PREPARED BY:

City of Sherwood Emergency Management

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City of Sherwood Emergency Operations Plan

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**Handling Instructions**

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**Use of this Document**

The Emergency Operations Plan (EOP) describes the City of Sherwood’s philosophy, organizational structure, and operational functions for management of emergencies and disasters. This plan sets forth or refers to general policies and a strategy and documents the guidelines and agreements that have been reached in order to integrate all emergency response systems into a program for comprehensive emergency management. There are three parts to the Sherwood Emergency Operations Plan: The Basic Plan, Functional Annexes, and Support Documents.

**Basic Plan**: The basic plan describes the fundamental systems, strategies, policies, assumptions, responsibilities, and operational priorities the City will use to guide and support emergency management efforts. Essential elements of the basic plan include:

* A description of the emergency services provided by governmental agencies and how resources are mobilized;
* An outline of the methods for carrying out emergency operations and the process for rendering mutual aid;
* An overview of the system for providing public information; and,
* A comprehensive emergency management concept of operations that outlines the relationships and responsibilities of the City departments and the services they provide to the community, and other participating organizations.

**Functional Annexes**: The functional annexes were developed to align with the basic plan and procedures for those emergency activities which may be common to all emergencies, these include:

* Emergency Operation Annex
* Communication Annex
* Evacuation, Sheltering, and Mass Care Annex
* Volunteer and Donations Management Annex
* Debris Management Annex
* Essential Service and Vital Infrastructure Annex
* Public Information Annex

**Support Documents**: Subsequent plans and procedures developed in support of the citywide coordination operations.

This document supersedes previous versions and is always in effect.

# PREFACE

The City of Sherwood has a responsibility to protect public health and safety and preserve property and the environment from the effects of hazardous events. It has the primary role in preparing for and responding to emergencies that affect the City at large.

To meet its responsibilities, Sherwood has established an emergency program that is both integrated (employs the resources of government, non-governmental agencies/jurisdictions, organized volunteer groups, and businesses) and comprehensive (addresses mitigation, preparedness, response, and recovery). This Emergency Operations Plan is one element of that program that addresses general functions that may need to be performed during any emergency and includes sections for specific types of incidents.

This plan is based upon the concept that many of the same personnel and material resources used for day-to-day activities will be employed during emergencies. Departments tasked in this plan are expected to develop and keep current standard operating procedures that describe how emergency tasks will be performed. Departments are charged with ensuring that the training and equipment necessary for an appropriate response are in place.

The primary audience for this plan includes elected officials, Department heads and their senior staff members, emergency management staff, leaders of local volunteer organizations that support emergency operations and others who may participate in emergency response efforts.

# LETTER OF PROMULGATION

Promulgated herewith is the Emergency Operations Plan for the City of Sherwood, 2021. This plan supersedes any previous plans and provides a framework within which the City shall plan and perform their emergency functions during a disaster or national emergency.

Primary responsibility for emergency management has been delegated to the City Manager, with the understanding that every person who lives or works in our City shares responsibility for minimizing the impact of disaster on our community.

This plan has been reviewed by the Sherwood Emergency Management Team and approved by the City Council. It will be revised and updated as required. All recipients are requested to advise the City Manager and/or designee of any changes that might result in its improvement or increase its usefulness. Plan changes will be transmitted for incorporation both digitally and print and will be maintained at strategic locations in the City.

The City of Sherwood Emergency Operations Plan was promulgated on \_\_\_\_\_\_\_\_\_\_\_\_\_\_.

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City Manager Date

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**RECORD OF CHANGES**

Sherwood Emergency Management will review the plan every two years and revise, and re-promulgate every five years or when changes occur, such as lessons learned from exercises or events. Substantive changes to components of the plan or to supportive documents will be discussed with the Sherwood Emergency Management Team before changes are implemented.

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# SECTION 1: ADMINISTRATIVE overview

More often than not, emergencies and major disasters develop quickly with little or no forewarning or advanced notice. An effective community response requires preparation, not only by the City staff and its departments, but also by individual residents, families, businesses and non-governmental organizations (NGO).

**“Resilient communities begin with prepared individuals and depend on the leadership and engagement of local government, NGOs, and the private sector.”**

***National Response Framework Jan 2008***

Resilience, or the ability to spring back following stress requires investment in time, money and effort. Resilience requires that, in times of emergency or disaster, Sherwood, as a community must be as ready as possible to respond and recover.

Consequently, the City of Sherwood has a responsibility to ensure that local police, fire, emergency medical services, emergency management, public works, utility providers, and others in the community who are often the first to detect a threat or hazard, or respond to an incident, are trained and prepared to respond appropriately.

Planning and training will be based on an assumption that local resources will be exhausted prior to requesting aid or assistance from Washington County, the state of Oregon, or the federal government.

The City will take a leadership role in educating its staff, and the community, in ways they and their families can be better prepared, and, in the roles, they will play in times of major disaster and emergency. With this level and kind of preparation by all segments of the community, the City of Sherwood will be better prepared to provide an effective and integrated response that will then allow it, as a community, to quickly move from response to long-term recovery activities and operations to normalization of daily life.

## 1.1 Purpose

The purpose of the Sherwood Emergency Operations Plan is to create an all-hazard framework that will be used for all threats to, and/or emergencies or disasters that may impact the community. The plan describes and defines the City of Sherwood’s approach to emergency response and short-term recovery operations and provides general guidance for activities that support those operations. The plan structure is based on the premise that the consequences of disasters are the same regardless of the hazard, and most of the functions performed during emergency situations are not hazard-specific. The plan details the tasks required to carry out basic emergency functions that may have to be executed whether a disaster is caused by a natural, technological, or man-made hazard. The EOP and accompanying documents provides a comprehensive all-hazards framework for more specific functional sections that describe responsibilities for the conduct of various emergency tasks.

## 1.2 Scope and Limitations

This plan provides an all-hazards approach to emergency and disaster situations likely to occur in the city, as described in the Washington County Hazard Mitigation Plan (2016), and provides the foundation for:

1. The establishment of an organization and responsibilities for efficient and effective use of government, private sector and volunteer resources.
2. An outline of city government responsibilities in emergency management activities as described under the City Charter and other applicable laws.
3. An outline of other participants' responsibilities in emergency management activities as agreed upon by the participating agencies and organizations.

### 1.2.1 Limitations

Emergency situations are difficult, if not impossible to predict. Due to minimum city staffing levels on any given day the possibility of city resources becoming overwhelmed is a daily reality. This plan is not intended to deal with every potential scenario that may occur during times of emergency, but rather identify the organization, the processes and the responsibilities of the respective participants who may be involved. Disaster response, relief and recovery activities of the city may be limited by:

* The inability of the general citizenry to function on their own for more than three days without additional water, food, shelter and medical supplies.
* Lack of police, fire, emergency medical services and public works response due to damage to facilities, equipment and shortages of personnel.
* The limited number of public safety responders in a jurisdiction.
* The shortage of trained response personnel and equipment needed to handle a disaster.
* The shortage of critical supplies.
* Damage to essential services and facilities, such as roads, utilities and communication networks.
* Damage to emergency services communication networks.
* The availability of outside assistance and resources.

This plan does not:

* Alter or impede the ability of city departments and agencies to exercise their authorities or perform their responsibilities.
* Restrict the authority of the City to organize and execute the mission in a manner it deems most appropriate to ensure unity of effort in the accomplishment of incident objectives
* Create any new authorities or change any existing authorities

## 1.3 Situation and Planning Assumptions

Geographically Sherwood is compact, with limited demographic diversity. The city is located in Washington County in northwestern Oregon. The city grew slowly from its incorporation in 1926 until the late 1990’s when it began to experience rapid growth. It currently has an area of 4.5 square miles. It is located in the southwest corner of the Portland metropolitan region, approximately 15 miles southwest of downtown Portland and adjacent to Tigard and Tualatin. The city has a mix of low-lying areas as well as some hills. Each can provide its own challenges to disaster response. The slow flowing Tualatin River and the Tualatin River Wildlife Refuge are in close proximity to the City’s northern boundaries.

Demographically, the U.S. Census as of July 1, 2019 estimates the population at 19,879. The community is predominantly white, middle-class and composed primarily of young families with a median household income well-above that of the region. Sherwood has a small minority population made up of several diverse groups that vary according to race, ethnic and linguistic backgrounds (including some who speak little or no English), economic means, educational background, special needs, and age, to name but a few. Sherwood vulnerable populations include residents of assisted living facilities (Avamere and Cedar Creek), older residents in apartments designated for senior citizens, recipients of “Meals on Wheels,” and residents of Adult Foster Care facilities and single parent families with young children. Additional businesses serving potentially vulnerable populations include a dialysis facility, pre-schools, and day care facilities for small children and the elderly.

### 1.3.1 Situation Overview

Sherwood is exposed to many hazards. Whether naturally occurring or man-made, all have the potential for disrupting the community, causing casualties and/or damaging property and the environment. A major disaster can occur at any time with little or no warning. The following section describes the hazards that may impact the community[[1]](#footnote-1).

**Severe Weather**

Severe weather hazard includes ice storms, windstorms, and heavy rain/snow each pose a significant risk to life and property in Sherwood by creating conditions that disrupt essential regional systems such as public utilities, telecommunications, and transportation routes. Ice storms accompanied by high winds can have destructive impacts, especially to trees, power lines, and utility services.

**Hazardous Material Incident**

Hazardous materials incidents may occur at fixed facilities and along transportation routes during transportation related incidents that involve hazardous and radiological materials. There are facilities in or near the Sherwood City limits, which contain or are used to transport hazardous materials. In addition, hazardous materials are routinely transported via the rail line that runs through the middle of Sherwood, as well as along Highway 99W.

**Pandemic**

A pandemic is an outbreak of a disease that occurs over a wide geographic area and affects an exceptionally high proportion of the population. In the event of a pandemic, City government will endeavor to conduct business as usual altering the way it conducts its business to delay the introduction, slow the spread, or lessen the severity of pandemic disease (e.g., advising sick people to stay home, limiting public gatherings, working with the Sherwood School District with regard to dismissing students from schools, etc.).

**Disruption of Transportation System**

Natural or human-caused incidents can disrupt gas/electric utilities and/or transportation routes. Highway 99W is a busy thoroughfare thru Sherwood with all manner of traffic from cyclists to automobiles to large semi-trailer trucks.

**Earthquake (Include landslide)**

Sherwood has a history of small earth­quakes, actual recorded damage and response has been slight. The City will be impacted by the Cascadia subduction zone earthquakes with an anticipated moment magnitude of (MW) 9. Damage from this type of quake would be major to catastrophic. Depending on when the earthquake occurs, a large number of City employees may be unable to make it to work or to the EOC.

**Fire/Explosion (Includes Urban and Urban/Wildland Interface Fires)**

While Sherwood has had experience with urban fire occurrences and interface fire occurrences are common within the TVF&R District, most are handled easily through mutual aid without activation of this plan. Sherwood does face a threat of wildland/urban interface fires from areas of mostly undeveloped property within and adjacent to City boundaries.

**Utility System Failure (Electrical, Water, Gas, Sanitary)**

Incidents of this nature include the shortage or loss of electrical power, water, sewer, or natural gas and shortages of fuel such as oil, gasoline or diesel, and food supplies. A severe service outage combined with a severe weather incident may require the evacuation and/or sheltering of vulnerable populations.

**Flooding Incident**

Sherwood has two small streams that are subject to slow rise flooding as well as a portion of the Tualatin River and the Tualatin River Wildlife Refuge also on its eastern boundary. This area may be exposed to dam failure and subsequent flooding. Blockage of storm drains poses the most likely cause of flood damage in Sherwood.

**Civil Disorder (Public Shooting, Hostage Situation, Riot, Terrorism)**

Incidents of Civil Disorder include actions by individuals or small groups that terrorize a community as a result of wounding or killing significant numbers of individuals. While Sherwood has not experienced events of this nature

**Volcanic Activity**

This kind of event includes ash-fall that might result from an eruption of Mt. Saint Helens or Mt. Hood. Sherwood does not have any direct exposure to lahars or lava flows.

### 1.3.2 Planning Assumptions

The community of Sherwood expectation is that the city will plan for and be prepared to respond to major emergencies and disasters of all types. Sherwood will continue to be exposed to the impact of all hazards including those described in the Sherwood Hazard Analysis (Addendum 2) as well as other hazards that may develop in the future. Sherwood may not have sufficient staff, facilities, and disaster resources to fully implement this plan and its sections. Outside assistance will be available in many, but not all, emergencies affecting the city. In some instances, outside assistance will not be available, and in other cases will take considerable time to arrive. Additionally, the City must plan for the possibility that:

* Emergency response personnel may be unable or unavailable to report to work. Certain operations or services may be unavailable due to blocked access or damage to facilities.
* Some incidents occur with enough warning that appropriate notification can be issued to ensure an appropriate level of preparation. Other incidents occur with no advanced warning.
* Overwhelmed communications systems could impair communication to the public and among emergency responders.
* Non-essential operations may be curtailed to free up resources to respond to the event.
* The City is dependent on privately owned and operated critical infrastructure resources, including fuel and power utilities, to provide services. If inoperable or depleted, response and recovery efforts may be delayed.
* In the event of widespread power outages, essential facilities and services will need to operate at minimum load to continue services. Generators will be used so allocation of fuel to operate the generators will need to be prioritized.
* All residents may need to utilize their own resources and be self-sufficient following an emergency event.
* Vulnerable populations will require additional resources to meet access and functional needs.
* A large-scale event will exceed the emergency response capabilities of the city and the county. Additional resources will be required from the state and/or the federal government to achieve an effective response. The Emergency Operations Center (EOC) will facilitate the acquisition of additional resources to aid in the emergency response effort.
* Federal support will be forthcoming some federal agencies and resources will deploy almost immediately; however, most will arrive on a more protracted timeline ranging from 48 - 72 hours, or even longer for some events.

## 1.4 Authority

City of Sherwood Ordinance 2009-004 in amending the City of Sherwood Municipal Code, and Resolution 2009-049 in approving this plan, authorize the City Manager to declare an emergency, to request needed assistance, and to establish certain emergency authorities, to take such actions and issue such orders as are determined to be necessary and prudent to protect the public and property and to efficiently conduct activities that minimize or mitigate the effects of the emergency, including but not limited to:

* Order such other measures as are necessary for the protection of life or property, or for the recovery from the emergency.
* Redirect City funds for emergency use and suspend standard City procurement procedures;
* Mandating the evacuation of residents and other individuals from structures or areas;
* Establishing a curfew which fixes the hours during which all persons other than officially authorized personnel may not be upon the public streets or other public places for the area subject to the declaration, including hours of operation for businesses and other establishments;
* Prohibiting, or regulating the number of persons gathering or congregating on any public property or outdoor space within the area subject to the declaration;
* Barricade streets and prohibit vehicular or pedestrian traffic, or regulate the same on any public street leading to the emergency area for such distance as may be deemed necessary under the circumstances;
* Restricting or prohibiting the sale of products deemed dangerous, including but not limited to alcohol, flammable liquids and explosives;
* Declaring and ordering the abatement of nuisances, including damaged structures Prohibit or restrict the sale of gasoline or other flammable liquids;
* Prohibit the sale, carrying, or possession of any weapons or explosives of any kind on public streets, public places, or any outdoor place;
* Waiving or modifying rules governing purchasing, execution of contracts and authorizing expenditures;
* Suspending or modifying personnel rules;
* Imposing new fees, waiving or modifying fees;
* Restricting or regulating commercial activity to the extent permitted by law.

