in many disaster or disaster-threat situations.
- It is assumed that the public will receive and understand official information related to
  evacuation. Most of the public will act in its own interest and evacuate dangerous areas when advised to do so by local government authorities.
- Some disaster events are slow-moving and provide ample reaction time. The worst-case
  assumption is that there will be little or no warning of the need to evacuate, and it may be necessary day or night.
- There may not be time to obtain manpower support from outside resources. Local government resources could be severely stressed, particularly on-duty police and fire personnel.
- Shelter facilities and food will need to be provided for evacuees although many may seek shelter with relatives and friends or motels rather than use designated shelter facilities which will normally be provided by the Red Cross. The Columbia County Fairgrounds is a designated County Shelter.
- Most evacuees will use private transportation means; however, transportation may need to be provided for some evacuees.

Appendix D includes a series of evacuation maps that provide an overview of primary and alternate routes in the County. In some instances, bypass routes, such as the Crown Zellerbach Trail, may be used to avoid a hazard. Because unusual routing may be necessary during an evacuation, it is necessary to pay close attention to temporary signs or workers at intersections guiding people to the correct path. For a more thorough description of Columbia County's evacuation strategy, see the
Evacuation Management Support Annex in the *Columbia County Basic EOP*.

Shelter Communications

Communications for mass care operations will be conducted according to procedures contained in the Columbia County EOP (see ESF-2 Communications Annex for more information). This includes ensuring that the ESF-6 Team and shelter staff have the equipment, systems, and connectivity required to communicate with the County EOC and other response partners during mass care operations. Columbia County Department of Emergency Management, Columbia County ARES, along with other primary, and secondary agencies will all play an important role in establishing and maintaining communications.

Public information and warning will also be conducted in accordance with the EOP, specifically ESF-14 Public Information. It will be especially important to develop and disseminate information that is accessible for individuals with DAFN and lesser English proficiency populations. The ESF-6 Team will need to work with EOC staff and the Joint Information System/Center (if activated for the response) to ensure that messages are developed in formats that are appropriate for individuals with vision and hearing impairments and in commonly spoken languages other than English. It is also imperative that messages are written at a 5th grade reading level to ensure that they are easily comprehensible for individuals at most reading levels, and that instructions are easy to follow during times of stress.

Shelter communications (i.e., communications systems and equipment for shelter occupants and other displaced persons at the mass care site) will be facilitated by ESF-2 Communications and ESF-7 Resource Support. This may include the provision of phones (either landline or cellular), charging stations, Internet access, and amateur radio operators (if traditional communication systems are not available). Additional resources may need to be made available for individuals with visual and hearing impairments (pocket talker, braille format documents).

Transportation

- Columbia County Department of Emergency Management will partner with ESF 1 Transportation to coordinate the movement of people, equipment, and supplies. They

will coordinate local access to facilities such as banks, health care facilities, pharmacies, faith-based facilities, schools, points of distribution (PODs), and post offices.

- Columbia County Department of Emergency Management will coordinate with ESF 1 to assist displaced persons with travel to mass care facilities or reception centers.
- The Crown Zellerbach Trail and other evacuation routes may be used to support transportation to shelter sites across the County (see the Columbia County *Memorandum of Understanding, Emergency Transportation Route* for more information). Maps of primary and alternate evacuation routes are provided in Appendix D.

4. Roles and Responsibilities

Table 2. ESF-6 Team

Emergency Operations Center (EOC) ESF-6 Team	
Primary Agency	• Columbia County Department of Emergency Management
Coordinator Agencies	• Columbia County Public Health Department, including Environmental Health (ESF-8) • American Red Cross (ARC) (ESF-6)
Secondary Agencies	• Columbia County Community Emergency Response Team (CERT) • Columbia Board of County Commissioners (BOCC) • Columbia County Fair Board • Columbia County Fire Defense Board (ESF-4) • Columbia County Fire Districts (ESF-4) • Columbia County Homeland Security and Emergency Management Commission • Columbia County Land Use and Development • Columbia County Non-Governmental Organizations (NGOs) such as VOAD, religious organizations, Columbia County Grange, Community Action Team, senior centers, and sports camps • Columbia County Board of County Commissioners (BOCC) Office (Public Information Officer) (ESF-14) • Columbia County Sheriff's Office (ESF-16) • Oregon Department of Health Services (ODHS), Office of Resilience and Emergency Management (OREM) • Regional Disaster Preparedness Organization (RDPO)
Core Capabilities	**Mass Care Services** **Mission Area: Response**

	Description: Provide life-sustaining services to the affected population with a focus on hydration, feeding, and sheltering to those who have the most need, as well as support for reunifying families. • Support local, tribal, territorial, and insular area governments and Nongovernmental Organizations (NGOs) in the coordination and provision of mass care, emergency assistance, temporary housing, and human services resources, programs, and services. • Provide life-sustaining services to the affected population, including hydration, feeding, and sheltering, as well as support for reunifying families. • Support the establishment, management, and operation of congregate and non-congregate care facilities. • Coordinate with local, tribal, territorial, and insular area governments and NGOs to facilitate the return of evacuees to their pre-disaster or alternate locations. • Develop an initial temporary housing strategy to transition survivors from congregate to non-congregate care alternatives and provide relocation assistance or interim housing solutions for households unable to return to their pre-disaster residence. • Anticipate and identify current and future ESF-6 requirements in coordination with local, state, tribal, territorial, insular area, and Federal governments, NGOs, and private sector partners. • Acquire, transport, and deliver ESF-6 resources and services to meet the needs of disaster survivors, including children and individuals with functional and access needs. • Provide general care for separated/unaccompanied minors until they are placed in the care of appropriate authorities. • Support nontraditional congregate care facilities • Provide technical assistance for the development of local, state, tribal, territorial, insular area, federal, NGO, and private sector operational plans for mass care, emergency assistance, temporary housing, and human services.

Preparedness	• Review the ESF-6 Plan annually and update or revise as needed. • Evaluate regularly the capabilities required to accomplish the ESF-6 mission, identify any gaps, and leverage resources to address them. • Participate in the resolution of ESF-6 after-action improvement planning. • Develop and/or participate in ESF-6 related planning, training, and exercise activities at the local, regional, state, and/or federal level. • Ensure necessary supplements to the ESF-6 Plan are developed and maintained (such as emergency contact lists, shelter lists, resource lists). • Ensure representatives from the ESF-6 Team agencies are fully trained and prepared to respond.
Response	• Establish and maintain operational awareness of mass care through direct communications links with operational units (ARC, OR VOAD, etc.) in the field and/or their appropriate coordinating entities. • Conduct mass care disaster impact and needs assessments, prioritize ESF-6 operational objectives in alignment with the EOC Incident Action Plan (IAP), and coordinate ESF-6 county-wide response activities. • Collect and analyze information relevant to ESF-6 and report in Everbridge and EOC documents including Incident Action Plans and Situational Reports. • Receive, manage, and track resource requests for ESF-6. • Ensure full coordination of activities with other groups within the EOC to assist in the development and maintenance of a common operating picture. • Coordinate with ESF-14 Public Information to provide accessible public information for dissemination.

Recovery	• Coordinate the ESF-6 support of recovery activities. • Coordinate the restoration of ESF-6 resources and/or capabilities for involved agencies as needed. • Ensure ESF-6 Team participants and/or their agencies provide to Columbia County Department of Emergency Management appropriate records of costs incurred. • Participate in the ESF-6 after action review.
Mitigation	• Identify and implement mitigation activities to prevent or lessen the impact of future incidents.