### 1.4.1 Emergency Powers

This plan is issued by the Sherwood City Council pursuant to Chapter 401, Oregon Revised Statutes (ORS), and City of Sherwood Municipal Code Chapter 2.380 Emergency Code (City of Sherwood Ordinance 2009-006) and City of Sherwood Resolutions 2009-049 and 2006-038. The Sherwood Municipal Emergency Code is designed to provide direction for the city, its officials and is consistent with the city’s charter, Washington County ordinances, and Oregon Revised Statues ORS 401.305 to ORS 401.335 (2009) in the event an emergency or disaster exists within the city. For a more detailed review please refer to Addendum 3 in this document.

The following regulations are intended to reduce the risk of the city, its residents and the public at large to loss of life, injury to persons, damage to property or to the environment.

**City of Sherwood Municipal Code Chapter 2.380 Emergency Code – 2.38.010 Emergency Authority…**A line of succession is necessary to ensure the continuity of city government and to keep the Mayor informed during an emergency.

The figure below illustrates a top-down succession structure starting with the City Manager and running through Department Directors. For more detailed definition refer to City of Sherwood Ordinance 2009-006; Sec 2.38.030.

Figure 1: City of Sherwood Line of Succession

**City of Sherwood Municipal Code Chapter 2.380 Emergency Code – 2.46.060 Declaration of Emergency…** When circumstances so warrant and subject to the direction of the city manager, the emergency program manager shall prepare a report and make a recommendation to the city council, at a regular or special meeting, requesting the declaration of an emergency. The city council shall consider the emergency program manager’s recommendation and may declare an emergency and proclaim in writing by the city manager. If the manager is unavailable to make the proclamation, it may then be made by the incident commander and confirmed in writing by a member of the city council in the following successive order:

1. The mayor; and if he/she is unavailable then by
2. The current president of the council; and if he/she is unavailable
3. Then successively through the council in the order of each member came on to the council. In the event the incumbent city manager is unavailable at the inception or during the course of the emergency, the person making the declaration shall have the authority to exercise the manager until such time as the council selects another person to act in that capacity.

**City of Sherwood Municipal Code Chapter 2.380 Emergency Code - 2.01.040 Declaration and Ratification of a Local Emergency…**When the Mayor determines that a local emergency exists, the Mayor shall make a declaration to that effect, and within 24 hours, call a special meeting of City Council to ratify the declaration of emergency.

**City of Sherwood Municipal Code Chapter 2.380 Emergency Code - 2.46.070 – Authority of City Manager…**Whenever an emergency is declared under Section 2.46.060 of this chapter, the city manager may authorize specific emergency powers for the duration of the emergency period and the specific areas or portions of the city wherein the emergency is declared to exist and over which the city has authority, consistent with the declaration of emergency as required to protect the public health, safety and welfare.

**City of Sherwood Municipal Code Chapter 2.380 Emergency Code – 2.46.090 Authority to enter property…** During an emergency declared under Section 2.46.060 of this chapter, a city employee or agent may enter onto or upon private property, if the person has reasonable grounds to believe there is a true emergency and an immediate need for assistance for the protection of life or property, and that entering onto private land will allow the person to take steps to alleviate the emergency and prevent or minimize danger to lives or property from the declared emergency. (Ord. 4490 § 1 (part), 1997)

**City of Sherwood Municipal Code Chapter 2.380 Emergency Code – 2.46.100 Suspension of procurement requirements…** When an emergency is declared under Section 2.46.060 of this chapter, and consistent with the plan and applicable state law, the city manager is authorized to suspend the applicable public procurement requirements, and, to the extent sufficient funds are available and budgeted, to redirect city funds to pay expenses incurred as a result of responding to the emergency. (Ord. 4490 § 1 (part), 1997)

**City of Sherwood Municipal Code Chapter 2.380 Emergency Code – 2.46.110 Nonliability for emergency services…** Pursuant to ORS 401.515, during the existence of a declared or undeclared emergency, the city and any agent of the city engaged in any emergency services activity, while complying with or attempting to comply with the plan.

For large scale disasters, a Presidential declaration of “emergency” or “major disaster” via the Robert T. Stafford Emergency Relief and Disaster Assistance Act, Public Law 93-288, as amended, allows for federal assistance to the impacted area. For major and catastrophic incidents, including incidents for which a Presidential declaration has been issued, aid from federal agencies may be requested via Washington County through the state and mobilized to provide assistance to the state and Washington County pursuant to the National Response Framework (NRF). State law gives law enforcement the authority to issue and enforce mandatory evacuation orders where it is needed. Other emergency officials may recommend evacuation of threatened or stricken areas.

## 1.5 Terms and Definitions

To promote readability, this plan utilizes acronyms and definitions that are commonly used to describe City departments, agencies, or organizations. For a more comprehensive reference see Addendum 4: Glossary Terms.

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| **ARC** | American Red Cross | **ICS** | Incident Command System |
| **BCC** | Board of County Commissioner | **JIC** | Joint Information Center |
| **CC** | City Council | **JIS** | Joint Information System |
| **CFR** | Code of Federal Regulations | **JFO** | Joint Field Office |
| **CWS** | Clean Water Services | **LE** | Law Enforcement |
| **DOC** | Department Operations Center | **LUT** | Land Use and Transportation |
| **ECC** | Emergency Coordination Center | **NRP** | National Response Plan |
| **EMC** | Emergency Management Council | **NIMS** | National Incident Management System |
| **EOC** | Emergency Operations Center | **OCEM** | Office of Consolidated Emergency Management |
| **EMAC** | Emergency Management Assistance Compact | **OEM** | Oregon State Office of Emergency Management |
| **EMS** | Emergency Medical Services | **OSHA** | Occupational Health and Safety Administration |
| **EPI** | Emergency Public Information | **PIO** | Public Information Officer |
| **FBI** | Federal Bureau of Investigations | **SBB** | Sherwood Broadband |
| **FEMA** | Federal Emergency Management Agency | **SEMT** | Sherwood Emergency Management Team |
| **FOC** | Fire Operations Center | **SOPs** | Standard Operating Procedures |
| **Hazmat** | Hazardous Material(s) | **TVF&R** | Tualatin Valley Fire & Rescue |
| **IC** | Incident Commander | **WCCCA** | Washington County Consolidated Communication Agency |
| **ICP** | Incident Command Post | **UC** | Unified Command |

### 1.5.1 Definitions

**Department Operations Center (DOC)** – Specially equipped facility from which Department staff exercises tactical direction and control and coordinate resources and information in an emergency situation. If the EOC is activated, a DOC holds a subordinate position in the allocation of resources and management of information citywide.

**Disaster Operations** – A public safety incident response and resource management protocol implemented by the Washington County Consolidated Communications Agency (WCCCA) when centralized communications are not functioning (i.e., no 9-1-1 phone system and no 800 MHz radio system).

**Emergency Operations Center (EOC)** – Specially equipped facility from which assigned city staff exercises strategic direction and control and coordinates resources and information in an emergency situation.

**Incident** – As used in this plan, this term is intended to describe a range of emergency situations from routine to catastrophic.

**Incident Command System (ICS)** – System designed to effectively integrate resources from different responding departments and/or augmented agencies into a temporary emergency organization that can expand and contract with the magnitude of the incident and the resources on hand.

**Hazard Analysis** – A document, published as an addendum to this plan that identifies and assesses the local hazards that have affected or possess the potential to adversely affect public health and safety, public or private property, or the environment. The Hazard Analysis forms the basis for Hazard Specific Plans (Section 3 to this Plan).

**Hazardous Material (Hazmat)** – A substance in a quantity, or form, posing a risk to health, safety, and/or property when manufactured, stored, or transported. It may be toxic, corrosive, flammable, reactive, an irritant, or a strong sensitizer and pose a threat to health and the environment when improperly managed.

**Major Emergency Operations** – A public safety incident response and resource management protocol implemented by WCCCA when resource demand exceeds system capacity and incident prioritization is necessary, but centralized communication is operational.

**Mutual Aid Agreements** – Arrangements between governments or organizations, either public or private, for reciprocal aid and assistance during emergencies where the resources of a single jurisdiction or organization are insufficient, or inappropriate, for the tasks that must be performed to control the situation.

**Standard Operating Procedures (SOPs) or Standard Operating Guidelines (SOGs)** – Approved methods for accomplishing a task or set of tasks. SOPs and SOGs are typically prepared at the department or agency level.

# SECTION 2: CONCEPT OF OPERATIONS

The City of Sherwood has a responsibility to protect public health and safety and preserve property and the environment from the effects of hazardous events. It has the primary role in preparing for and responding to emergencies that affect the City at large. Sherwood is responsible for organizing, training, and equipping City emergency responders and emergency management personnel, providing appropriate emergency facilities, providing suitable warning and communications systems, and obtaining emergency services not provided by the City. State and federal governments offer programs that provide some assistance with portions of these responsibilities.

Change 1

Departments tasked in this plan are expected to develop and keep current standard operating procedures that describe how emergency tasks will be performed. Departments are charged with ensuring that the training and equipment necessary for an appropriate response are in place.

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

It is impossible for government to do everything that is required to protect the lives and property of its citizens. Citizens have the responsibility to prepare themselves and their families to cope with emergencies. Sherwood will assist its citizens in carrying out this responsibility by providing instructions during and following emergencies described in this plan.

## Diagram Description automatically generated2.1 Sherwood Emergency Management Organization

The City of Sherwood has established an emergency program consistent with its authority under Oregon revised statutes 401.305 to 401.335. Organized under the auspices of the Mayor and City Council, and under the supervision of the City Manager, the emergency program has both administrative and operational components.

**Administration**

The City’s Management Team administers the Emergency Management Program (EMP) when convened as the Emergency Management Review Committee. The Emergency Management Program Manager provides management and administrative support for the Committee and the EMP.

**Concept of Operations**

During an emergency, the Committee becomes the Sherwood’s Emergency Management Team (SEMT) a policy group that provides an advisory mechanism to ensure the coherent implementation of decisions, policies and strategies related to emergency response and recovery operations. The SEMT assist the City Manager in preparing recommendations made to the Mayor and City Council, and coordinate policy decisions with the Incident Commander and the Incident Management Team (IMT).

During an emergency, the SEMT will assume positions within the framework of the Command and General staff of the National Incident Management System (NIMS) Incident Command System (ICS) structure and perform the assigned duties outlined herein and further defined in the Emergency Operations Annex. Tualatin Valley Fire and Rescue (TVF&R), the agency providing fire services within the City of Sherwood, will be considered a department within the city for emergency planning and response purposes, but with limitations. TVF&R shall retain all legal and financial responsibilities as a separate entity.

## 2.2 City Emergency Management Policy Statements

It is the emergency management mission of the City of Sherwood to safe­guard life, property and the environment by making maximum use of all available resources, public and private, to minimize the effects of natural and man-made emer­gencies. To effectively implement the mission the following is a list of City Emergency Management Policies that are always in effect, these include:

**Essential City Services** will be maintained as long as conditions permit. See listing of essential city facilities in the Essential Services and Vital Services Annex

**Timely Action.** An emergency will require prompt and effective response, recovery, and maintenance operations by city staff, disaster relief agencies, volunteer organizations, and the private sector.

**External Assistance.** Environmental, technological, and civil emergencies may be of such magnitude and severity that county, state, and federal assistance is required.

**Tualatin Valley Fire and Rescue** (TVF&R), the agency providing fire services within the City of Sherwood, will be considered a department within the city for emergency planning and response purposes with limitations. TVF&R shall retain all legal and financial responsibilities as a separate entity.

**Self-Reliance.** County and state support of city emergency operations are based on the principle of self-help. The city will utilize available local and mutual aid resources prior to requesting assistance from Washington County.

**Priority of Response.** City resources shall be allocated

* First to situations within the city limits;
* Second to agencies requesting mutual aid per agreement, for situations that may have an effect on Sherwood, for example, PGE line work outside Sherwood City boundaries; and
* Then to other agencies requesting mutual aid per agreement.

**Principle of non-discrimination.** Access to emergency services shall not be denied on the grounds of race, color, national origin, sex, age, disability, marital status, or religion.

**Timely Decisions.** Emergency response often requires decisions to be made quickly under adverse conditions. Decisions are made based on information available to the on-scene Incident Commander and which appear reasonable at the time. Following an incident, an After-Incident Review will occur to consider actions taken and their effectiveness, lessons learned, and corrective actions to be taken to improve City-wide response efforts.

**Initial Emergency Reports.** Operational situation status reports prepared by incident manage­ment staff will be submitted to the city's EOC and will include:

* Date, time, and location of the actual emergency.
* Estimated time, duration, location, and potential impact of the incident.
* Location of known or estimated number of injuries or casualties, and estimated damage at time of report.
* Date and time of activation of department emergency operations.

**The Emergency Alert System** (EAS) will be accessed through the Washington County Consolidated Communications Agency (WCCCA).

**Hazard Mitigation.** The City of Sherwood will, when possible, give consideration to the possibilities for hazard mitigation when reviewing and adopting regulations and ordinances.

**Hazard Response Responsibilities.** City Departments involved in emergency response shall retain their identity and autonomy during a declared State of Emergency or Major Disaster.

## 2.3 Phases of Emergency Management

To meet its responsibilities, Sherwood has established an emergency program that is both integrated (employs the resources of government, non-governmental agencies/jurisdictions, organized volunteer groups, and businesses) and comprehensive (addresses the phases of emergency management mitigation, preparedness, response, and recovery). Comprehensive emergency management involves a cycle of phased, coordinated, and mutually supporting activities conducted by each level of government before, during, and after an emergency situation, including the following emergency phases:

**Mitigation** – Actions carried out before, during, and after an emergency or disaster that are intended to reduce the degree of risk or vulnerability to hazards. Such actions include building codes, special identification and routing requirements for the movement of hazardous materials, and land use and zoning requirements.

**Preparedness** – Activities designed to help save lives and minimize damage to property and the environment by preparing people and organizations to respond appropriately when a disaster or other emergency occurs. Includes actions taken to plan, equip, and train City staff to respond to emergencies arising from hazards, which cannot be elimi­nated through mitigation. This includes preparation of emergency operations plans and guidelines and exercises to test them. It may also include training in development of family emergency preparedness plans, and the purchase of equipment and supplies needed to respond to the emergen­cy.

**Response** – Activities taken during and immediately after an actual incident which are intended to reduce injuries and loss of life, limit damage to property and the environment, and stabilize the situation. This may include search and rescue, fire suppression, evacuation, and emergen­cy feeding and shel­tering. It may also include such activities as activating emergency plans and opening and staffing the City of Sherwood Emergency Operations Center.

**Recovery** – Activities taken after an incident to restore critical infrastructure and services in the impacted area to pre-existing or better condition. Recovery is normally divided into short-term restoration and long-term recovery components. Restoration returns vital life support systems to at least minimum operating standards.

## 2.4 Emergency Operations Framework

This plan, in accordance with the National Response Framework (NRF) is an integral part of the national effort to prevent, and reduce America’s vulnerability to terrorism, major disasters, and other emergencies, minimize the damage and recover from attacks, major disasters, and other emergencies that occur. In accordance with the NRF Sherwood will integrate all operations with all levels of government, private sector, and nongovernmental organizations through the use of NRF coordinating structures, processes, and protocols.

The City of Sherwood has adopted the National Incident Management System (NIMS) in accordance with the President’s Homeland Security Directive (HSPD)-5. Our adoption of NIMS will provide a consistent approach to the effective management of situations involving natural or man-made disasters, or terrorism. NIMS allows the City to integrate its response activities using a set of standardized organizational structures designed to improve interoperability between all levels of government, private sector, and nongovernmental organizations.

The City of Sherwood operates under the Incident Command System (ICS), as defined in the National Incident Management System (NIMS). Sherwood employs ICS on small and large incidents, with all personnel at least orientated to the system. For most incidents, simple ICS is sufficient. For incidents involving multiple jurisdictions or agencies, Sherwood actively encourages the implementation of Unified Command by all parties. Unified Command is generally the preferred approach as it supports the establishment of common objectives, strategies and tactics without any organization abdicating authority, responsibility or accountability. For each identified incident, there is a department or agency that is designated as the lead to direct incident operations or components of activities.

### 2.4.1 Lead Agency

The department or agency identified will direct the city field response operations in accordance with their continuity of operations plan, emergency response plans, and hazard response plans. When there is advance notice given involving their hazard (e.g. a forecasted snowstorm), the lead agency is also responsible for the following activities prior to the activation of the EOC:

* Coordination of any actions or operations between or among City departments with support from the City Manager; and
* Managing public information when Public Information Officers (PIOs) from multiple departments are involved in an incident.

During EOC activations, the lead agency:

* Provides subject matter expertise to the Sherwood Emergency Management Team (SEMT).
* Provides guidance on the development of overall incident objectives based on their discipline to the Incident Commander.
* Provides status and needs to the Incident Management Team during the activation.

In complex incidents involving an incident with multiple threats and hazards, the focus may shift as the emergency unfolds. In those situations, the lead assignment will transition to the appropriate responding partner and/or the establishment of a Unified Command. When TVF&R is the lead agency, a TVF&R representative will be asked to advise the SEMT and Incident Commander. City Departments involved in emergency response shall retain their identity and autonomy during a declared State of Emergency or Major Disaster. Each hazard identified within this plan has one Department identified as "lead agency," tasked with planning for that hazard in all phases and all activity levels. In most instances, the Incident Commander will be assigned from the “lead agency.”

Table 1: Lead Agency Response by Hazard

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| **Type of Hazard / Emergency** | **History** | **Vulnerability** | **Threat** | **Probability** | **Total Score** | **Lead Agency** |
| **Severe Weather** (Ice storm, Windstorm, Heavy Rain/Snow) | High | High | High | High | 230 | Public Works |
| **Hazardous Material Incident** | Low | High | High | Medium | 205 | TVF&R |
| **Pandemic** | Medium | High | High | Medium | 193 | Public Health |
| **Disruption of Transportation System** | High | High | Medium | High | 183 | Police/TVF&R |
| **Earthquake** (Include landslide) | Low | High | High | Low | 176 | Public Works |
| **Fire/Explosion** (Includes Urban /Wildland Interface Fires) | Medium | High | Medium | Medium | 169 | TVF&R |
| **Type of Hazard / Emergency** | **History** | **Vulnerability** | **Threat** | **Probability** | **Total Score** | **Lead Agency** |
| **Utility System Failure** (Electrical, Water, Gas, Sanitary) | Low | Medium | High | Low | 140 | Public Works |
| **Flooding Incident** | Low | Medium | Medium | High | 135 | Public Works |
| **Civil Disorder** (Public Shooting, Hostage Situation, Riot, Terrorism) | Low | Medium | Medium | Low | 89 | Police |
| **Volcanic Activity** | Low | Low | High | Low | 69 | Public Works |

## 2.5 Response Components

**Initial Response**

First responders and others are charged with many functions. Initial response functions are the responsibility of individual departments and are discussed here only to provide an understanding of how those actions fit into the broader structure of the City Emergency Operations Plan. It is the intent of this plan to discuss the response actions required at the Department Operations Center level and up.

When required, the first responder to arrive at the scene of an emergency situation will implement the Incident Command System (ICS) and serve as the Incident Commander until relieved by competent authority. The Incident Commander will provide an assessment of the situation, identify response resources required, and manage the on-scene response.

**Department Operations Center (DOC) Operations**

A DOC is generally responsible for managing Department resources during an incident when a higher level of coordination is needed. Additional department responsibilities are listed in the Emergency Operations Annex.

**Emergency Operations Center (EOC) Operations**

The EOC is generally responsible for coordinating public information, resource allocation decisions, and policy decisions on a citywide basis in support of the DOCs. Additional responsibilities are listed in the Emergency Operations Annex.

**Public Information Center**

The city Public Information Center, under the direction of the PIO, is responsible for providing information to the public about incident activity, impacts, and available resources. It also serves as a point to receive public offers of assistance for volunteers and goods.

## 2.6 Levels of Incident Types

Incidents are typed by their level of complexity, with Type 5 being the least complex and Type 1, the most complex. Incident typing plays a role in requesting externally sourced Incident Management Teams (IMT) to assist in managing an incident. IMT’s consist of Incident Command and General Staff in an ICS organization. Incident Types are as follows:

**Type 5: Routine Operations** – Daily activities, including incidents such as burglaries and road closures, which are routine in nature and managed by department and/or agency field resources without the need for higher level coordination. Routine operations are defined but not addressed in this plan. Characteristics include:

* Resource management is handled internally.
* Information management is handled internally.
* Command management is handled internally.
* Policy coordination is handled internally with no major issues.

**Type 4: Complex Routine** – Incidents that Are larger ins cope and magnitude than those typically occurring on a day-to-day basis but are still manageable by agency field resources without the need for higher-level coordination. Routine operations are defined but not addressed in this plan. Characteristics include:

* Resource management is handled internally.
* Information management may utilize and engage multiple city departments
* Command management is handled internally may utilize and engage multiple city departments.
* Policy coordination is handled internally with no major issues.

**Type 3: (Minor/Expanded Incident)** – Incidents that may be large in scale or scope and involve multiple sites and/or disciplines but which can still be managed with existing City of Sherwood Division/Department/agency resources.

* **Uncommon Events** are those that impact day-to-day City operations, but do not necessarily have an adverse impact on City residences and businesses. Events like Robinhood Festival, Cruisin’ Sherwood, the Onion Festival, Holiday Tree lighting ceremonies, and major High School sporting events are examples.
* **Non-Routine Operations** are those that have a significant impact on the operational resources of the City but are normally short-lived and do not adversely impact large geographical areas of the City or significant numbers of residents or businesses. Examples of non-routine operations include incidents like a multi-alarm fire or an accident on a major arterial resulting in traffic rerouting, a winter storm with multiple temporary road closures, a hazardous materials spill requiring an evacuation of a limited area, or a planned event like a major political rally. A higher level of management and coordination is typically required. A local emergency may be declared. Characteristics include:
* A limited area and/or incident impacts a limited population.
* Evacuation or in-place sheltering typically limited to the immediate area of the incident and for a limited duration.
* Warning and public instructions are provided in the immediate area, not community-wide, other than to avoid the area.
* “Standing up ICS.” with one or two local response departments acting under an incident commander.
* Limited external assistance from other local response agencies or contractors.
* Resource management typically requires coordination at a Department Operations Center (DOC) level but may require coordination at the Emergency Operations Center (EOC) level.
* Information management typically requires coordination at a DOC level and may require coordination at the EOC level.
* Possible activation of city Public Information Center, under direction of the PIO, to provide emergency information and recommended actions to the public in support of DOC/EOC coordinated operations.
* Command management typically requires coordination at a DOC level and may require coordination at the EOC level.
* Policy coordination may be required at divisional or city level to deal with a few major issues.

**Type 4: Major Emergency Operations Incident** An uncommon incident that is typically large in scale and scope, which requires outside assistance, andwhichnormally involves multiple operational periods. Examples include a Hazardous Material release resulting in evacuation of one or more neighborhoods and establishment of local shelters, a particularly severe storm that disrupts City operations for more than one day,a major flood or moderate earthquake. Centralization of the City’s departmental incident management and coordination activities is required. Local emergencies (city and county) will be declared as appropriate and a state emergency may also be declared. A Presidential Disaster Declaration may be requested by the Governor. Characteristics include:

* Affects a large area, significant population, and/or important facilities.
* May require implementation of large-scale evacuation or in-place sheltering and implementation of temporary shelter and mass care operations, possibly for extended durations.
* May require community-wide warning and public instructions.
* Requires a sizable multi-agency response operating under one or more incident commanders.
* May require external assistance from other local response agencies, contractors, and limited assistance from state or federal agencies.
* The City Emergency Operations Center (EOC) will normally be activated to provide strategic guidance and direction, provide emergency information to the public, coordinate state and federal support, and coordinate resource support for emergency operations.
* Possible activation of city Public Information Center, under direction of the PIO, to provide emergency information and recommended actions to the public in support of DOC/EOC coordinated operations.
* Command management requires coordination at the EOC level.
* Policy coordination is required at the city and county level to deal with many major issues.
* In addition to the City EOC, DOCs, a Joint Field Office, a Joint Information Center, and perhaps a regional EOC will likely be activated to deal with resource, information, and command management.

**Type 5: Disaster/Catastrophic Incident** – A very rare incident that is broad in scope, complexity, and potentially lasting impact and which significantly reduces the government’s ability to help itself or others, such as a subduction zone earthquake. Disaster Operations are typically regional in impact, affecting all of the City’s residents and businesses, and imply significant and lasting damage to the region’s infrastructure of arterials, public utilities, and centralized communication for the dispatch and management of emergency response resources. Disaster Operations will typically involve multiple operational periods. Outside assistance is clearly needed and extraordinary incident management and coordination measures are required. Local and state emergencies will be declared, and a Presidential Disaster Declaration will likely be requested. Characteristics include:

* Affects a large area, a sizable population, and/or important facilities.
* May require implementation of large-scale evacuation or in-place sheltering and implementation of temporary shelter and mass care operations.
* Requires community-wide warning and public instructions.
* Requires a response by all local response agencies operating under one or more incident commanders.
* Requires significant external assistance from other local response agencies, contractors, and extensive state or federal assistance.
* The City Emergency Operations Center (EOC) will be activated to provide strategic guidance and direction, provide emergency information to the public, coordinate state and federal support, and coordinate resource support for emergency operations.
* Requires activation of city Public Information Center, under direction of the PIO, to provide emergency information and recommended actions to the public in support of DOC/EOC coordinated operations.
* Resource management requires coordination at the EOC level.
* Information management requires coordination at the EOC level.
* Command management requires coordination at the EOC level.
* Policy coordination is required at the city and county level or above to deal with many major issues.

In addition to the City EOC, DOCs, a County EOC, a Joint Field Office, a Joint Information Center, possibly a regional EOC, and the State Emergency Coordination Center (ECC) will be activated to deal with resource, information, and command management.

## 2.7 Emergency Facilities

**Incident Command Post** – Except when an emergency threatens, but has not yet occurred, and those situations where there is no specific incident site (such as a severe winter storm or area-wide utility outage), an Incident Command Post or command posts will be established in the vicinity of the incident site(s). As noted, the on-scene Incident Commander (IC) will be responsible for directing the emergency response and managing resources at the incident scene.

**Emergency Operations Center (EOC)** – When incident activity demands, the City will activate the EOC. Pre-designated representatives of several Departments and agencies assigned emergency functions in this plan will staff the EOC. EOC operations are addressed in the next section and the Emergency Operations Annex. An alternate EOC will be used if the primary EOC becomes unusable.

1. The City’s primary EOC will be located in the City of Sherwood Police Station, 20495 SW Borchers Dr, Sherwood, OR.
2. The City’s first alternate EOC will be located in the Public Works facility at 15527 SW Willamette Dr. Sherwood, OR.

**Department Operations Centers (DOC)** – When incident activity demands, Departments with DOCs will activate their DOC. Pre-designated representatives of those Departments will staff their respective DOC. DOC operations are addressed in their respective DOC Standard Operations Guides (SOG).

**Public Information Center** – The Public Information Center, under the direction of the PIO, will be activated whenever necessary to provide incident information, suggest available resources when needed, and receive offers of help from the public. It will be staffed by pre-designated personnel.

# SECTION 3: direction and control

The City Council is responsible for providing high-level policy guidance, financial support, and coordination for disaster response and recovery operations and providing critical information to the public. The City Manager has the ultimate authority and responsibility for the direction and control of City resources during an emergency. On a day-to-day basis, Emergency Management authority is delegated to the Police Chief, as a component of overall Public Safety. Tualatin Valley Fire & Rescue, the City’s fire service provider, also has the authority to take control of an emergency incident. The Washington County Department of Health and Human Services provides direction and control during health emergencies. Operational control of the scene and information management should remain with the lead agency.

The City Manager will assign an Incident Commander, if, in his\her judgment, emergency response will be enhanced by this action. The City Manager will provide overall guidance to the response and short-term recovery activities for the City. The Police Chief will provide overall direction to the City’s incident-related law enforcement operations and will coordinate those activities with the City Manager and Emergency Management Council. The Police Chief, Public Works Director and department heads retain administrative and operational control over their employees and equipment unless they are operationally assigned to the EOC or a field Incident Commander or have been provided to another agency.

Each Department is responsible for having its own operating procedures to be followed during response and short-term recovery operations, but interagency procedures, such as a common communications protocol, may be adopted to facilitate a coordinated effort. Pre-designated Sherwood Emergency Operations Center (EOC) Incident Commanders (ICs) will manage the EOC and assigned resources. Similarly, pre-designated City Department Operations Center (DOC) Incident Commanders will manage their respective DOCs and assigned resources.

## 3.1 Emergency Operations Center (EOC)

The City of Sherwood Emergency Operations Center (EOC) is estab­lished as a location where city officials can receive rele­vant information on the emergency and provide coordina­tion and control of emergency operations. The primary location for Sherwood's EOC is the Sherwood Police Station Conference Room. However, location of the EOC can change as dictated by the nature of a disaster and the resource require­ments needed to adequately respond.