Table 3. ESF-6 Coordinator Agency Responsibilities

Columbia County Public Health Department (ESF-8)	
Preparedness	• Ensure each of the preparedness responsibilities identified for the ESF-6 Team are accomplished. • Maintain an inventory of agency resources. • Participate in ESF-6 planning, training, and exercise activities. • Develop and maintain a public health Mass Care plan that includes addressing the resource needs of people with disabilities and other access and functional needs. • Provide current emergency contact information to Columbia County Department of Emergency Management.
Response	• Provide public health mass care support in emergencies/disasters, in accordance with departmental operations guides, plans, and protocols, existing MOUs and agreements, and the ESF-6 Mass Care Plan. • Coordinate with Columbia County Department of Emergency Management to receive, manage, and track requests for mass care assistance until activation of the ESF-6 Team. • Provide situational awareness to the Columbia County Department of Emergency Management and Commissioners. • Ensure each of the ESF-8 public health response responsibilities identified for the ESF-6 Team above) are accomplished regardless of the activation/staffing level of the County EOC. • Ensure that public health services are available and accessible to disaster survivors and people residing in shelter situations. • Provide other public health support as per ESF-8. Including working with volunteers and coordinating health information with the Columbia County PIO. • Provide public health, health care, and behavioral health information and guidance to the Columbia County Joint Information Center and/or Public Information Officer for distribution to the public. • Provide environmental health and food inspections. • Conduct disease surveillance and control activities.

	• Arrange for appropriate public health staffing of the ESF-6 Team.
Recovery	• Coordinate ESF-6 public health support of recovery activities. • Coordinate the restoration of ESF-6 public health resources and/or capabilities as needed. • Ensure ESF-6 Team members provide appropriate records of costs incurred.
Mitigation	• Identify and implement mitigation activities to prevent or lessen the impact of future incidents.
American Red Cross (ARC)	
Preparedness	• Assist with ESF-6 Team preparedness activities. • Maintain an inventory of agency resources. • Participate in ESF-6 planning, training, and exercise activities. • Provide current emergency contact information to Columbia County Department of Emergency Management.
Response	• Provide mass care support in emergency/disasters, in accordance with ARC departmental operations guides and protocols, existing MOUs and agreements, and the ESF-6 Mass Care Plan. • Coordinate response activities with the ESF-6 Team in support of the ESF-6 mission. • Send agency representatives to the Columbia County EOC when requested. • Provide safe shelters, water, and food until families can return home. • Connect loved ones separated after a disaster via services such as Safe and Well. • Ensure people with disabilities receive the resources they need. • Build emergency shelters. • Provide mental health support, including counseling. • Provide first aid and medical care for people in need. • Provide guidance, emotional support, and comfort to the community. • Distribute relief supplies. • Work with families in developing recovery plans.

Recovery	• Coordinate the restoration of ARC agency resources and/or capabilities as needed. • Participate in county-wide recovery planning and activities. • Participate in after action reviews.
Mitigation	• Identify and implement mitigation activities to prevent or lessen the impact of future incidents.

Table 4. ESF 6 Primary Agency Responsibilities

Columbia County Department of Emergency Management	
Preparedness	• Coordinate with partners the review of the ESF-6 Plan annually and update or revise the plan as needed. • Evaluate regularly the capabilities required to accomplish the ESF-6 mission, identify any gaps, and leverage resources to address them. • Manage the resolution of ESF-6 after-action improvement planning. • Develop and/or participate in ESF-6 related planning, training, and exercise activities at the local, regional, state, and/or federal level. • Ensure necessary supplements to the ESF-6 Plan are developed and maintained (such as emergency contact lists, shelter lists, resource lists). • Work with supporting agency partners to ensure representatives are fully trained and prepared to respond to the Columbia County EOC.

Response	• Determine the need for a disaster declaration for county and individual assistance.
	• Verify county and survivor disaster-related losses for disaster relief purposes.
	• Coordinate with ESF-6 partners and the private sector to provide the services listed below.
	  ○ Accessible temporary shelters, including congregate, non-congregate, and transitional sheltering
	  ○ Feeding operations
	  ○ Emergency first aid
	  ○ Reunification services
	  ○ Distribution of emergency supplies
	  ○ Rescue
	  ○ Transportation
	  ○ Medical and behavioral health care and assistance
	  ○ Shelter and essential needs of household pets, service animals, and livestock
	  ○ Mass evacuation
	  ○ Support non-medical assistance resource needs of people with disabilities and other access and functional needs in shelter facilities and those who are sheltering-in-place (SIP)
	  ○ Warehousing and distribution of donations
	  ○ Emergency residential roof covering
	  ○ Emergency repair of primary residences damaged as the result of a disaster
	• Identify available and physically accessible housing resources and provide this information to survivors.
	• Coordinate information with state and federal agencies for disaster relief assistance.
	• Provide other needs assistance, such as medical, dental, personal property, funeral, legal, counseling, moving and storage, and other critical needs assistance.

Recovery	• Coordinate the ESF-6 support of recovery activities. • Coordinate the restoration of ESF-6 resources and/or capabilities for involved agencies as needed. • Ensure the ESF-6 Team participants and/or their agencies provide to the Columbia County Department of Emergency Management appropriate records of costs incurred. • Conduct the ESF-6 after action review.
Mitigation	• Identify and implement mitigation activities to prevent or lessen the impact of future incidents.

Table 5. ESF-6 Secondary Agency Responsibilities

Columbia County Community Emergency Response Team (CERT)	
Preparedness	• Assist with ESF-6 Team preparedness activities. • Maintain an inventory of agency resources. • Participate in ESF-6 planning, training, and exercise activities. • Provide current emergency contact information to Columbia County Department of Emergency Management.
Response	• Provide basic first aid as needed. • Provide neighborhood support. • Support local emergency centers and shelters. • Serve meals as requested. • Connect disaster survivors to resources.
Recovery	• Coordinate the restoration of CERT resources and/or capabilities as needed. • Participate in county-wide recovery planning and activities. • Participate in after action reviews.
Mitigation	• Identify and implement mitigation activities to prevent or lessen the impact of future incidents.
Board of County Commissioners (BOCC)	
Preparedness	• Maintain awareness of ESF-6 Team preparedness activities. • Support Emergency Management and other Columbia County Department resources.
Response	• Provide executive and legislative authority and support for Columbia County to assure that the response functions of the county proceed with efficiency, integrity, sound judgment, and best practices. • Participate in the EOC Policy Group.
Recovery	• Provide executive and legislative authority and support for Columbia County recovery activities to assure that the recovery functions of the county proceed with efficiency, integrity, sound judgment, and best practices.

Mitigation	• Identify and implement mitigation activities to prevent or lessen the impact of future incidents.
Columbia County Fair Board	
Preparedness	• Assist with ESF-6 Team preparedness activities. • Maintain an inventory of agency resources. • Provide current emergency contact information to Columbia County Department of Emergency Management.
Response	• Oversee the use and maintenance of the Columbia County Fairgrounds for human and animal shelter activities. • Ensure that access to human and animal shelters are accessible and safe.
Recovery	• Oversee recovery and restoration of the Columbia County Fairground facilities following ESF-6 activities. • Report costs related to ESF-6 to the Columbia County Department of Emergency Management. • Participate in county-wide recovery planning and activities. • Participate in after action reviews.
Mitigation	• Identify and implement mitigation activities to prevent or lessen the impact of future incidents.
Columbia County Fire Defense Board (ESF-4)	
Preparedness	• Assist with ESF-6 Team preparedness activities. • Maintain an inventory of agency resources. • Participate in ESF-6 planning, training, and exercise activities. • Provide opportunities for engagement, education, and organization across fire departments and emergency service fields. • Provide current emergency contact information to Columbia County Department of Emergency Management.
Response	• Assist and coordinate fire and EMS information across responding fire districts during response activities as per the ESF-4 Firefighting Annex. • Provide other Fire Defense Board support as per ESF-4.