Coordination and control for city emergency operations will take place from the EOC at the police station as long as environmental and incident conditions allow; however, the following facilities may be used as EOCs should it be necessary to relocate:

* Sherwood Public Works
* Sherwood City Council Chambers
* Senior Center
* Public Works Event Tent (Large)
* Sherwood Fire Station #33

If environmental conditions do not allow direction and control functions to be conducted from any of the above facilities, alternate locations will be identified, selected, and announced. The Incident Commander may request that the Washington County Office of Consolidated Emergency Management or Washington County Incident Commander (upon activation of Washington County EOC) allow the City of Sherwood to conduct direction and control func­tions from county facilities.

### 3.1.1 EOC Activation Triggering Mechanism

The level of response required by an incident will provide guidelines for EOC activation (see EOC Activation Level illustration). Depending on the size and scope of the incident and the amount of coordination required, a partial or full activation of the Emergency Operations Center (EOC), IMT Staff, or a Department Operations Center (DOC) will be determined. The EOC and/or DOC will be activated at a level necessary to carry out the tasks that must be performed.

### 3.1.2 EOC Activation Authority

The City Manager, Chief of Police, Public Works Director, Community Development Director, or Incident Commander may activate the EOC. The Emergency Program Manager and Incident Commander must consult with the City Manager, if avail­able, before ordering activation. Should there be disagreement on EOC activation, the City Manager shall make the decision. As soon as practical, the Incident Commander should notify Washington County and Washington County Consolidated Communications Agency (WCCCA) that the EOC has been activated. The Washington County Consolidated Office of Emergency Management should be briefed and a prelimi­nary determination made of whether a request for disaster declaration is likely.

On-scene Incident Commanders (ICs) can request activation of the EOC or Department Operations Center (DOC) if, in their judgment, the situation warrants activation. Authorization for activation of the EOC should be approved by one of the authorized persons listed above if time and circumstances permit.

EOC activation will begin by initiating the EOC IMT Staff call-out procedures and requesting that members of the Emergency Manage­ment Organization be contacted and report to the EOC. Some emergencies may require a self-triggered response. In the event of an emergency in which telephone/email service is interrupted, members of the EOC IMT Command and General staff should ensure the safety of their families and then report to the EOC.

### 3.1.3 Incident Management Team (IMT)

During emergency response and recovery, many members of the City of Sherwood Emergency Management Team are assigned to the Incident Management Team (IMT). The IMT will carry out policies and procedures outlined in this plan and the Emergency Operations Annex. Depending upon the nature of the incident and the needs of the Incident Commander (IC), the IMT may staff the Emergency Operations Center (EOC) or respond to other locations as directed by the IC. The City Manager has the option of serving as the IC or appointing an individual to serve as IC. The Incident Management Team may be activated by the City Manager, Incident Commander, Police Chief, Public Works Director or by any department director.

The City of Sherwood operates under the Incident Command System (ICS), as defined in the National Incident Management System (NIMS). Sherwood employs ICS on small and large incidents, with all personnel at least orientated to the system. For most incidents, “Standing up ICS” is sufficient. For others it may be necessary to activate the EOC.

The ICS framework was designed by identifying the primary activities or functions necessary to effectively respond to incidents. As incidents became more complex, difficult, and expensive, the need for an organizational manager became more evident. Thus, in ICS, and especially in larger incidents, the Incident Commander manages the organization and not the incident. Citywide coordination policy is managed by the Sherwood Emergency Management Team and the Incident Commander. The City will “Standup ICS,” first, i.e. the IC in coordination with the City Manager will notify members of the EOC IMT of a developing incident that could give rise to activation of the EOC.

### 3.1.4 EOC Staffing

All City of Sherwood staff will be assigned an emergency response duty consistent with skills, experience, training, maturity and/or family situation. In the event of an emergency all City of Sherwood employees are expected to report for emergency management assignments whether or not they have completed NIMS/ICS training.

All Departments will:

* Assign personnel to the Emergency Operations Center and to other emergency support duties using the emergency response matrix.
* Identify residence locations for Department personnel to aid in making emergency response assignments.
* As necessary, take into consideration family composition when assigning individuals using this matrix.

Table 2: Emergency Response Reporting Expectations

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Emergency Staffing Assignment[[2]](#footnote-2)** | **Report within 1 hour** | **Report within 4 hours** | **Report within 12 hours** | **Report within 24 hours** |
| EOC Command/General Staff**[[3]](#footnote-3)** | A1 | A2 | A3 | A4 |
| EOC Support Staff | B1 | B2 | B3 | B4 |
| Emergency Field Teams**[[4]](#footnote-4)** | C1 | C2 | C3 | C4 |
| Emergency Response Pool**[[5]](#footnote-5)** |  | D2 | D3 | D4 |
| Mayor and City Council**[[6]](#footnote-6)** |  |  | E3 |  |

### 3.1.5 EOC Staffing Pattern

City departments involved in emergency response and personnel assigned to Command or General staff are to report to the EOC upon activation. Personnel assigned to the EOC must have authority to make decisions associated with their Command / General staff position and to commit their department or organiza­tion's resources in support of the incident. The Incident Commander is responsible for ensuring appropriate Command and General staff positions are filled from available personnel.

Figure 2: Sherwood EOC Staffing Pattern

|  |  |  |  |
| --- | --- | --- | --- |
|  | **SHERWOOD EMERGENCY MANAGEMENT TEAM** | |  |
|  |  | |  |
|  | **IMT COMMAND STAFF**  Incident Commander  Public Information Officer (PIO)  Liaison Officer  Safety Officer\*  (City Attorney) | |  |
|  |  |  |  |
|  | **IMT GENERAL STAFF** | |  |
|  |  |  |  |
| **Operations**  Public Works  Fire  Police  Branches  Divisions/Groups | **Planning**  Resource Unit  Situation Unit  Documentation Unit  Demobilization Unit  Technical Resources  Intel Unit (located as needed in other areas) | **Logistics**  Supply Unit  Communications Unit  Public Information Ctr (PIC)  Medical Unit  Food Unit  Facilities Unit  Ground Support Unit  Volunteer/Donations | **Finance**  Time Unit  Procurement Unit  Compensation/  Claims Unit  Cost Unit |

The organization and responsibilities within the EOC will vary with the level of activation and nature of the emergency. City EOC staffing will follow the incident command structure, the division of responsibilities identified below, and as depicted in the organization chart above. The incident command organization outlined should not be considered rigid or inflexible. Duties may be delegated, and positions filled, as necessary. It is the responsibility of the Incident Commander to ensure that the organization is appropriately staffed.

## 3.2 Levels of Emergency Coordination

**From Single Resources to City of Sherwood Emergency Operations Center (EOC)/ Department Operations Center (DOC)** –

Single resources which are not a part of an existing on-scene Incident Command organization will communicate situation and resource information directly with the EOC if activated.

**From Incident Command Post (ICP) to DOCs or EOC** –

The on-scene Incident Commander will manage on-scene response from the ICP. The EOC or supporting DOC will provide support for on-scene activities. The on-scene Incident Commander will provide periodic situation updates to the supporting DOC or to the EOC. Incidents will be supported directly by a single DOC or by the EOC.

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

**DOC to DOC** –

Information and resource needs will be coordinated between DOCs as necessary to most effectively manage the incident. However, once the City’s EOC is activated, information and resource needs will be coordinated by the EOC.

**DOC to EOC** –

Upon activation, a DOC will function as a limited EOC. Upon activation of the City EOC the EOC Operations and Planning Sections will coordinate elimination of the DOCs and coordinate directly with the on-scene Incident Commander(s).

The EOC will then assume responsibility for optimal use of resources, external resource and technical support, researching problems, providing information to senior managers, gaining information essential to allow the EOC to develop strategic goals for coordinating and disseminating emergency public information, and performing other tasks to support on-scene operations.

**DOC to External** –

Situation and resource information will be coordinated between DOCs and utility, or other EOCs prior to activation of the City EOC.

**City of Sherwood EOC to County** –

The City of Sherwood EOC will coordinate and prepare local Emergency Declarations to be submitted to the City Manager. The City EOC will coordinate external situation and resource information and requests, formulation of strategic goals, public information, policy decisions, and arranging for technical support with the Washington County EOC and the EOCs/DOCs of other responding agencies. Upon activation of the City of Sherwood EOC, notification of activation will be provided to the Director, Office of Consolidated Emergency Management or to the Washington County EOC (if activated).

**County EOC to State** –

The Washington County EOC will prepare local declarations to be submitted by the Board of County Commissioners to the state. The Washington County EOC will coordinate resource needs with the state for city and agency EOCs in the county. The Washington County EOC will also provide routine situation updates to the state and local EOCs.

**City EOC to Sherwood City Council** –

The City IC will brief the City Manager who will then brief the Mayor and City Council (as necessary) and make recommendations, request strategic guidance and priorities, and coordinate funding.

## 3.3 Alert and Notification

The City of Sherwood's alert and warning system utilizes the local Emergency Alert System, mobile police, and fire public address systems, and door-to-door contact. Other local media (TV, radio, newspaper, FlashNewsAlert, etc.) may be utilized as appropriate. These methods may be used separately or in combination to alert and warn the public of an emergency. City of Sherwood general notification guidelines are as follows:

* Upon detection of an emergency condition arising within the city, the Incident Commander will decide if there is a need for immediate alert, shall attempt to notify the City Manager and the Emergency Management Coordinator, and then direct its implementation.
* The Incident Commander will direct the PIO to write or otherwise use previously scripted emergency messages, as needed.
* The City of Sherwood may also receive warning information from Washington County by telephone, the Oregon State Police, Oregon Eme­rgency Management through the Law Enforcement Data System (LEDS) or the Anti-Terrorism Advisory Committee (ATAC). When warning information is received by telephone, the information ­should be confirmed by a return telephone call.
* If the emergency is localized, city law enforcement (with possible assistance from other law enforcement agencies under the Law Enforcement Mutual Aid agreement or from TVF&R) will alert residents in the area by telephone (Reverse 9-1-1), mobile public address systems, FlashNewsAlert, and/or door-to-door contact.
* Authorized personnel can choose to activate an Emergency Alert System (EAS) message by first contacting Washington County Dispatch (WCCCA) at (503) 629-0111, which will then contact identified radio stations which will then re-transmit the alert message to participating radio, television, and cable broadcasters.
* A log of warnings issued during the incident shall be maintained by the Public Information Officer

### 3.3.1 Notification by Incident Type

The table below illustrates the City’s notification process based on Incident Type.

Table 3: Citywide Emergency Coordination by Incident Type

|  |  |  |  |
| --- | --- | --- | --- |
| **RESPONSE LEVEL** | **DEFINITION** | **COORDINATION LEVEL** | **NOTIFICATION** |
| **Type 1: Catastrophic** | Those events that are typically regional in scope and affect all of the City’s residents and businesses. They imply significant and lasting damage to the region’s infrastructure and public utilities. They will often involve the authorization of Emergency Powers as delineated in the Emergency Operations Plan. Operations will typically involve multiple operational periods. Example:   * Subduction Zone earthquake | All EOC staff will report immediately to the EOC for activation. In addition, off-duty police, public works and administrative staff will immediately report to their supervisor for assignment. | **Notify the following as soon as possible:**   * City Manager * Mayor * TVF&R, South Battalion Chief (C-6) * Washington County Emergency Management * Oregon Emergency Response System (OERS) |
| **Type 2: Major Incident** | Events that significantly impact all of the City’s operational resources and large portions, if not all of the City’s residents and businesses. Major Emergency Operations may be local or regional in scope and will normally involve multiple operational periods. Examples include:   * Hazardous Material release resulting in evacuation of one or more neighborhoods and establishment of local shelters * Severe storm that disrupts City operations for more than one day * Moderate earthquake | Activation of the City’s EOC and IMT is at the discretion of the City Manager following consultation with the SEMT.  In the event the EOC is activated off-duty police, fire, public works and administrative staff may be requested to report to work. | **Notify the following as soon as possible:**   * City Manager * Emergency Management Coordinator * TVF&R, South Battalion Chief (C-6) * Police Chief * Assistant City Manager/city Recorder * SEMT/IMT * Washington County Emergency Management * Oregon Emergency Response System (OERS) |
| **RESPONSE LEVEL** | **DEFINITION** | **COORDINATION LEVEL** | **NOTIFICATION** |
| **Type 3: Minor Incident** | Events that impact all of the City’s internal operational resources and portions, of the City’s residents and businesses. Minor Emergency Operations are local in scope and will normally involve multiple operational periods. Examples include:   * Hazardous material release * Severe storm that disrupts City operations for more than one day * Moderate flooding | At the discretion of the City Manager or Incident Commander, the activation will generally be internal to representatives of the Incident Management Team. | **Notify the following as soon as possible:**   * City Manager * Emergency Management Coordinator * SEMT/IMT * County EOC * OERS |
| **Type 4: Complex Routine:** | Events having a significant impact on the operational resources of the City, but which are normally short-lived and do not adversely impact large geographical areas of the City or significant numbers of residents or businesses. Examples include:   * Multi-alarm fires * Accidents resulting in traffic rerouting, or * Planned events with large crowds | At the discretion of the Incident Commander, the organization will generally be internal to his or her agency or may include representatives of the Incident Management Team. | The City Manager and Emergency Management Program Manager will be informed of any incident that is likely to result in media attention. |
| **Type 5: Routine:** | Events which impact day-today City Operations, but do not have an adverse impact on the City. Examples include:   * Routine response or * Planned events with large crowds such as the Robin Hood Festival, Cruisin’’ Sherwood, Onion Festival, Holiday Tree lighting, and Major High School sporting events. | At the discretion of the City Manager, an Incident Commander (IC) or Event Coordinator (EC) may be designated. The organization will generally be internal to IC/EC’s agency, or may include representation from all or part of the City Staff. | The City Manager and Emergency Management Program Manager will be informed of any incident that is likely to result in media attention. |

### 3.3.2 Notification of Staff

The Police Chief or designee and/or the Public Works Director or designee will monitor developing or occurring hazardous incidents, evaluate the need for “Standing up ICS” or the activation of the Emergency Operations Center (EOC) or Department Operations Center(s) (DOC), confer with Department representatives, make recommendations to the City Manager and make notifications for EOC activation. EOC staff will be notified as described in the Emergency Operations Annex. WCCCA-911 is the 24-hour notification point for the City of Sherwood.

## 3.4 Reporting and Information Management

Accurate incident status summaries are important to decision makers within the incident staff, as well as to assisting agenci­es, and the public. The incident status summary, ICS Form 209L-1 (Appendix 3), shall be completed as soon as possible after the onset of an emergency and shall be updated at least every 12 hours thereafter. The ICS Form 209L-1 shall be prepared by the Planning Section on all EOC activations for Major Emergency Operations or Disaster/Catastrophic Incidents and distributed via fax, email, and/or courier to at least the following:

* Washington County Office of Consolidated Emergency Management or
* Washington County EOC (if activated)
* Incident Commander
* Public Information Officer
* Logistics Section Chief
* Operations Section Chief
* Finance Section Chief

The Public Information Officer may use the incident status summary as the basis of news releases for the media and public, and may distribute it to assisting agencies, adjacent jurisdictions, response personnel, and volunteer organizations at the direction of the Incident Commander.

### 3.4.1 Emergency Declaration Reporting Process

The Emergency Declaration process follows three steps as diagrammed below:

**Step 1**

**Local Declaration**

**of**

**Emergency**

**Step 3**

**Federal Disaster Declaration**

**Step 2**

**County / State Declaration**

**of Emergency**

**STEP 1: LOCAL DECLARATION OF EMERGENCY**

1. A declaration of emergency by the City of Sherwood is the first step in accessing state and federal disaster assistance. The Sherwood City Manager has the legal authority under Emergency Code to declare that a Local Emergency exists.
2. When, in the judgment of the on-scene Incident Commander, a Major Incident exists within the City of Sherwood s/he will communicate, via the appropriate chain of command, that information to the City Manager and recommend the Declaration of a State of Emergency.

In the event the City Manager is unavailable, one of the individuals designated in Section 1 Figure 1 (Line of Succession) of this plan shall be deemed City Manager and the Incident Commander shall declare a State of Emergency and request confirmation, in writing from either the City Manager or the Mayor.

In the absence of the Mayor, the current President of the Council; and if he/she is unavailable, then a member of the Council, successively through the Council in the order each member came on to the Council, may be called upon to confirm in writing the declaration made by the Incident Commander.

Reasonable effort will be made under the circumstances to contact the City Manager and the Mayor, to review and confirm the incident that has been declared a State of Emergency by the Incident Commander.  All contacts and attempts to contact these officials will be documented.

The emergency declared by the City Manager or by the Incident Commander, and confirmed by the Mayor or a member of the City Council in his/her absence (see Sherwood MC chapter 2.38.030 D) shall exist for the period set forth in the declaration, but shall not exceed two weeks.  A State of Emergency may be extended by the City Manager for additional periods of time, as necessary.

The emergency declared by the Incident Commander, City Manager, or Mayor shall autho­rize specific emergency powers and shall exist for the period set forth in the declaration but shall not exceed two weeks.  A State of Emergency may be extended by the City Manager or his/her designee and ratified by the Mayor or his/her elected designee for additional periods of time, as necessary.

The Washington County EOC, if activated, or Washington County Emergency Management shall be notified of all Declarations of Emergency or Major Disaster.

A Declaration of an Emergency may be made when such action will expedite the acquisition and employment of emergency services, bypassing normal procurement requirements.

1. The state of emergency declaration must include a description of the situation and existing conditions and delineate the geo­graphic boundaries.
2. If County, State or Federal assistance is needed, it must also declare that all appropriate and available local resources have been expended.
3. The Command and General Staff have the following responsibilities in the declaration process:

* Operations: Identify necessary resources, and outline special powers needed to respond to the emergency. Assist in initial damage assessment.
* Planning: Provide situation and resource summaries and initial and preliminary damage assessments.
* Logistics: Compile resource request
* Finance: Assist in preliminary damage assessment; coordinate damage survey activities.
* Command: Present package to City Manager and Mayor if City Manager is unavailable.

1. The City of Sherwood may choose to declare a local emergency even if the need for additional support or resources is not anticipated in order to implement provisions of the emergency code.

The state of emergency declaration will be documented using the Declaration of State of Emergency form (Appendix 2) and should be accompanied by a current ICS Form 209L-1 (Appendix 3). When completed, a copy of the declaration of a state of emergency will be sent to Washington County.

**STEP 2: COUNTY/STATE DISASTER DECLARATIONS**

1. If the county is unable to meet the city’s request for assistance, the county may declare a state of emergency and request assistance from the state. The state will provide assistance, declare a state of emergency, if appropriate, and begin negotiations with FEMA for a federal disaster declaration.
2. In order for the City of Sherwood to receive federal disaster funding, and to activate certain state and federal resources to support the emergency, the local declaration of emergency and request for additional assistance must be communicated to the Governor of the State of Oregon via Washington County. The State of Oregon has the option of declaring a State of Emergency and activating only state resources in support of the incident or of declaring a State of Emergency and beginning negotiations with FEMA for a Federal Disaster Declaration (**Step 3**).

***City of Sherwood's request for a disaster declaration must be processed through Washington County Emergency Management to Oregon Emergency Management.***

1. Washington County may add its support to the request, request that additional areas or services be included, or pass the request through without comment.
2. The request for a disaster declaration will be documented using the Local Emergency Declaration Form (Appendix 2) and should be accompanied by a current ICS 209L-1 (Appendix 3). The declaration may be communicated via e-mail, radio, teletype, or telephone, but must be followed up with a hard copy to Washington County Emergency Management.

***The request for a disaster declaration and assistance does not indicate the surrender of Command responsibility and authority.***

**STEP 3: FEDERAL DECLARATION**

When an incident overwhelms or is anticipated to overwhelm State resources, the Governor may request Federal assistance. In such cases, the affected city, county, State, and the Federal Government collaborate to provide the necessary assistance. The Federal Government may provide assistance in the form of funding, resources, and/or critical services.

A **major disaster** could result from any natural or manmade event that the President determines warrants supplemental Federal aid. The event must be clearly more than State or local governments can handle alone. If declared, funding comes from the President's Disaster Relief Fund, which is managed by FEMA, and the disaster aid programs of other participating Federal departments and agencies.

A Presidential **major disaster declaration** triggers long-term Federal recovery programs, some of which are matched by State programs, and designed to help disaster victims, businesses, and public entities. An **emergency declaration** is more limited in scope and without the long-term Federal recovery programs of a major disaster declaration. Generally, Federal assistance and funding are provided to meet a specific emergency need or to help prevent a major disaster from occurring.

* The Stafford Act defines an **emergency** as “any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.”
* A **major disaster** is defined as “any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this Act to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.”

### 3.4.2 Damage Assessment Reporting

Damage assessment is conducted in three phases: Rapid Assess­ment, Initial Damage Assessment, and Preliminary Damage Assess­ment.

1. Rapid Assessment: Conducted immediately after impact, provides the Incident Commander with information necessary to assess the situation and determine resource needs.
2. Initial Damage Assessment: Provides supporting information for the state of emergency declara­tion and is the responsibility of local government. Whenever a request for state assistance is contemplated, an Initial Damage Assessment is coordinated by the County EOC. The County EOC will request pertinent information from the City EOC to include in the assessment. This is a Planning Section responsi­bil­ity.
3. Preliminary Damage Assessment: An in-depth analysis of long-term effects and costs of the emergency and is done with the combined efforts of local, state, federal agencies and the American Red Cross.

Logistics may be asked to arrange lodging, office space, document reproduction services, etc., for state and federal damage assessment teams. For additional details refer to the Emergency Operations Annex.

### 3.4.3 Supplemental Reports

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

**Initial Emergency Report** – This short, verbal report should be prepared and transmitted by the Emergency Operations Center (EOC) to Washington County Emergency Management or to the Washington County EOC when an on-going emergency incident appears likely to worsen and assistance may be needed from other local governments or the state.

**Situation Report** – A daily (or more frequent) situation report should be prepared and distributed by the Emergency Operations Center during major emergencies or disasters. Use ICS-209L-1 Incident Status.

### 3.4.4 Information Management

**Department Operations Center (DOC) Level** – Department Public Information Officers (PIO’s) will collect, analyze, develop, and release timely, accurate, and important, Department-level public information with the IC’s approval to the public and media, e.g., road closure information.

**Emergency Operations Center (EOC) Level** – When the EOC is activated, city PIO’s will collect, analyze, develop, coordinate, and release timely, accurate, and important public information with the IC’s approval to the public and media. Coordination of media releases will be made with DOCs, EOCs, FOC’s, county EOC or JIC, and the regional EOC if activated.

**Joint Information System (JIS)** – If this function is needed to assist Public Information Officers (PIOs) in the performance of their tasks, Washington County will support a JIS to collect, coordinate, and disseminate timely, accurate, and approved public information messages. A JIS may be managed at the county EOC, regional EOC if activated, or a location near the impacted area.

**City Public Information Center.** Under the direction of the PIO provides emergency information and recommended actions to the public in support of DOC/EOC coordinated operations. It also provides functions as a call-center fielding public inquiries regarding the incident.

## 3.5 Resource Management Overview

The City of Sherwood Emergency Operations Center staff has the authority under emergency conditions to establish priorities for the assignment and use of all city resources. The City may commit all its resources, if necessary, to protect life and property.

The City of Sherwood participates in a number of Intergovernmental Agreement cooperative assistance agreements. These agreements are established to provide a framework for coordinating resource requests and sharing resourc­es during an emergency.

During a major emergency, it will be necessary to make difficult choices among competing requests for the same resource. The Operations Section has responsibility for deployment of resources. To assure that the status of resource requests and commitments can be maintained throughout the emergency, the Logistics and Planning sections of the EOC staff will track resources of the city. (See Emergency Operations Annex for descriptions of section responsi­bilities.)

The Incident Commander has the overall responsibility for establishing resource priorities. In a situation where resource allocations are in dispute, the Incident Commander has the final allocation authority. In the event of a disaster impacting the entire region, additional coordination entities may be established to assist in resource management and allocation.

### 3.5.1 Emergency Resource Coordination

An on-scene Incident Commander, assisted by staff sufficient for the tasks to be performed, will manage resources assigned to the incident. If City resources are insufficient or inappropriate to deal with an incident, the City may request assistance from other jurisdictions, organized volunteer groups, and/or the state through the Washington County EOC or Washington County Emergency Management.

Sherwood is served by other agencies that provide resources necessary to respond to emergencies of all types. Many of these resources are not located in Sherwood. Some of the primary organizations and resources include:

* Law Enforcement (Sheriff’s Office and neighboring police departments)
* Fire (fire, hazmat, emergency medical services (EMS)
* Washington County Consolidated Communications Agency (9-1-1)
* Special Teams
* Tactical Negotiations Team (LE)
* Mobile Response Teams (LE)
* Technical Rescue (Fire)
* Hazardous Materials Team (Fire)
* Water Rescue Team (Fire)
* EMS (Fire and Metro West Ambulance)
* Hospitals
* American Red Cross
* Public and Private Utilities
* Private Ambulance

**City Resources** –

City resources will be managed by an on-scene Incident Commander, a DOC, or the Emergency Operations Center (EOC). The City EOC will provide strategic direction for all City resources and will provide tactical direction to resources not assigned to the Public Works Department or Police Department, or an on-scene Incident Commander.

Resources from those elements of city government will be tactically managed by their respective Department Operations Centers (DOCs) if activated. The City EOC will also serve as the clearinghouse for resource requests from local responders, coordinate with other responding organizations, and arrange for state and federal resource support if warranted.

**Local Resources** –

Sherwood will first use its own resources to respond to emergencies, purchase supplies and portable equipment if necessary, and request assistance if those resources are insufficient. If additional resources are required, the city will:

* Request resources available pursuant to existing mutual aid agreements. However, if limited mutual aid resources exist to meet demands in the county, the Washington County Emergency Operations Center (EOC) will suspend mutual aid requests and begin strategic management of resources countywide.
* Request assistance via the Washington County EOC.
* Request assistance from volunteer groups or agencies.
* Request assistance from industry or individuals who have resources needed to deal with the emergency. When external agencies respond to an emergency within the city’s jurisdiction, they will be expected to conform to the guidance and direction provided by the on-scene Incident Commander.

**Emergent Volunteers** – It is expected that emergent volunteers will seek to assist the public in any disaster. Information on emergent volunteers will be directed to the city Volunteer/Donations Unit Leader (VDL) who will collect and disseminate specific information to the appropriate Department and other agencies for best utilization of their skills and resources. Additional information regarding volunteers is found in Volunteer and Donations Management Annex.

**State, Federal, and Other Assistance** –

If local resources are inadequate to deal with an emergency, the city will contact the Washington County EOC for support and the county EOC will request assistance from neighboring counties and/or the state.

Cities must request assistance from their respective county before the county can make the request for state assistance on the cities’ behalf using the declaration of emergency process. State assistance furnished to local governments is intended to supplement local resources and not substitute for such resources, including mutual aid resources, equipment purchases or leases, or resources covered by emergency service contracts. If resources required to control an emergency are not available within the state, the Governor may request assistance from states signatory to the Emergency Management Assistance Compact, or from the Federal Government through the Federal Emergency Management Agency (FEMA). FEMA has the primary responsibility for coordinating federal disaster assistance.

### 3.5.2 Mutual Aid

The City of Sherwood will participate in and maintain mutual aid agreements, both formal and informal, which facilitate bringing additional resources to the scene of an emergency. Each department is responsible for developing those agreements necessary to augment available resources. Some of these agreements are outlined below:

* A formal agreement among Washington County local law enforcement agencies to provide back-up law enforcement services. This agreement is on file in the Police Department.
* Mutual aid agreements among local fire organizations, including all Washington County fire agencies, Portland, Lake Oswego, Multnomah County Fire District #2, and some Clackamas County agencies. Tualatin Valley Fire and Rescue maintains this agreement.
* Cooperative Public Agency Washington County (CPAWC). Intergovernmental Agreement for Equipment and Services - a service exchange agreement for public works equipment within Washington County. This agreement is on file in the Public Works Department. A copy of the resource catalog listing available equipment is located in the Logistics supply box. Additional information can also be found at [www.cpawc.org](http://www.cpawc.org)
* Oregon Water/Wastewater Agency Response Network (ORWARN) – Mutual Aid and Assistance Agreement for the provision of emergency services related to water and wastewater utilities. Additional information can be found at [www.orwarn.org](http://www.orwarn.org).

## 3.6 Recovery Operations

The recovery phase of an emergency is that period of time following the response period when actions are taken to help citizens return to normal, or safer, life as soon as possible after an emergency.

Recovery is both a short-term and a long-term process. In the short-term, emphasis is on the restoration of vital services to the community and identifying and providing basic needs to the public. Long-term recovery restores the community to its normal state. It is at this point that knowledge gained by the incident is converted to mitigation measures for future hazard risks.

### 3.6.1 Short-Term Recovery Activities

During the recovery phase of an emergency, the Incident Commander has the final authority to establish priorities for recovery activities and the allocation of resources to support them. Some activities, such as damage assessment, will most likely begin during the response phase of the emergency once the incident is stabilized. Short-term recovery activities may include:

* Damage assessment and posting unsafe and/or unusable buildings, roads, or bridges
* Assessment of victims needs
* Removal of disaster debris
* Removal of animal and human remains
* Testing drinking water and, if necessary, establishing new or additional drinking water supplies
* Emergency repairs of sanitary sewer and storm drain systems
* Utility infrastructure repairs, i.e. electricity, phone, and natural gas lines and cell phone towers
* Establishing security in affected areas

### 3.6.2 Long Term Recovery Activities

Long-term recovery activities are generally conducted by the same sources used for similar activities during non-emergen­cy times. These activities will be guided by policy decisions by elected officials and will include:

* Restoration of non-vital government services
* Demolition and reconstruction of damaged areas
* Monitoring restoration activities
* If necessary, helping locate suitable facilities for a disaster recovery center
* Identifying areas to improve and implement changes (such as building codes, emergency plan, training deficiencies, etc.) that could mitigate damage in future emergencies

### 3.6.3 Disaster Recovery Center (DRC)

When a federal disaster declaration is issued, Logis­tics Section person­nel may be called upon to locate a large facility to serve as a disaster recovery center (DRC). FEMA is responsible for operation of the DRC. There, citizens can meet with federal/ state/local and volun­teer agency representatives to apply for disaster recovery assistance.