Recovery	• Assist and coordinate fire and EMS information across responding fire districts during recovery activities.
Mitigation	• Identify and implement mitigation activities to prevent or lessen the impact of future incidents .
Columbia County Fire Districts - (ESF-4)	
Preparedness	• Assist with ESF-6 Team preparedness activities. • Maintain an inventory of agency resources. • Participate in ESF-6 planning, training, and exercise activities. • Provide current emergency contact information to Columbia County Department of Emergency Management.
Response	• Provide situational information to the EOC. • Provide emergency triage and assessments at shelter facilities. • Provide emergency medical transportation from shelter facilities to healthcare facilities as needed. • Provide other fire agency support as per ESF-4.
Recovery	• Coordinate the restoration of fire and EMS agency resources and capabilities as needed. • Participate in countywide recovery planning and activities. • Prepare the documentation required to become eligible for reimbursement as appropriate. • Participate in after action reviews.
Mitigation	• Identify and implement mitigation activities to prevent or lessen the impact of future incidents.
Columbia County Homeland Security and Emergency Management Commission	
Preparedness	• Assist with ESF-6 Team preparedness activities. • Prepare for unexpected emergencies and unforeseen situations. • Participate in ESF-6 planning, training, and exercise activities. • Work with partners to provide continuity to and coordinate emergency response throughout Columbia County. • Provide current emergency contact information to Columbia County Department of Emergency Management.

Response	• Advise the Board of County Commissioners and the Columbia County Department of Emergency Management. • Participate in the EOC Policy Group.
Recovery	• Advise the Board of County Commissioners and the Columbia County Department of Emergency Management. • Participate in the Policy Group.
Mitigation	• Identify and implement mitigation activities to prevent or lessen the impact of future incidents.
Columbia County Land Use and Development	
Preparedness	• Assist with ESF-6 Team preparedness activities. • Maintain an inventory of agency resources. • Participate in ESF-6 planning, training, and exercise activities. • Provide current emergency contact information to Columbia County Department of Emergency Management.
Response	• Provide mass care support in emergencies/disasters, in accordance with departmental operations guidelines and protocols, existing MOUs and agreements, and the ESF-6 Mass Care Plan. • Coordinate response activities with the ESF-6 Team in support of the ESF-6 mission. • Send agency representatives to the Columbia County EOC when requested.
Recovery	• Coordinate the restoration of agency resources and capabilities as needed. • Participate in countywide recovery planning and activities. • Prepare the documentation required to become eligible for reimbursement. • Participate in after action reviews.

Mitigation	• Identify and implement mitigation activities to prevent or lessen the impact of future incidents.
Columbia County Non-Governmental Organizations (NGOs)	
Preparedness	• Assist with the ESF-6 Team preparedness activities. • Maintain an inventory of agency resources. • Participate in ESF-6 planning, training, and exercise activities. • Provide current emergency contact information to Columbia County Department of Emergency Management.
Response	• Provide mass care support in emergencies/disasters, in accordance with organizational guidelines and protocols, existing MOUs and agreements, and the ESF-6 Mass Care Plan. • Coordinate response activities with the ESF-6 Team in support of the ESF-6 mission. • Facilitate utility restoration in areas with shelter facilities (People's Utility District (PUD)). • Facilitate support for people temporarily residing in shelters (e.g., Community Action Team (CAT)). • Send organizational representatives to shelter facilities' ESF-6 Team, when requested.
Recovery	• Coordinate the restoration of agency resources and capabilities as needed. • Participate in countywide recovery planning and activities. • Prepare the documentation required to become eligible for reimbursement, if appropriate. • Participate in after action reviews.

Mitigation	• Identify and implement mitigation activities to prevent or lessen the impact of future incidents.
Board of County Commissioners (BOCC) Office, Public Information Officer (ESF 14)	
Preparedness	• Assist with ESF-6 Team preparedness activities. • In collaboration with the Department of Emergency Management and the Public Health Department, develop accessible boilerplate messaging that is relevant to ESF-6 activities. • Maintain an inventory of agency resources. • Participate in ESF-6 planning, training, and exercise activities. • Provide current emergency contact information to Columbia County Department of Emergency Management.
Response	• Provide public information mass care support in emergencies/disasters, in accordance with organizational guidelines and protocols and the ESF-6 Mass Care Plan. • Coordinate public information response activities with the ESF-6 Team and EOC in support of the ESF-6 mission. • Activate a Joint Information System or Joint Information Center to support accessible ESF-6 public information activities, as needed. • Provide other public information support as per ESF-14. • Provide an agency representative to shelter facilities, when requested.
Recovery	• Coordinate the restoration of agency resources and capabilities as needed. • Participate in countywide recovery planning and activities. • Prepare the documentation required to become eligible for reimbursement, if appropriate. • Participate in after action reviews.

Mitigation	• Identify and implement mitigation activities to prevent or lessen the impact of future incidents.
Columbia County Sheriff's Office - (ESF-16)	
Preparedness	• Assist with ESF-6 Team preparedness activities. • Maintain an inventory of agency resources. • Participate in ESF-6 planning, training, and exercise activities. • Provide current emergency contact information to Columbia County Department of Emergency Management.
Response	• Provide security for shelter facilities • Provide traffic and parking control for shelter facilities. • Coordinate and direct evacuation activities. • Provide other law enforcement support as per ESF-16.
Recovery	• Coordinate the restoration of agency resources and capabilities as needed. • Participate in countywide recovery planning and activities. • Prepare the documentation required to become eligible for reimbursement, if appropriate. • Participate in after action reviews.
Mitigation	• Identify and implement mitigation activities to prevent or lessen the impact of future incidents.
Oregon Department of Health Services (ODHS), Office of Resilience and Emergency Management (OREM)	
Preparedness	• Assist with ESF-6 Team preparedness activities. • Maintain an inventory of agency resources. • Participate in ESF-6 planning, training, and exercise activities. • Provide current emergency contact information to Columbia County Department of Emergency Management.

Response	• In collaboration with Columbia County Department of Emergency Management and the Columbia County Public Health Department, support ESF-6 nonmedical mass care (food, water, shelter), emergency assistance (first aid, distributing supplies), assessing human services needs, coordinating human services and reducing barriers, and addressing language needs for people with limited English proficiency. • Provide an agency representative to shelter facilities, when requested. • Provide mass care support in emergencies/disasters, in accordance with organizational guidelines and protocols, existing MOUs and agreements, and the ESF-6 Mass Care Plan. • Coordinate response activities with the ESF-6 Team in support of the ESF-6 mission.
Recovery	• Coordinate the restoration of agency resources and capabilities as needed. • Participate in countywide recovery planning and activities. • Prepare the documentation required to become eligible for reimbursement, if appropriate. • Participate in after action reviews.
Mitigation	• Identify and implement mitigation activities to prevent or lessen the impact of future incidents
Regional Disaster Preparedness Organization (RDPO)	
Preparedness	• Assist with ESF-6 Team preparedness activities. • Maintain an inventory of agency resources. • Participate in ESF-6 Mass Care planning, training, and exercise activities. • Coordinate disaster preparedness projects related to community resilience, public health, healthcare systems, infrastructure, supply chains, communications, emergency management, law enforcement, public works, and fire and EMS. • Provide current emergency contact information to Columbia County Department of Emergency Management
Response	• Assist and facilitate coordinated response information.

Recovery	• Coordinate the restoration of agency resources and capabilities as needed. • Participate in countywide recovery planning and activities. • Prepare the documentation required to become eligible for reimbursement, if appropriate. • Participate in after action reviews.
Mitigation	• Identify and implement mitigation activities to prevent or lessen the impact of future incidents.

5. Plan Maintenance

Plan Review and Maintenance

At a minimum, this plan will be formally reviewed and re-promulgated every two years to comply with Emergency Management Performance Grant requirements. Reviews will be coordinated by the County Emergency Manager and may include participation by members from each of the departments assigned as primary, coordinator, and secondary agencies as well as DAFN subject matter experts (SMEs).

The review will:

- Verify contact information;
- Review the status of resources noted in the plan;
- Evaluate the procedures outlined in this plan to ensure their continued viability; and
- Incorporate tactical improvement plans generated from post exercise or actual occurrence After Action Reviews.

Recommended changes should be forwarded to:
Columbia County Emergency Management
ATTN: Emergency Manager
230 Strand Street
St. Helens, OR 97051

Plan Maintenance Documents

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

Record of Plan Changes

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

Table 6. Record of Changes

Record of Changes		
Date	**Change No.**	**Summary of Changes**
June 2024	update	Full update of ESF-6 Mass Care

Plan Distribution List

Copies of this plan have been provided to the following jurisdictions, agencies, and persons. Updates will be provided, when available. Recipients will be responsible for updating their respective Mass Care Plans when they receive changes. The County Emergency Manager is ultimately responsible for all plan updates.