A Disaster Recovery Center (DRC) needs to be a readily accessible facility or mobile office where applicants may go for information about FEMA or other disaster assistance programs, or for questions related to their individual situation.

Some of the services that a DRC may provide:

* Guidance regarding disaster recovery
* Clarification of any written correspondence received
* Housing Assistance and Rental Resource information
* Answers to questions, resolution to problems and referrals to agencies that may provide further assistance
* Status of applications being processed by FEMA.
* SBA program information if there is an SBA Representative at the Disaster Recovery Center site.

# SECTION 4: ORGANIZATION roles and responsibilities

## 4.1 Organization Role Overview

**Mayor/City Council:**

* Establish emergency management authority.
* Adopt an emergency plan and related resolutions and ordinances.
* The Mayor may ratify a declaration of a state of emergency and authorize the City Manager to request assistance through the county (see Appendix 2: Declarations of Emergency).
* Act as liaison to the community during activation of EOC.
* The Mayor acts as public information spokesperson, providing authorized information to the media.
* Act on emergency funding requirements.
* Coordinate efforts and activities with elected officials and business leaders from impacted communities.

**City Manager:**

* Policy level management under City Charter Chapter VIII Sec­tion 33.
* Oversee emergency response and incident command structure as outlined in this section.
* Assign Incident Commander if not assuming that responsibility
* For severe weather and utility failure incidents, determine whether to implement this plan.
* Assign an Incident Commander and delegate authorities as appropriate
* Provide strategic guidance to the EOC through the SEMT.
* Provide a representative to the Emergency Management Organization.
* Actively participate in the emergency planning process.

**Public Safety Director**

* Oversee and direct activities of Emergency Program Manager (Emergency Management Coordinator)
* Provide Liaison to City Executive Staff for Emergency Program matters
* Coordinate Emergency Program policies and activities with City Manager

**Emergency Program Manager (Emergency Management Coordinator):**

* Oversee and provide direction to the emergency manage­ment pro­gram.
* Ensure compliance with applicable state and federal emergency management regulations.
* Review the plan and recommend revision, as neces­sary.
* Coordinate emergency management activities within the city.
* Ensure the Emergency Management Organization, responders, and other city staff receive appropriate training.
* Conduct exercises to test the plan and response capa­bilities.
* Represent the city in emergency man­age­ment activi­ties.
* Provide a liaison to other emergency manage­ment offices and volunteer organizations that have emergency response and recovery responsibilities.
* Oversee maintenance of city notification/call rosters.
* Develop and maintain mutual aid agreements, as needed.
* Actively participate in the emergency planning process.

**Fire Department [Tualatin Valley Fire and Rescue (TVF&R)]:**

* Serve as lead agency for fires, medical emergen­cies, and hazardous mate­rials incidents.
* Provide emergency response and field incident command according to TVF&R standard operating guide­lines.
* Provide pre-hospital emergency medical services in conjunction with MetroWest Ambulance and the American Medical Response.
* Enforce fire prevention codes.
* Assist law enforcement personnel in evacuation operations.
* Provide support to law enforcement and public works e­mergency response, as requested.
* Safeguard essential department records.
* Maintain internal notification/call rosters.
* Develop and maintain mutual aid agreements.
* Provide fire protection to vital public service facilities, shelters, etc.
* Provide a representative to the Emergency Management Organization.
* Actively participate in the emergency planning process.

**Police Department:**

* Serve as lead agency for acts of civil disorder and terrorism, transportation and industrial accidents, and search and rescue.
* Provide emergency response and incident command according to department standard operating guide­lines.
* Assist in post-disaster ‘windshield survey’ initial damage assessment of Vital/Critical Infrastructure (see Vital Services and Critical Infrastructure Annex)
* Provide security for vital facilities.
* Direct incident/site security.
* Direct evacuation operations.
* Receive and disseminate warn­ing information and mobilize city staff, as necessary.
* Provide support for TVF&R and Public Works Departments’ emer­gency response, as requested.
* Safeguard essential department records.
* Maintain internal notification/call rosters.
* Develop and maintain mutual aid agreements that are neces­sary for department response.
* Provide a representative to the Emergency Management Organization.
* Actively participate in the emergency planning process.

**Public Works Department:**

* Serve as lead agency for flooding, severe weather, utility failures, earthquakes, water contamination, and volca­nic eruption.
* Provide emergency response and incident command according to department standard operating guide­lines.
* Conduct flood monitoring and, to the extent possi­ble, flood control.
* Provide support to traffic, crowd control, and evacuation operations.
* Assist in damage assessment including the post-disaster “windshield survey” initial damage assessment of Critical/Vital Facilities listed in the Essential Service and Vital Infrastructure Annex.
* Direct repair of critical city facilities.
* Remove debris, and maintain roadways, bridges, and water, stormwater, and sanitation.
* Provide support to law enforcement and fire emer­gency oper­ations, as requested.
* Maintain internal notification/call rosters.
* Safeguard essential department records.
* Develop and maintain mutual aid agreements that are neces­sary for department response.
* Provide a representative to the Emergency Management Organization.
* Actively participate in the emergency planning process

**Washington County:**

* Serve as lead agency for public health epidemic emergencies.
* Provide resources when requested as well as providing appropriate notification and updates as available.
* Forward requests for a declaration of emergency to the Governor when requested resources are not available from the county.
* Provide a representative to the Emergency Management Organization.

## 4.2 Organization and Assignment of Responsibilities

**City Council (CC)** – The major functions of the CC are to provide policy-level guidance, impose necessary restrictions, and make high level decisions that provide input for strategic goals. The CC is briefed by the City Manager, the Emergency Management Council or the Liaison Officer on daily activities. During a declared emergency, they have authority to establish spending authorities and establish exemptions to existing law. They also have responsibility to ensure essential information is communicated to the public.

In the absence of the Mayor and City Manager, the Council President and then members of the City Council, in order of their coming on to the Council, may be called upon to confirm Emergency Declarations issued by the Incident Commander.

**Mayor** – As the senior elected official in City government, the Mayor is responsible for confirmation of Emergency Declarations issued by the Incident Commander in the absence of the City Manager.

**Emergency Management Council** – The Emergency Management Council provides strategic guidance, ensures financial accounting, provides strategic resource management guidance to the EOC/DOC ICs, coordinates Departmental support to incident command organizations, and oversees continuity of government operations.

**Emergency Operations Center (EOC)** – The EOC is established as a location from which City officials can receive information pertaining to an incident and from which they can provide direction, coordination, and support to emergency operations. The EOC is staffed by City personnel and others who are assigned to specific positions within the EOC’s ICS organizational structure. EOC staff will provide information and recommendations to City field Incident Commanders to help determine a course of action to respond to, contain, control, and recover from an emergency. General responsibilities include:

* Receive emergency warnings and publish those warnings to the public.
* Provide emergency information and instructions to the general public and private institutions, business, industry, and disaster relief organizations.
* Coordinate collection and dissemination of public information.
* Coordinate command decisions and prioritization of response activities.
* Collect, collate, display, and assess situation reports.
* Coordinate and disseminate situation and resource status information to the DOC(s), Washington County EOC, regional EOC if activated, and state Emergency Coordination Center (ECC) as required.
* Analyze information and process it into usable and relevant intelligence to assist with command decisions.
* Set strategic goals for City and citywide actions.
* Develop tactical objectives for department actions.

Change 2

* Provide or coordinate resource support to departments and/or other local agencies.
* Coordinate the initial damage assessment/reporting process citywide.
* Organize and implement large-scale evacuation as required.
* Organize and implement mass shelter and arrangements for evacuees as required.
* Request assistance from the county, state and other external sources.
* Prioritize resource allocations.
* Receive requests for assistance and emergency information from the public.
* Establish guidelines for the ordering of, use of, and release of resources to meet emergency needs.
* Document incident activity.
* Manage volunteers in support of emergency operations
  + - Track costs.
    - Establish and maintain contact with:
      * County and state agencies
      * Federal agencies
      * Private agencies that assist in emergency operations
      * General public, business, industry, community organizations, and relief agencies

**Joint Information System (JIS)** – The JIS coordinates public information with agencies involved in an incident and local media and coordinates dignitary and Very Important Persons (VIP) visits with the City Manager. The JIS may be located in a single Joint Information Center**.**

**Public Information Center** – The Public Information Center receives information released from the Emergency Operations Center Public Information Officer (PIO) staff, notifies the same of any information issues, provides incident activity/impacts and available resources information to the public, seeks to verify and/or validate rumors, and serves as the initial point of contact for public offers of assistance.

**Department Operations Center (DOC)** – Individual DOC responsibilities include:

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

**All Departments.** All Departments within Sherwood have responsibility for emergency functions in addition to their routine duties. Each Department is responsible for developing and maintaining policies and procedures to implement their emergency functions. All city Departments have the following common responsibilities:

* 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.
* Establish internal lines of succession of authority.
* Ensure that vehicles and other equipment are equipped and ready, in accordance with Standard Operating Procedures (SOPs)
* Identify critical functions and develop procedures for maintaining and/or reestablishing services provided to the public and other City Departments.
* Assign personnel to the Emergency Operations Center (EOC) or to other emergency response roles as charged by this plan.
* Develop and implement procedures for the protection of vital records, materials, and facilities.
* Promote family preparedness among employees.
* Ensure staff completes National Incident Management System (NIMS) required training.
* Ensure department plans and SOPs incorporate NIMS components, principles, and policies.
* Allow staff time for preparedness training and participation in exercises.

## 4.3 Specific Department Responsibilities

In addition to these common responsibilities, each Department has assigned response functions that are generally related to that department’s day-to-day activities. Some departments may share response functions with other departments.

**City Manager**

* Ensure continuity of city administration.
* As necessary issue Declarations of Emergency or Major Disaster
* Assign incident commanders and ensure the City follows NIMS ICS.
* Ensure continuity of government through coordination with the Mayor and City Council.
* Coordinate dignitary/Very Important Person (VIP) visits with the PIO.
* Provide necessary direction, guidance, and support to the EOC and city government.

**City Legal Counsel**

* Support city administration.
* Support EOC and other incident management activities.
* Manage legal programs and policies.
* Support the emergency declaration process.
* Approve (where necessary) public information messages.
* Advise the Emergency Management Council on legal authorities and limitations.

**Community Development**

* Support community recovery through block grant and other emergency focused development funds.
* Coordinate engineering/construction of city roads.
* Coordinate damage assessment of city facilities (safety and financial).
* Coordinate building safety inspections within the City.
* Conduct preliminary financial damage assessment of buildings and identify damaged buildings/structures.

**Community Services**

* Coordinate accurate, timely public information messages with the JIC/JIS.

**Finance and Accounting**

* Ensure accurate financial records are maintained.
* Establish Tracking # for Personnel, Materials, Equipment, etc. to account for all disaster related costs.
* Compile preliminary financial damage assessment of City buildings/structures
* Compile cost recovery reports
* Forecast economic impacts on city revenues.

**Police Department (PD)**

* Conduct primary law enforcement activities.
* Coordinate alert and warning of the public with support from the City Administrative Office, emergency management, and WCCCA.
* Support damage assessment.
* Support dignitary/VIP coordination with PIO and the City Administrative Office.
* Support emergency medical operations with fire and EMS.
* Manage evacuation and shelter-in-place operations with support from Fire and Public Works.
* Support hazardous materials response with fire.
* Coordinate law enforcement efforts with the Washington County Sheriff’s Office and neighboring cities’ police departments.
* Coordinate missing person’s locator activities.
* Support mass fatality operations.
* Support public information with the PIO, Information Center, and the Community Services Office.
* Support transportation needs with PW.
* Coordinate intelligence and investigation activities with other law enforcement agencies.
* Coordinate communications with WCCCA.
* Support EOC operations.

**Public Works (PW)**

* Coordinate maintenance and repair of roads and bridges and water, stormwater and sanitation systems.
* Support evacuation operations with the Police Department (PD).
* Support hazardous materials response with fire.
* Support heavy rescue with fire and PD.
* Support PD with traffic and access control.
* Support damage assessment, including the preliminary damage assessment of City-owned buildings, City-maintained roads, bridges, signals and signs, and water, stormwater, and sanitation systems.
* Support public information messages with PIO and Information Center.
* Support transportation needs with the PD, County LUT, and ODOT.
* Coordinate utility response with utility providers, fire, PD, and emergency management.
* Coordinate solid waste and debris management with Washington County EOC.
* Coordinate road status information with the EOC Planning Section.
* Coordinate sewer and storm-water support services with Clean Water Services
* Provide response to interruptions in water service to City of Sherwood agencies, residents, businesses and other water users.
* Respond to interruptions and/or breaks in primary water supply pipelines, water mains, pumps, wells, and interties, and provide repairs as required.
* Respond to damage to City’s drinking-water reservoirs.
* Provide Public Works-related (road conditions, bridges, buildings, water, sewer, etc.) public information to the PIO, Information Center, and the Community Services Office.
* In coordination with City of Sherwood EOC, support as feasible TVFR access to fire-fighting water supplies
* Support environmental services with County LUT.

**Tualatin Valley Fire and Rescue (TVF&R)**

* Provide emergency response to fire, EMS, hazardous material release, and rescue incidents.
* Staff the Fire Branch within the City EOC Operations Section
* Support mass casualty/fatality operations.
* Support public information with the PIO, Information Center, and the Community Services Office.
* Provide Urban Search and Rescue response
* Provide Technical Rescue response
* Coordinate access to water for firefighting with Public Works when primary water service has been interrupted

**WCCCA (Washington County 9-1-1)**

* Provides coordinated communications with PD, Fire, EMS, and emergency management
* Supports 800 MHz radio communications with the City EOC/DOC(s) when activated, and other EOCs.

**Washington County Amateur Radio Service (ARES).**

* Provides volunteer amateur radio operators in support of City EOC when activated

# SECTION 5: ADMINISTRATION and finance

## 5.1 Records

Sherwood is responsible for establishing the administrative controls necessary to manage the expenditure of funds and to provide reasonable accountability and justification for expenditures made to support emergency operations. This shall be done in accordance with established fiscal policies and standard cost accounting procedures.

Under state law, incident records are permanent. In the EOC and DOCs, the Documentation Unit in the Planning Section is responsible for compiling that information.