Table 7. Plan Distribution

Plan Distribution		
Date	**No. of Copies**	**Jurisdiction/Agency/Person**

Appendix A. Glossary

Table 8. Glossary

Glossary	
Accessible	Accessible refers to a feature of a facility that is approachable and usable by persons with disabilities.
Access and Functional Needs	See Whole Community section of this plan for a detailed description of the CMIST framework, which is a functional approach to address the needs of individuals.
American Red Cross (ARC)	The American Red Cross is a humanitarian organization, led by volunteers, which provides relief to victims of disasters and helps people prevent, prepare for, and respond to emergencies. It does this through services that are consistent with its Congressional Charter and the Principles of the International Red Cross Movement. https://www.fema.gov/pdf/plan/glo.pdf
CMIST	CMIST is the acronym for the Communication, Maintaining Health, Independence, Services and Support, Transportation Framework. This function-based approach avoids generalizations and assumptions that are based on unhelpful medical labels. Functions look at the capabilities and the needs of the individual, not their diagnostic labels. https://disasterstrategies.org/blog-post/defining-functional-needs-updating-cmist-by-june-isaacson-kailes-disability-policy-consultant/
Communications	Process of transmission of information through verbal, written, or symbolic means.
Community Emergency Response Team (CERT)	The Community Emergency Response Team (CERT) Program educates people about disaster preparedness for hazards that may affect their area and trains them in basic disaster response skills.
Damage Assessment	The process used to appraise or determine the number of injuries and deaths, damage to public and private property, and the status of key facilities and services such as hospitals and other health care facilities, fire and police stations, communications networks, water and sanitation systems, utilities, and transportation networks resulting from a man-made or natural disaster
Disaster	An occurrence of a natural catastrophe, technological accident, or human caused event that has resulted in severe property damage, deaths, and/or multiple injuries. As used in this Guide, a "large-scale disaster" is one that exceeds the response capability of the local jurisdiction and requires State, and potentially Federal, involvement. As used in the Stafford Act, a "major disaster" is "any natural catastrophe [...] or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the

	President causes damage of sufficient severity and magnitude to warrant major disaster assistance under [the] Act to supplement the efforts and available resources or States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby." https://www.fema.gov/pdf/plan/glo.pdf
Emergency	Any occasion or instance--such as a hurricane, tornado, storm, flood, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, fire, explosion, nuclear accident, or any other natural or man-made catastrophe--that warrants action to save lives and to protect property, public health, and safety. https://www.fema.gov/pdf/plan/glo.pdf
Emergency Environmental Health Services	Services required to correct or improve damaging environmental health effects on humans, including inspection for food contamination, inspection for water contamination, and vector control; providing for sewage and solid waste inspection and disposal; clean-up and disposal of hazardous materials; and sanitation inspection for emergency shelter facilities. https://www.fema.gov/pdf/plan/glo.pdf
Emergency Health Services	Services required to prevent and treat the damaging health effects of an emergency, including communicable disease control, immunization, laboratory services, dental and nutritional services; providing first aid for treatment of ambulatory patients and those with minor injuries; providing public health information on emergency treatment, prevention, and control; and providing administrative support including maintenance of vital records and providing for a conduit of emergency health funds from State and Federal governments. https://www.fema.gov/pdf/plan/glo.pdf
Emergency Medical Services	Services, including personnel, facilities, and equipment required to ensure proper medical care for the sick and injured from the time of injury to the time of final disposition, including medical disposition within a hospital, temporary medical facility, or special care facility, release from site, or declared dead. Further, emergency medical services specifically include those services immediately required to ensure proper medical care and specialized treatment for patients in a hospital and coordination of related hospital services. https://www.fema.gov/pdf/plan/glo.pdf
Emergency Operating Center	The protected site from which State and local civil government officials coordinate, monitor, and direct emergency response activities during an emergency. https://www.fema.gov/pdf/plan/glo.pdf

Emergency Operations Plan	A document that: describes how people and property will be protected in disaster and disaster threat situations; details who is responsible for carrying out specific actions; identifies the personnel, equipment, facilities, supplies, and other resources available for use in the disaster; and outlines how all actions will be coordinated. https://www.fema.gov/pdf/plan/glo.pdf
Emergency Support Function	In the Federal Response Plan, a functional area of response activity is established to facilitate the delivery of Federal assistance required during the immediate response phase of a disaster to save lives, protect property and public health, and to maintain public safety. ESFs represent those types of Federal assistance which the State will most likely need because of the impact of a catastrophic or significant disaster on its own resources and response capabilities, or because of the specialized or unique nature of the assistance required. ESF missions are designed to supplement State and local response efforts. https://www.fema.gov/pdf/plan/glo.pdf
Evacuation	Organized, phased, and supervised dispersal of people from dangerous or potentially dangerous areas. • Spontaneous Evacuation. Residents or citizens in the threatened areas observe an emergency event or receive unofficial word of an actual or perceived threat and without receiving instructions to do so, elect to evacuate the area. Their movement, means, and direction of travel is unorganized and unsupervised. • Voluntary Evacuation. This is a warning to persons within a designated area that a threat to life and property exists or is likely to exists in the immediate future. Individuals issued this type of warning or order are NOT required to evacuate; however, it would be to their advantage to do so. • Mandatory or Directed Evacuation. This is a warning to persons within the designated area that an imminent threat to life and property exists and individuals MUST evacuate in accordance with the instructions of local officials. https://www.fema.gov/pdf/plan/glo.pdf
Evacuees	All persons removed or moving from areas threatened or struck by a disaster. https://www.fema.gov/pdf/plan/glo.pdf
Incident Command System	A standardized organizational structure used to command, control, and coordinate the use of resources and personnel that have responded to the scene of an emergency. The concepts and principles for ICS

	include common terminology, modular organization, integrated communication, unified command structure, consolidated action plan, manageable span of control, designated incident facilities, and comprehensive resource management. https://www.fema.gov/pdf/plan/glo.pdf
Joint Information Center	A central point of contact for all news media near the scene of a large-scale disaster. News media representatives are kept informed of activities and events by public information officials who represent all participating Federal, State, and local agencies that are collocated at the JIC. https://www.fema.gov/pdf/plan/glo.pdf
Joint Information System	Under the Federal Response Plan, connection of public affairs personnel, decision-makers, and news centers by electronic mail, fax, and telephone when a single Federal State-local JIC is not a viable option. https://www.fema.gov/pdf/plan/glo.pdf
Mass Care	The actions that are taken to protect evacuees and other disaster victims from the effects of the disaster. Activities include providing temporary shelter, food, medical care, clothing, and other essential life support needs to those people that have been displaced from their homes because of a disaster or threatened disaster https://www.fema.gov/pdf/plan/glo.pdf
Public Information Officer	A Federal, State, or local government official responsible for preparing and coordinating the dissemination of emergency public information. https://www.fema.gov/pdf/plan/glo.pdf
Recovery	The long-term activities beyond the initial crisis period and emergency response phase of disaster operations that focus on returning all systems in the community to a normal status or to reconstitute these systems to a new condition that is less vulnerable. https://www.fema.gov/pdf/plan/glo.pdf
Resource Management	Those actions taken by a government to identify sources and obtain resources needed to support disaster response activities; coordinate the supply, allocation, distribution, and delivery of resources so that they arrive where and when most needed; and maintain accountability for the resources used. https://www.fema.gov/pdf/plan/glo.pdf
Standard Operating Procedure	A set of instructions constituting a directive, covering those features of operations which lend themselves to a definite, step-by-step process of accomplishment. SOPs supplement EOPs by detailing and specifying how tasks assigned in the EOP are to be carried out. https://www.fema.gov/pdf/plan/glo.pdf