**Activity Logs**

* The Incident Command Post and the EOC/DOCs will maintain accurate logs (ICS 214) of key response activities, including:
* Activation or deactivation of emergency facilities.
* Emergency notifications to local and county governments and to state and federal agencies.
* Requests for emergency declarations.
* Significant changes in the emergency.
* Major commitments of resources or requests for additional resources from external sources.
* Issuance of protective action recommendations to the public.
* Evacuations.
* Mass casualties.
* Containment or termination of the incident.
* Dispatch logs (DOCs only).

### 5.1.1 Preservation of Records

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

### 5.1.2 Consumer Protection

Consumer complaints regarding alleged unfair or illegal business practices might occur in the aftermath of a disaster. Such complaints will be referred to City Council.

## 5.2 Emergency Fiscal Management

During an emergency, the City of Sherwood is likely to find it necessary to redirect city funds in order to effectively respond to the incident.

* If an incident in the City of Sherwood requires major redirec­tion of city fiscal resources, the following general proce­dures will be followed:
* The City Council may meet in emergency session to decide how to respond to the emergency funding needs.
* The City Manager will declare a local state of emergency and request assistance through the county. The Mayor will be notified of such declarations and asked for his/her ratification.
* If the Mayor cannot be reached and if a prompt decision will protect lives, city resources and facilities, or private property, the City Manager, or his/her designee, may act on emergency funding requests. The Mayor and City Council will be advised of such actions as soon as practical.
* Tracking the expenditures related to an incident is the responsi­bility of the Finance Section.
* In order to facilitate tracking of financial resources committed to the incident and to provide the necessary documentation, an emergency charge code for all incident-related personnel time, losses, and purchases will be established by the Finance Section.

### 5.2.1 Agreements and Contracts

Should local resources prove to be inadequate during an incident, requests for assistance will be made to other local jurisdictions, other agencies, and industry in accordance with existing mutual-aid agreements, contracts, and agreements and contracts concluded during or prior to the incident. Such assistance may include equipment, supplies, or personnel. All agreements will be entered into by authorized officials and should be in writing whenever possible.

Agreements and contracts should identify the local officials authorized to request assistance pursuant to those documents.

### **5.2.2 Incident Cost Reporting**

All departments participating in the response will maintain detailed records of their costs for emergency operations to include:

* Purchases (should be made with City-owned Purchase cards whenever possible)
* Personnel costs, including overtime and food costs.
* Equipment operations cost.
* Costs for leased or rented equipment.
* Costs for contract services to support emergency operations.
* Costs of specialized supplies expended for emergency operations.
* Costs for personnel and equipment obtained through mutual aid or other agreement.
* Costs of providing support to outside resources (e.g. county, state and/or federal teams).

These records may be used to recover costs from the responsible party or insurers or as a basis for requesting financial assistance for certain allowable response and recovery costs from the county, state and/or the federal government.

# SECTION 6: PLAN DEVELOPMENT AND MAINTENANCE

An Emergency Management Review Committee shall be responsible for the development and periodic review and updating of this Emergency Management Plan. This committee shall consist of designated representatives of the Police, Public Works, Finance, Community Services, and Community Development Departments. The Police Chief shall appoint or designate a Chairperson to lead the committee, in keeping with the requirements of ORS 401.305 to lead this working group**.**

This committee employed the Hazard Analysis process identified in the Addendum 2 in the initial development of this plan and will be reviewed during the even years.

## 6.1 Plan Maintenance Staff Responsibilities

In accordance with ORS 401.305, the Emergency Program Manager, under the direction of the Chief of Police, is responsible for the organization, administration, and operation of emergency management, to include planning, preparation, and training activities to prepare the City of Sherwood staff to appropriately respond to emergency incidents and events.

**City Department Responsibilities.**

* All city departments/divisions have the same common tasks in terms of developing, updating, reviewing, and maintaining this plan:
* Direct selected personnel to participate in the emergency management working group.
* Direct selected personnel to participate in the develop­ment of operating guidelines to imple­ment assigned duties within this plan.
* Direct selected permanent personnel to participate in tra­ining and in exercising the plan to ensure pre­paredness. (Permanent employees include on-call staff, but not seasonal or temporary staff.)
* Establish internal lines of succession of authority.
* Protect Department vital records, materials, facilities, and services.
* Develop Department-specific inventories of resources that might be needed and avail­able in an emergency.
* Develop and maintain mutual aid agreements to augment resources.

## 6.2 Plan Review Cycle

The following plan review cycle will be followed by the Police Department, Public Works Department, and the City Administration to ensure the entire plan is reviewed bi-annually. The Emergency Management Review Committee is responsible for coordinating this review, under the direction of the Emergency Program Manager and with the assistance of other subject matter experts.

Following each event or exercise, After Action Reviews will recommend changes, as required, to specific sections/elements of the plan. The Emergency Program Manager is responsible for organizing and conducting a critique following the conclusion of any incident or exercise involving EOC activation. The critique will entail both written and verbal input from appropriate participants. The entire Basic Plan will be reviewed every 5 years following initial publication and submitted to the City Council for ratification.

Table 4: Plan Review Cycle

|  |  |
| --- | --- |
| **PLAN REVIEW EVEN YEARS** | |
| Basic Plan | Hazard Overview Addendum |
| Resource List | Essential and Vital Services Annex |
| **PLAN REVIEW ODD YEARS** | |
| Emergency Operations Annex | Emergency Operation Annex |
| Evacuation and Sheltering Annex | Public Information Annex |
| Update Emergency City Ordinances and legal authorities’ section | Debris Management Annex |
| Volunteer and Donations Management Annex | Call List[[7]](#footnote-7) |

## 6.3 Distribution List

The following positions, personnel or agencies have copies of the Sherwood Emergency Management Plan (excluding the resource and call lists):

Table 5: Distribution List

|  |  |
| --- | --- |
| **AGENCY** | **NUMBER OF COPIES** |
| Washington County Emergency Management | 1 |
| Oregon Emergency Management | 1 |
| City Manager | 1 |
| Emergency Management Council Members | 1 each |
| Tualatin Valley Fire and Rescue (TVF&R)  ❒ TVF&R Emergency Manager ❒ TVF&R Fire Station (#33) Sherwood ❒ TVF&R South Battalion Chief | 3 |
| Sherwood Executive Staff Members (G-12) | 1 each |
| Washington County Consolidated Communications Agency | 1 |
| Emergency Operations Center | 10 |
| Mayor and City Council | 1 each |
| Sherwood Public Library | 2 |

## 6.4 Training and Exercise

The Emergency Management Review Committee Chair shall regularly exercise and coordinate updates of this plan. Mandated training and exercises are needed to examine and maintain the effectiveness of this plan. These preparedness activities ensure the operational concepts outlined are sound, and that personnel are adequately trained to carry out necessary functions in times of a major emergency. In addition, such training and exercises provide a basis for updating and revising this plan and for the identification of inadequate resources.

Training will include participation in basic classroom presentations covering the National Incident Management System (NIMS) and Incident Command System (ICS) for all permanent Sherwood employees[[8]](#footnote-8) in addition to training related to specific positions within the EOC. Incident management training requirements may change from year-to-year as specified in the Fiscal Year NIMS Implementation Objectives published by the Department of Homeland Security and FEMA.

Training and exercises will be evaluated by participants and observers. Following each exercise an After-Action Review will be conducted to determine need to change specific elements of the plan as required. City departments and agencies shall support emergency management by allowing selected personnel to participate in ongoing disaster training and education programs as well as annual exercises of this plan.

# Section 7: supportive documents

|  |  |
| --- | --- |
| **APPENDIX #** | **APPENDIX DESCRIPTION** |
| **1** | City of Sherwood Emergency Management Municipal Code |
| **2** | Declaration of State of Emergency |
| **3** | ICS Form 209L-1 |
| **ADDENDUM** | **TITLE** |
| **1** | Washington County Map |
| **2** | Hazard Analysis |
| **3** | Authorities and References |
| **4** | Acronyms and Glossary |
| **ANNEX** | |
| Emergency Operation Annex  Communication Annex  Evacuation, Sheltering, and Mass Care Annex  Volunteer and Donations Management Annex  Debris Management Annex  Essential Service and Vital Infrastructure Annex  Public Information Annex | |

## 7.1 Appendices

### Appendix 1: City of Sherwood Municipal Emergency Code

**2.01.040 Declaration and Ratification of a Local Emergency.**

When the Mayor determines that a local emergency exists, the Mayor shall make a declaration to that effect, and within 24 hours, call a special meeting of City Council to ratify the declaration of emergency.

A.  A declaration of local emergency can be made to:

1.  Implement specific local measures which may be taken to further protect life or property; and/or

2.  Request assistance from the county and state, to include requesting a declaration of a “state of emergency” be made by the governor; and/or

3.  Request the governor to ask for a presidential “declaration of a major disaster or emergency”, which would initiate actions necessary for local governments and individuals to receive federal disaster assistance.

B.  The declaration by the Mayor of a local emergency shall state the following:

1.  The nature of the emergency; and

2.  Location or geographic area affected; and

3.  Description of emergency conditions or threat; and

4.  Description of damage or potential damage, if any; and

5.  Specific measures to be taken to further protect lives and properties.

C.  If the declaration is made to request assistance it should include:

1.  Resources committed, and actions initiated by the City to alleviate the situation; and

2.  A statement requesting the governor to consider the City an “emergency area” and declare a state of emergency and request a presidential declaration if warranted by the situation; and

3.  The type of County/State assistance and/or resources required.

D.  In addition to the statements enumerated in Section C, the ratification by the City Council of a l local emergency shall:

1.  State the duration of time during which the area so designated shall remain an emergency area; and

2.  Approve or modify specific emergency measures recommended by the Mayor for the duration of the emergency period set forth in the declaration.

E.  The local emergency declared by the Mayor or by the Mayor’s successor shall exist for the period set forth in the declaration but shall not exceed two weeks in duration. However, the local emergency may be extended for additional periods of two weeks, with Council action. [BC, 2.01.040 added by Ordinance No. 3847, 5/3/93; amended by Ordinance No. 4012, 7/7/98]

**2.01.050 Declaration of Emergency – Authorized Procedures.**

Whenever a local emergency has been declared to exist within the City, one or more of the following measures may be taken to further protect life or property:

1.  Establishment of a curfew for the area designated as an emergency area which fixes the hours during which all persons, other than officially recognized personnel, may not be upon the public streets or other public places;

2.  Prohibition or limitation of the number of persons who may gather or congregate upon any public street, public area, or any outdoor place within the area designated as an emergency area;

3.  Barricading of streets and other areas; and vehicular and pedestrian traffic may be prohibited or regulated on streets leading to areas designated as emergency area for such distance as may be deemed necessary under the circumstances;

4.  Mandatory evacuation of persons from designated emergency areas;

5.  Prohibition of the sale of alcoholic beverages;

6.  Prohibit or restrict the sale of gasoline or other flammable liquids;

7.  Prohibit or restrict the sale, carrying or possession of any weapons or explosives of any kind on public streets, public places, or any outdoor place.

8.  Curtailment or suspension of commercial activity;

9.  Interruption or termination of water, gas, or electrical service;

10.  Redirection of City funds for emergency use and suspension of standard City procurement procedures;

11.  Other measures which are imminently necessary for the protection of life or property, including entering into or upon private property to prevent or minimize danger to lives or property. [BC 2.01.050, added by Ordinance No. 3847, 5/3/93; amended by Ordinance No. 4012, 7/7/98]

**2.46.060 Declaration of Emergency**

When circumstances so warrant and subject to the direction of the city manager, the emergency program manager shall prepare a report and make a recommendation to the city council, at a regular or special meeting, requesting the declaration of an emergency. The city council shall consider the emergency program manager’s recommendation and may declare an emergency. Such a declaration shall:

A. Describe the nature of the emergency;

B. Designate the geographic boundaries of the area where the emergency is deemed to exist, and that portion of the affected area lying within the city limits;

C. Estimate the number of individuals at risk, injured or killed;

D. Describe the actual or likely damage;

E. State the type of state, county and city assistance or resources required to respond to the emergency;

F. Estimate the length of time during which the designated area shall remain in an emergency status; and

G. State the specific regulations or emergency measures imposed as a result of the declaration of emergency. (Ord. 4490 § 1 (part), 1997)

**2.46.070 Authority of City Manager**

Whenever an emergency is declared under Section 2.46.060 of this chapter, the city manager may authorize specific emergency powers for the duration of the emergency period and the specific areas or portions of the city wherein the emergency is declared to exist and over which the city has authority, consistent with the declaration of emergency as required to protect the public health, safety and welfare, including the following:

A. A curfew may be established for the area designated as an emergency area which fixes the hours during which all persons, other than public officers and officials, may not be upon the public streets or in other places;

B. Streets and areas may be barricaded, and vehicular and pedestrian traffic prohibited or regulated on streets leading to the area designated as an emergency area for such distance as may be deemed necessary under the circumstances;

C. Persons may be evacuated from the emergency area, instructed to shelter in place or given instruction for other protective actions;

D. The city manager may prohibit or restrict the sale of alcoholic beverages and the sale of gasoline or other flammable liquids;

E. The city manager may declare other measures as are imminently necessary under the circumstances for the protection of life or property or to prevent or minimize danger to lives or property;

### Appendix 2: Declaration of State of Emergency

**DECLARATION OF STATE OF EMERGENCY**

To: \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_, Washington County

From: \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_, City of Sherwood

At \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ (time) on \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ (date),\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_occurred in

(Emergency incident or event)

Sherwood, threatening life and property.

The current situation and conditions are:

The geographic boundaries of the emergency are:

I DO HEREBY DECLARE THAT A STATE OF EMERGENCY NOW EXISTS IN THE CITY OF SHERWOOD, AND THAT THE CITY OF SHERWOOD HAS EXPENDED ALL APPROPRIATE AND AVAILABLE RESOURCES. THIS DECLARATION IS EFFECTIVE UNTIL\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ UNLESS SUPERSEDED SOONER. I RESPECTFULLY REQUEST THAT WASHINGTON COUNTY

1. DECLARE A "STATE OF EMERGENCY,"
2. CONSIDER THE CITY OF SHERWOOD AN "EMERGENCY AREA" AS PROVIDED FOR IN ORS 401,
3. REQUEST AS NECESSARY APPROPRIATE SUPPORT FROM STATE AGENCIES AND/OR THE FEDERAL GOVERNMENT,
4. COORDINATE ACQUISITION OF THE FOLLOWING FORMS OF ASSISTANCE:

Signed

Title

Date: \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ Time:

This declaration is made in accordance with City of Sherwood Municipal Code Chapter 2.38 Emergency Code.