Appendix B. Acronyms

Table 9. Acronyms

Acronyms	
AAR/IP	After Action Report/Improvement Plan
ADA	Americans with Disabilities Act
ARC	American Red Cross
ARES	Amateur Radio Emergency Services
ASL	American Sign Language
CAT	Community Action Team
CERT	Community Emergency Response Team
CMIST	Communication, Maintaining Health, Independence, Services and Support, Transportation
DAFN	Disabilities and Other Access and Functional Needs
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency

Acronyms	
IAP	Incident Action Plan
LEP	Limited English Proficiency
MOU	Memorandum of Understanding
NGO	Non-Governmental Organization
ODHS	Oregon Department of Health Services
OREM	Office of Resilience and Emergency Management
OR	Oregon
PAHPA	Pandemic and All-Hazards Preparation Act
POD	Point of Distribution
PUD	People's Utility District
RDPO	Regional Disaster Preparedness Organization
SIP	Sheltering-In-Place
SME	Subject Matter Expert
SOP	Standard Operating Procedure
SV	Scappoose-Vernonia
VOAD	Volunteer Organizations Active in Disasters

Appendix C. Fairgrounds Location Maps

Figure 2. Fairgrounds Aerial View

Figure 3. Fairgrounds Fair Layout Diagram

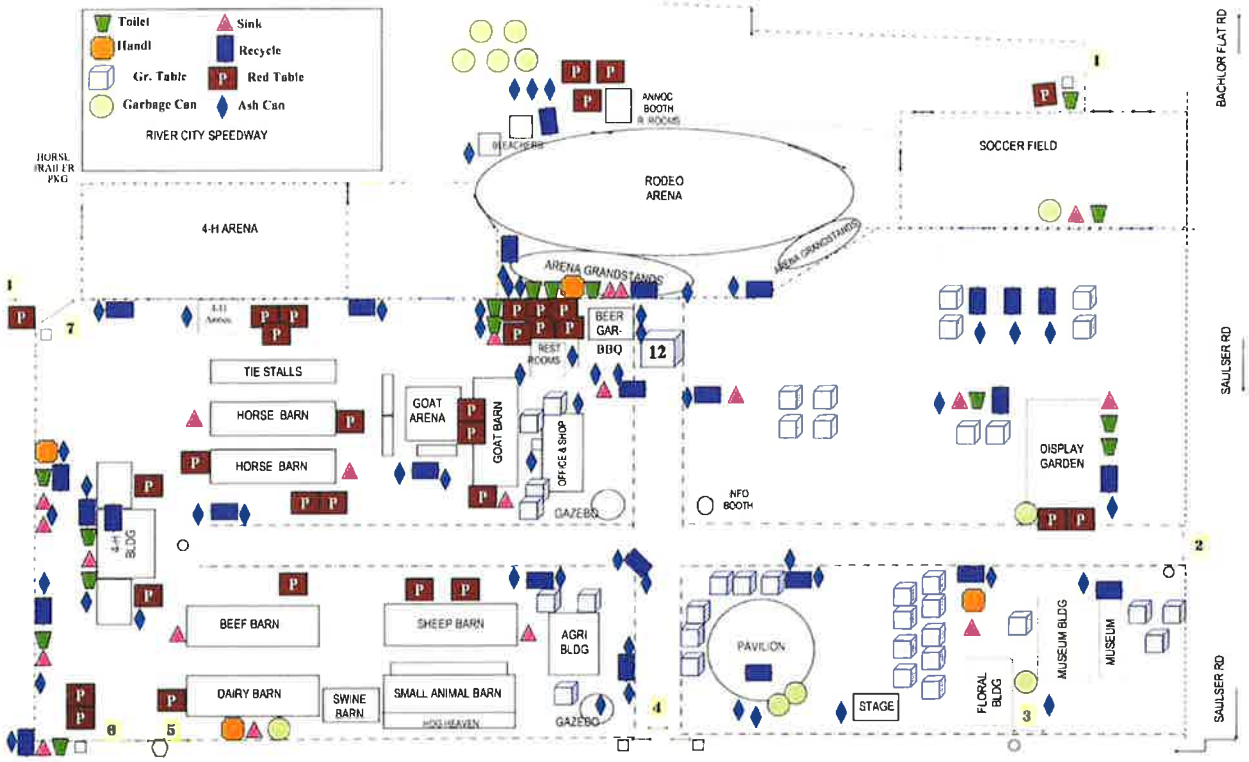
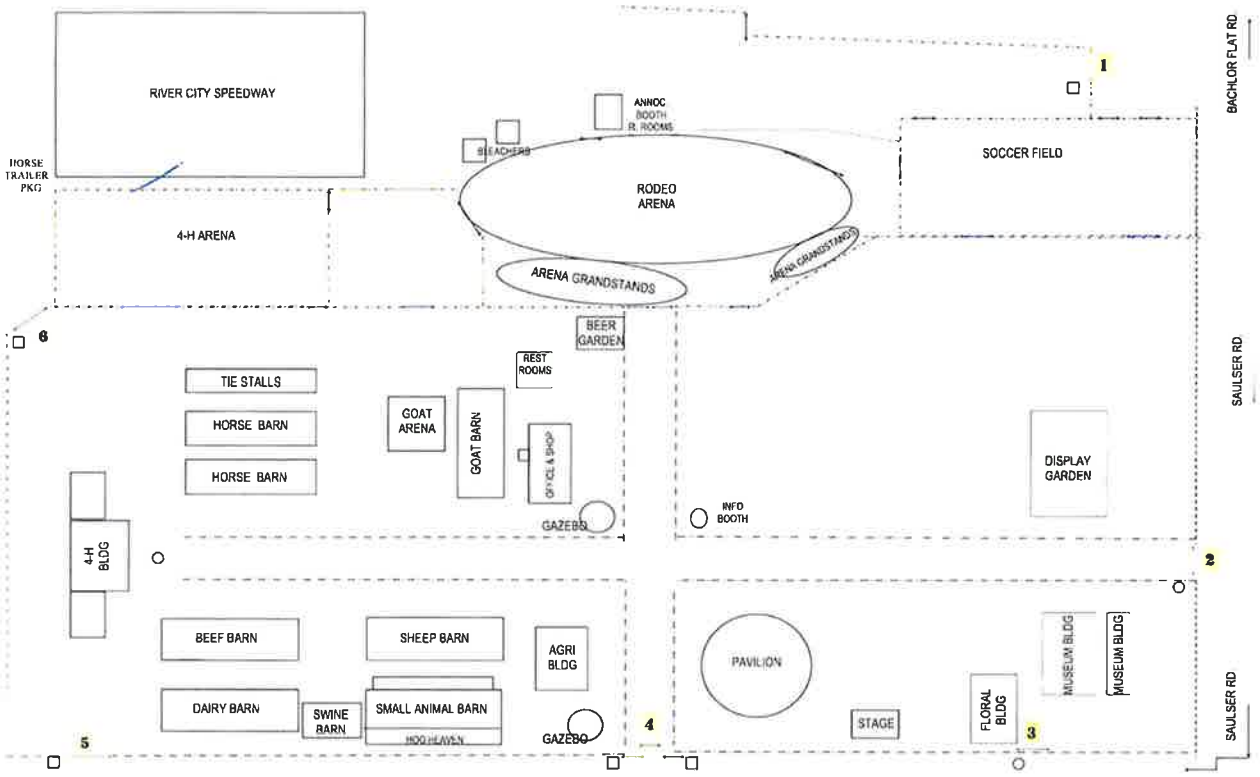


Figure 4. Fairgrounds Diagram



Appendix D. Evacuation Routes

Figure 5. Columbia County Map 1

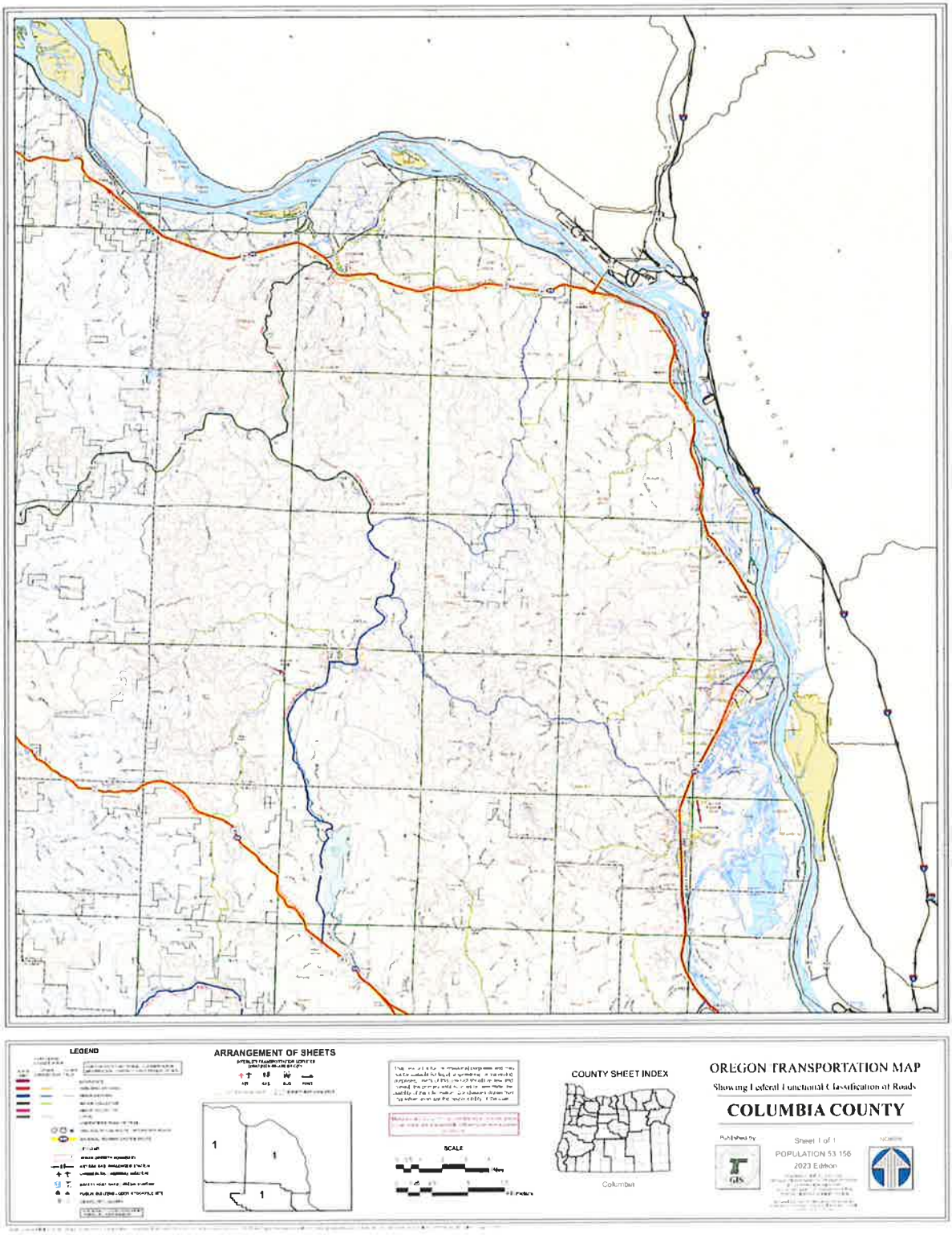


Figure 6. Columbia County Evacuation Route Map 2

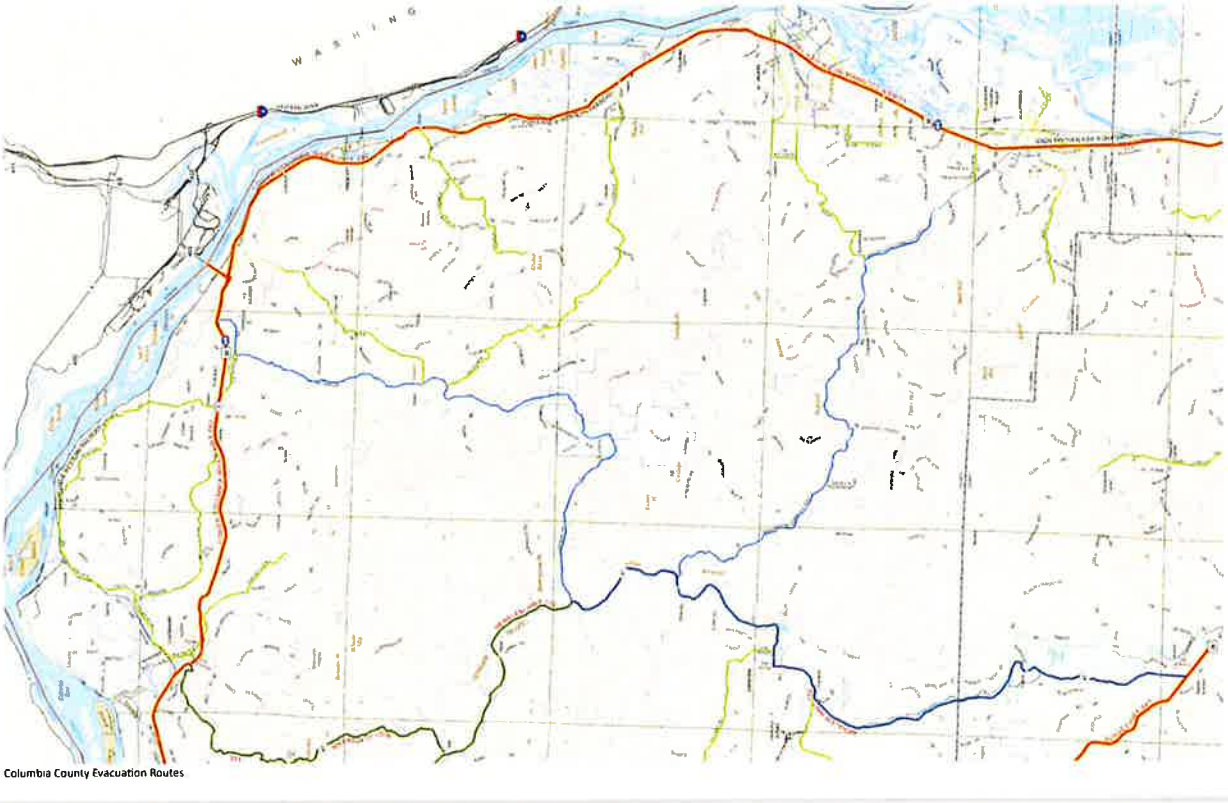
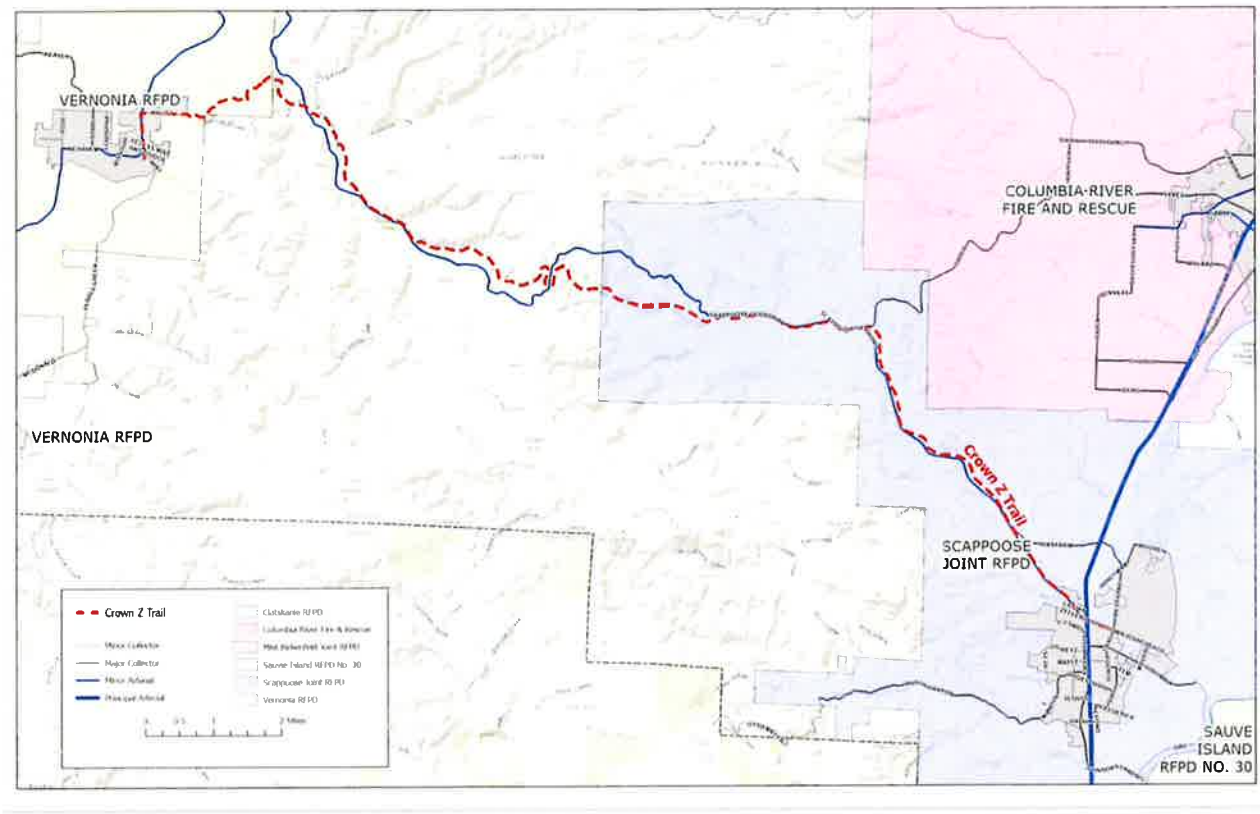


Figure 7. Columbia County Crown Zellerbach Trail Evacuation Route Map



Appendix E. Shelter Checklists

This appendix includes resources with helpful information, such as checklists, to aid in mass sheltering initiation and operations.

Table 10. Shelter Checklists

Sources	Links
ADA Best Practices Tool Kit for State and Local Governments Chapter 7 Addendum 2, The ADA and Emergency Shelters: Access for All in Emergencies and Disasters	ADA Tool Kit: Appendices 1 and 2, ADA Accessibility Survey Forms and Instructions
ADA Checklist for Emergency Shelters	ADA Checklist for Emergency Shelters
Best Practices Checklist for Emergency Shelters, National Center for Disaster Preparedness, Earth Institute, Columbia University	Microsoft Word - Best Practices Checklist for Emergency Shelters Final 041121.docx (rcrctoolbox.org)
CMIST Framework	At-Risk Individuals (hhs.gov)
Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters, November 2010	Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters (fema.gov)
Shelter Field Guide, FEMA P-785	Shelter Field Guide FEMA P-785 (nationalmasscarestrategy.org)
Sheltering Handbook Disaster Services, ARC 2012	Shelterring Handbook (crcog.org)
Shelter Operations Management Toolkit, Operational Tips, Checklists and Best Practices for Shelter Managers, ARC National Headquarters, Mas Care unit, May 2008	Shelter Operations Management Toolkit (training-source.org)

Appendix F. American Red Cross Shelter Model Option List

The table below represents the American Red Cross (ARC) Shelter Model Option List which includes responsibilities pet shelter model type: * In conjunction with the ARC guidance for sheltering criteria, it is the policy of Columbia County that all shelters operate with adherence to the ARC Disaster Code of Conduct. In addition, it is required that all emergency shelters coordinate all actions and meet all reporting and communications expectations of the EOC.

Table 11. American Red Cross Shelter Models

ROLES AND RESPONSIBILITIES				
	MODEL 1	**MODEL 2**	**MODEL 3**	**MODEL 4**
	Red Cross Shelters	**Red Cross / Partner Shelters**	**Red Cross Supported Shelters**	**Independently Managed Shelters**
Administrative Control	*Red Cross*	*Red Cross*	*Community Agency*	*Community Agency*
Shelter Operations Expenses	*Red Cross*	*Red Cross*	*Red Cross Assisted*	*Community Agency*
Adheres to Disaster Code of Conduct	*Yes*	*Yes*	*Yes*	*No*
Red Cross Branding	*Red Cross Only*	*Co-logo: "In Cooperation with"*	*"Supported by Red Cross"*	*None*
Liability	*Shared*	*Shared*	*Shared*	*Community Agency*
Reporting and Communication	*Yes*	*Yes*	*Yes*	*No*
Agreement to Use	*Standard Red Cross Shelter Agreement**	*1) Welcome Letter of Agreement* *2) Standard Red Cross Shelter Agreement**	*Shelter Support Services Agreement for Community Agencies*	*None*

Appendix G. Shelter Contact Lists

(to be developed)

Appendix H. American Red Cross Memoranda of Understanding

(to be developed)

Appendix I. Quick Reference CMIST Sheltering Considerations

Shelter Considerations for People with Disabilities and other Access and Functional Needs

Definition of Disabilities and other Access and Functional Needs:
The following list was developed in alignment with the definition of individuals who may need additional response assistance as presented by the Secretary of Health and Human Services and within the Pandemic and All-Hazards Preparedness Act (PAHPA), 42 § U.S.C. 300hh-16. People with Disabilities and other Access and Functional Needs (DAFN) include those who:

- Have limited ability to speak, see, hear, or comprehend
- Use American Sign Language (ASL)
- Have limited English Proficiency (LEP) or are non-English speaking
- Have developmental, intellectual, sensory, or physical disabilities
- Are currently injured or under medical care
- Have chronic health conditions, including mental illness
- Have pharmacological dependencies
- Are pregnant
- Are older adults or children
- Rely on electricity-dependent medical equipment
- Are low-income
- Are homeless
- Live in institutional settings
- Are transportation disadvantaged

CMIST Framework

The CMIST (Communication, Maintaining Health, Independence, Services and Support, and Transportation) framework addresses the essential needs of people who may need additional assistance during emergency responses via functional supports and service delivery. CMIST provides a flexible framework for emergency planning and response that addresses the needs of individuals rather than their diagnoses or labels, emphasizing the "person first" paradigm.

Each beginning letter of CMIST is defined as follows:

(C)ommunication: Individuals who may have limitations that interfere with the receipt of and response to information require information be provided in an appropriate and accessible format. This can include individuals who are deaf or hard of hearing, individuals who use American Sign Language, individuals who have limited or no English proficiency, individuals who are blind or have low vision, and individuals who have cognitive or physiological disabilities.

(M)aintaining Health: Individuals who may require Personal Assistance Services (or personal care assistance) in maintaining their activities of daily living such as eating, dressing, grooming, transferring, and toileting, and those who rely on critical medications.

(I)ndependence: Individuals who function independently by means of specialized assistive devices, such as consumable medical supplies (diapers, formula, wound care products, urological/ostomy supplies, etc.), durable medical equipment (wheelchairs, walkers, scooters, etc.), and/or service animals. This also includes independent physical access to any locations providing services or support.

(S)upport, Safety & Self-Determination: Ensuring equal access to all programs and services made available to the public. Includes support for individuals with behavioral health needs, those who have psychiatric conditions (such as dementia, Alzheimer's disease, Schizophrenia, severe mental illness), pregnant women, nursing mothers, infants, and children. Such access recognizes and preserves individuals' right to make their own decisions regarding the receipt of given services and support.

(T)ransportation: Individuals with transportation needs because of age, disability, temporary injury, poverty, addiction, legal restriction, or those who do not have access to a vehicle. This requires coordination to ensure access to mass transit, accessible vehicles such as paratransit, or vehicles used under agreement with partners such as schools or hospitals.

Potential partner organizations for meeting the unique needs of the community include:

- Animal services agencies
- Childcare organizations
- Local public health departments
  - Communicable disease programs
  - Chronic disease programs
  - Environmental health programs
  - Infection Control programs
  - Immunization programs
  - Disease monitoring and surveillance programs
- Community coalitions/workgroups/advisory councils

- Local emergency management offices
- Emergency Medical Services (EMS)
- Fire and rescue departments
- Organizations serving populations with access and functional needs
- Public Fiduciary's Office
- Adult care Homes
- Healthcare Coalitions
- Healthcare system and providers
- Housing and sheltering authorities
- Human services providers
- Law enforcement agencies
- Media organizations
- Mental/behavioral health providers
- Schools and school districts
- Social service agencies
- State office of aging or equivalent
- Volunteer organizations

The following table provides an overview and quick reference guide of CMIST Sheltering Considerations, including a list of the types of needs/people, technology and tools to consider, and potential partners.

Quick Reference CMIST Sheltering Considerations

Table 12. CMIST Sheltering Considerations

CMIST Category	*Types of Needs/People	**Technology/Tools/Services	Potential Partners
Communication	People who: · Are deaf or hard-of-hearing · Are blind or have low vision · Have low English proficiency · Have developmental, intellectual, or sensory disabilities · Have mental illness	*General* · Translation services (for specific languages) · Personal Assistant as Employees (PAS) · Behavioral health services · Documents in simple language · Large print · Accessibility kits *For people who are deaf or hard-of-hearing* · ASL Interpretation · Video Remote Interpretation (VRI) · Video Relay Service (VRS) · Auxiliary aids (Braille, TTY/TDD, hearing aid-compatible phones)	· County Public Fiduciary · Refugee Resettlement Programs · CBOs that serve people with Limited English Proficiency (LEP) · English as a Second Language (ESL) programs · Faith-based organizations · Other community-based organizations that serve people with development or intellectual disabilities, people who are blind or have low vision, or are deaf or hard-of-hearing · Behavioral/mental health service providers · Media organizations

CMIST Category	*Types of Needs/People	**Technology/Tools/Services	Potential Partners
		· Email, text, landlines, radio, TV, and social media · Amplified listening devices (Pocket Talkers)	
		For people who are blind or have low vision · Braille printers · Screen readers · Large Print	

CMIST Category	*Types of Needs/People	**Technology/Tools/Services	Potential Partners
Maintaining Health	People who: · Are taking medications, · Need services, medical supplies, and/or durable medical equipment · Are breastfeeding or need infant/child nutrition · Use electricity-dependent equipment such as ventilators, oxygen concentrators, powered mobility · Are on dialysis treatment · Have acute, chronic, or short-term injuries	· Supplies (e.g., glucose test strips, urological, ostomy, insulin, wound care) · Nutrition (e.g., allergy-safe food, clean water, infant formula) · Behavioral health, substance abuse, and stress management services · Personal Assistants as Employees (PAS) · Maintaining medical and outpatient services	· Community health clinics · Healthcare coalitions · Hospitals and other Healthcare system partners · Pharmacies · Behavioral/mental health providers · Crisis Teams · Medical supply vendors · Emergency Medical Services (EMS) · Community paramedicine (mobile integrated health)

CMIST Category	*Types of Needs/People	**Technology/Tools/Services	Potential Partners
Independence	People who use assistive devices, assistants, and/or service animals to maintain their activities of daily living (ADL)	· Communication (hearing aids, text messages, amplified phones, pocket talkers) · Vision (magnifiers, screen readers) · Mobility (wheelchairs, walkers, scooters, canes, crutches, prosthetic devices) · Replacement equipment (wheelchairs, walkers, canes, batteries, nebulizers) · Personal Assistants as Employees (PAS) · Service animals · Transportation services · Accessibility kits	· Home Healthcare Agencies · Community paramedicine (mobile integrated health)
Support, Safety & Self-Determination	People who: · Have difficulty understanding and remembering · Have been separated from caregivers or who have lost family, friends, or caregivers	· Accessibility kits	· 2-1-1 connects support services such as housing, food, social services, and health care · Area Agencies on Aging · Centers for Independent Living · Developmental Disability Councils · Protection and Advocacy Agencies · Head Start and Childcare

CMIST Category	*Types of Needs/People	**Technology/Tools/Services	Potential Partners
	· Need support for activities of daily living		· Domestic Violence Services Programs · Homeless Service Providers · Behavioral Health Authority · School Districts
Transportation	People who: · Are unable to drive due to damaged personal transportation, limited funds, lack of physical, or cognitive capacity · Need transportation to and from for medical care or treatment, non-medical appointments, and accessible shelters or transitional housing	· Vehicles with ramps or lifts · Properly maintained and applied tie-downs for wheelchairs and scooters (mobility equipment must be secured during travel) · Trained drivers who are aware of people with limited capability to stabilize upper body and who have sound disability etiquette	· 2-1-1 connects support services such as housing, food, social services, and health care

Additional Types of Needs/People Details

For Support, Safety & Self-Determination, these are people who:

- Have difficulty understanding and remembering
- Have been separated from caregivers or who have lost family, friends, or caregivers
    - Higher levels of distress and anxiety
    - Psychological or behavioral health needs
    - Trauma-informed support for personal safety
    - Children especially vulnerable to mental health issues

- Need support for activities of daily living:
    - Chronic limitations (dementia, Alzheimer's, intellectual or developmental disability)
    - Behavioral health needs or chronic mental illness
    - Homelessness (limited resources, trauma, substance abuse, etc.)
    - Victims of domestic violence, human trafficking, or other abuse)

**Additional Technology, Tools, and Services Details

To write documents in simple language, consider:

- Writing for the public at the third grade level
- Short sentences and simple words
- Using Microsoft Word
    - To conduct a "Readability" check (located within the spelling and grammar preferences)
    - To calculate the Flesch Reading Ease, Flesch-Kincaid Grade Level, and percentage of passive sentences

Accessibility Kit contents may include (at a minimum):

- Pocket Talkers
- Readers
- Magnifying glasses
- Whiteboards
- Clear masks/face shields
- Brochures or public materials in Braille

ASL Interpretation:

- Ensure planners have an account/relationship with a local service
- Ensure media includes an interpreter in-frame or an inset

Video Remote Interpretation:

- In-person interaction
- Requires an account and installation on a laptop or tablet
- Staff training in its operation
- Etiquette training

Video Relay Service:

- A federally mandated service required of all phone systems
- Telephone use only
- Instruct staff on what it sounds like

Braille Printers:

- Print from a digital file or live via keyboard
- Cost from $2,000 to $80,000 depending on speed and volume
- Centers for Independent Living (CILs) or Blind Associations/Foundations nearby service providers who may have one

Screen Readers

- According to Section 508 standards
- Tag Word documents for export to PDFs

Website standards: Web Content Accessibility Guidelines (WCAG):

- Large Print
    - Minimum 20 pt type
    - Sans Serif recommended – easier to read
    - 1.5 leading line spacing
    - Matte or dull finish paper to reduce glare
    - Reduce use of or remove graphic design elements
    - More detailed large print guidelines on American Council of the Blind

Appendix J. Shelter Layout Example

[To be developed}

Appendix K. Authorities and References

Table 13. Authorities and References

Authority/Reference	Link
The Americans with Disabilities Act (ADA), U.S. Department of Justice Civil Rights Division	The Americans with Disabilities Act | ADA.gov
American Red Cross Contact Loved Ones web pate	Contact Loved Ones | Disaster Aid | Red Cross
Federal plain language guidelines for the Plain Writing Act of 2010	Federal plain language guidelines
Pandemic and All-Hazards Preparedness Act (PAHPA), Public Law NAo. 109-417.	E:\PUBLAW\PUBL417.109 (congress.gov)
Post-Katrina Emergency Management Reform Act of 2006	S.3721 - 109th Congress (2005-2006): Post-Katrina Emergency Management Reform Act of 2006 | Congress.gov | Library of Congress

Additional resources for shelter planning and guidance are listed in Appendix E. Shelter Checklists in this document.

The Columbia County Basic EOP details additional Policies, Authorities, and References.