### Appendix 3: ICS Form 209L-1



**ICS Form 209L-1 (Instructions for use)**

|  |  |
| --- | --- |
| **WHAT**: | This form provides a summary of the current situation of the incident. |
| **WHEN**: | Submit to County and/or State as soon as possible (but not later than 4 hours after incident |
| **WHO PREPARES**? | Situation Unit Leader |
| **WHO APPROVES**? | Incident Commander |
| **WHO RECEIVES**? | Incident Commander, Information Officer, Documentation Unit Leader |

## 7.2 Addendum

### Addendum 1: Map of Washington County

### Addendum 2: Hazard Analysis

1. **Geographical Description*.*** Sherwood is geographically compact, with limited demographic diversity. The city is located in Washington County in northwestern Oregon. The city grew slowly from its incorporation in 1926 until the late 1990’s when it began to experience rapid growth. It currently (2009) has an area of 4.5 square miles. It is located in the southwest corner of the Portland metropolitan region, approximately 15 miles southwest of downtown Portland and adjacent to Tigard and Tualatin. The city has a mix of low-lying areas as well as some hills. Each can provide its own challenges to disaster response. The slow flowing Tualatin River and the Tualatin River Wildlife Refuge are in close proximity to the City’s northern boundaries.

**Demographically**, the U.S. Census as of July 1, 2019 estimates the population at 19,879. The community is predominantly white, middle-class and composed primarily of young families with a median household income well-above that of the region. Sherwood has a small minority population made up of several diverse groups that vary according to race, ethnic and linguistic backgrounds (including some who speak little or no English), economic means, educational background, special needs, and age, to name but a few. For the most part, Sherwood residents are relatively well-educated. Sherwood is a city of families with a significant number of its residents commuting to work outside of Sherwood.

Vulnerable populations include residents of assisted living facilities (Avamere and Cedar Creek), older residents in apartments designated for senior citizens, recipients of “Meals on Wheels,” and residents of Adult Foster Care facilities. Other potentially vulnerable populations include single parent families with young children. Additional businesses serving potentially vulnerable populations include a dialysis facility, pre-schools, and day care facilities for small children and the elderly.

1. **Hazard Rating Criteria**  The following hazards are discussed in order of event magnitude, as determined by the following criteria:

**Event History - an event of magnitude requiring Level II or III response**

**(Weight Factor =2):**

High = four or more occurrences in past 100 years

Moderate = two or three occurrences in the past 100 years

Low = one or fewer occurrences in past 100 years

**Vulnerability - based on the percentage of popula­tion or property affected by the incident (Weight Factor =5):**

High = 10% or greater property or population affected

Moderate = 1% to 10% property or population affected

Low = Less than 1% property or population affected

**Maximum threat - is based on the intensity in which the vulnerable population or property is affected (Weight Factor = 10):**

High = More than 25% of population affected severely

Moderate = 5% to 25 % population affected severely

Low = Less than 5% of population affected severely

**Probability - based on the likelihood of another occur­rence within a specified period of time (Weight Factor =7):**

High = Incident can be expected once within 10 years

Moderate = Incident can be expected once within 50 years

Low = Incident can be expected once within 100 years

1. **Identified Hazards**
2. **Severe Weather (Ice storm, Windstorm, Heavy Rain/Snow)**

Severe winter storms pose a significant risk to life and property in Sherwood by creating conditions that disrupt essential regional systems such as public utilities, telecommunications, and transportation routes. Severe winter storms can produce rain, freezing rain, ice, snow, cold temperatures, and wind. Ice storms accompanied by high winds can have destructive impacts, especially to trees, power lines, and utility services.

Trees, power lines, telephone lines, and television and radio antennas can be impacted by ice, wind, snow, and falling trees and limbs. Soil that is saturated can cause trees to lose their ability to stand and can be uprooted falling on houses, cars, utilities and other property. Although not common occurrences in Sherwood, straight- line and cyclonic winds of damaging strength have periodically impacted the City.

1. **Hazardous Material Incident**

A hazardous materials incident involves the unintentional release of hazardous substances into the environment and may occur as the result of natural disasters, human error, or accident. Hazardous materials incidents may occur at fixed facilities and along transportation routes during transportation related incidents that involve hazardous and radiological materials.

Any hazardous materials incident may represent a potentially dangerous situation. Chemicals that are flammable, explosive, corrosive, toxic, or reactive, along with biological and radioactive materials, pose a special hazard to emergency responders and the general public.

There are facilities in or near the Sherwood City limits, which contain or are used to transport hazardous materials. In addition, hazardous materials are routinely transported via the rail line that runs through the middle of Sherwood, as well as along Highway 99W.

1. **Pandemic**

“Pandemics are earthshaking events. They reshape societies, they reshape economies, and they reshape geopolitics. Forty million people died when the last major influenza pandemic swept around the world in 1918. We have seen two less severe pandemics since then. We will no doubt see another sometime in the future. We do not know when, and we do not know how bad it will be. But we know it will happen sooner or later and that what we do now will save lives.” (HHS Secretary Mike Leavitt)

In the event of a pandemic, City government will endeavor to conduct business as usual altering the way it conducts its business to delay the introduction, slow the spread, or lessen the severity of pandemic disease (e.g., advising sick people to stay home, limiting public gatherings, working with the Sherwood School District with regard to dismissing students from schools, etc.).

1. **Disruption of Transportation System**

Highway 99W is a busy thoroughfare, with Average Daily Traffic (ADT) of 39,600 Vehicles (Weekday 2006 Data).  The range on 99W thru Sherwood is 37,000 to 42,000 with the highest numbers coming near the Tualatin Sherwood Rd Intersection. All manner of traffic can be found on this stretch of road, from cyclists to automobiles to large semi-trailer trucks.

During morning and evening rush hours the load is particularly heavy and disruptions in traffic flow can have significant impacts unless managed effectively. Many people will attempt their own detours that can take them into Old Town, past Hopkins Elementary, the Middle School, and the High School.

1. **Earthquake (Include landslide)**

This hazard includes earthquakes, as well as associated hazards such as landslides and building collapses. Although Sherwood has a history of small earth­quakes, actual recorded damage and response has been slight.

Recently a convincing case has been made to indicate that Cascadia subduction zone earthquakes up to moment magnitude (MW) 9 have occurred in the prehistoric past, as recently as the year 1700, and will occur in the future. Damage from this type of quake would be major to catastrophic. Depending on when the earthquake occurs, a large number of City employees may be unable to make it to work or to the EOC.

1. **Fire/Explosion (Includes Urban and Urban/Wildland Interface Fires)**

While Sherwood has had experience with urban fire occurrences and interface fire occurrences are common within the TVF&R District, most are handled easily through mutual aid without activation of this plan. Sherwood does face a threat of wildland/urban interface fires from areas of mostly undeveloped property within and adjacent to City boundaries. Much of the adjacent undeveloped property has been lumbered and thus potential sources of fuel for wildland fires diminished.

1. **Utility System Failure** (Electrical, Water, Gas, Sanitary)

Incidents of this nature include the shortage or loss of electrical power, water, sewer, or natural gas and shortages of fuel such as oil, gasoline or diesel, and food supplies. Utility suppliers will be the lead agencies for restoring service for the specific utility.

Depending on the nature of the incident in combination with the time of year, City agencies like Police and/or Public Works may need to be involved as well. A severe service outage combined with a severe weather incident may require the evacuation and/or sheltering of vulnerable populations. This will require coordination with the American Red Cross and other organizations like local faith-based groups for assistance in setting up and manning shelter facilities.

1. **Flooding Incident**

Sherwood has two small streams that are subject to slow rise flooding. These are Cedar Creek and Chicken Creek. In addition, the city has a portion of the Tualatin River on its borders and the Tualatin River Wildlife Refuge also on its eastern boundary. This area may be exposed to dam failure and subsequent flooding.

While Highway 99W was temporarily closed in 1996 due to flooding few residences and/or businesses were threatened. Blockage of storm drains poses the most likely cause of flood damage in Sherwood.

1. **Civil Disorder** (Public Shooting, Hostage Situation, Riot, Terrorism)

Incidents of Civil Disorder include actions by individuals or small groups that terrorize a community as a result of wounding or killing significant numbers of individuals. While Sherwood has not experienced events of this nature, they are a highly publicized part of life in modern-day America. Communities like Sherwood have and do experience individuals who attack and kill many people before they are either captured or killed themselves.

Potentially vulnerable locations include: City government facilities, including public schools, the City library, reservoirs, and recreational facilities in addition to commercial facilities like theaters, skating rinks, and other places where large groups may gather.

1. **Volcanic Activity**

This kind of event includes ash-fall that might result from an eruption of Mt. Saint Helens or Mt. Hood. Sherwood does not have any direct exposure to lahars or lava flows. Sherwood experienced light ash fall from Mt. St. Helens’ eruption in May of 1980. Damage from ash fall from a future eruption of either Mt St. Helens or Mt Hood will be largely dependent on the prevailing winds at the time of eruption.

D. **Emergency Management Working Group Hazard Analysis Report**

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **Type of Hazard / Emergency** | **History** | **Vulnerability** | **Maximum Threat** | | **Probability** | **Total Score** | **Lead Agency** |
| **Severe Weather** (Ice storm, Windstorm, Heavy Rain/Snow) | High | High | High | High | | 230 | Public Works |
| **Hazardous Material Incident** | Low | High | High | Medium | | 205 | TVF&R |
| **Pandemic** | Medium | High | High | Medium | | 193 | Public Health |
| **Disruption of Transportation System** | High | High | Medium | High | | 183 | Police/TVF&R |
| **Earthquake** (Include landslide) | Low | High | High | Low | | 176 | Public Works |
| **Fire/Explosion** (Includes Urban and Urban/Wildland Interface Fires) | Medium | High | Medium | Medium | | 169 | TVF&R |
| **Utility System Failure** (Electrical, Water, Gas, Sanitary) | Low | Medium | High | Low | | 140 | Public Works |
| **Flooding Incident** | Low | Medium | Medium | High | | 135 | Public Works |
| **Civil Disorder** (Public Shooting, Hostage Situation, Riot, Terrorism) | Low | Medium | Medium | Low | | 89 | Police |
| **Volcanic Activity** | Low | Low | High | Low | | 69 | Public Works |

### Addendum 3: Authorities and References

This plan applies to, and has been approved by, the Sherwood City Council which has identified the Police Department as the lead agency in the City’s emergency management organization.

The organizational and operational concepts set forth in this plan are promulgated under the following authorities:

**Federal**

* Robert T. Stafford Disaster Relief & Emergency Assistance Act, (as amended), 42 U.S.C. 5121
* Federal Civil Defense Act of 1950, Public Law 81-950 as amended
* The Disaster Relief Act of 1974, Public Law 93-288 as amended
* Emergency Planning and Community Right-to-Know Act, 42 USC Chapters 116
* Code of Federal Regulations, Emergency Management and Assistance, 44 CFR
* Hazardous Waste Operations & Emergency Response, 29 CFR 1910.120
* Homeland Security Act of 2002.
* National Incident Management System (NIMS).
* National Response Framework.
* Federal Radiological Emergency Response Plan.
* National Oil and Hazardous Substances Pollution Contingency Plan.

**State**

* Oregon Revised Statutes, Chapter 131, Procedure in Criminal Matters Generally
* Oregon Revised Statutes, Chapter 401, Emergency Services and Communications
* Oregon Revised Statutes, Chapter 431, Administration of Health Laws
* Oregon Revised Statutes, Chapter 433, Public Health and Safety
* Oregon Revised Statutes, Chapter 476, Protection from Fire (Contains Emergency Conflagration Act)

**County**

* Washington County Ordinance 657, Ordinance Providing Procedures for Declaration of Emergency
* Washington County Code Chapter 8.36
* Washington County Resolution and Order 84-219 Emergency Management Functions
* Washington County Resolution and Order 95-56 Emergency Management Functions
* Washington County Resolution and Order 05-150 Adopting NIMS

**Local**

* ORS 401.305 Emergency Management Agency of City - Sherwood Emergency Program
* ORS 401.315 City Authorized to Incur Obligations for Emergency Services
* ORS 401.325 Emergency Management Agency Appropriations: Tax Levy
* ORS 401.335 Temporary Housing for Disaster Victims: Political Sub-Divisions Authority
* City of Sherwood Resolution 2006-38 Adopting National Incident Management System and Incident Command System
* City of Sherwood Municipal Code Chapter 2.38 Emergency Code as ordained by City of Sherwood Ordinance 2009-004
* City of Sherwood Resolution 2009-049 Adopting City of Sherwood Emergency Management Plan and authorizing Emergency Program Manager to update it and keep current

### Addendum 4: Acronyms and Glossary Terms

**Acronyms**

ARES Washington County Amateur Radio Service

ARC American Red Cross

CC City Council

CFR Code of Federal Regulations

CNS Community Notification System

COG Continuity of Government

COOP Continuity of Operations

CPAWC Cooperative Public Agencies of Washington County

CWS Clean Water Services

DRC Disaster Recovery Center

EAS Emergency Alert System

ECC Emergency Coordination Center

EOA Emergency Operations Annex

EOC Emergency Operations Center

EOP Emergency Operations Plan

EMAC Emergency Management Assistance Compact

EMC Emergency Management Cooperative of Washington County

EMO City of Sherwood Emergency Management Organization

EMP City of Sherwood Emergency Management Program

EMS Emergency Medical Services

FEMA Federal Emergency Management Agency

FOC Fire Operations Center

Hazmat Hazardous Material(s)

IC Incident Commander

ICP Incident Command Post

ICS Incident Command System

IDA Initial Damage Assessment

IMT Incident Management Team

JIC Joint Information Center

JIS Joint Information System

JFO Joint Field Office

LE Law Enforcement

LEDS Law Enforcement Data System

MCM Medical Countermeasures

NAWAS National Warning System

NGO Non-governmental Organization

NRF National Response Framework

NIMS National Incident Management System

OAR Oregon Administrative Rules

OEM Oregon Office of Emergency Management

OERS Oregon Emergency Response System

ORCAA Oregon Resource Coordination Assistance Agreement

ORS Oregon Revised Statutes

ORWARN Oregon Water/Wastewater Agency Response Network

OSHA Occupational Safety and Health Administration

PD Police Department

PDA Preliminary Damage Assessment

PIC Public Information Center

PIO Public Information Officer

PNEMA Pacific Northwest Emergency Management Arrangement

PW Public Works

SEMT Sherwood Emergency Management Team

SSD Sherwood School District

SITREP Situation Report

SOGs Standard Operating Guidelines

SOPs Standard Operating Procedures

TVF&R Tualatin Valley Fire & Rescue

UC Unified Command

WEA Wireless Emergency Alerts

WCCCA Washington County Consolidated Communications Agency

**Glossary Terms**

**Advanced Readiness Contracting:** A type of contracting that ensures contracts are in place before an incident for commonly needed commodities and services such as ice, water, plastic sheeting, temporary power, and debris removal.

**Alert**: Informs people of impending danger.

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

**American Red Cross**: The national organization with a Congressional mandate to under­take the relief of persons suffering from disaster.

**Area Command:** An organization established to oversee the management of multiple incidents that are each being handled by a separate Incident Command System organization or to oversee the management of a very large or evolving incident that has multiple incident management teams engaged. An agency administrator/executive or other public official with jurisdictional responsibility for the incident usually makes the decision to establish an Area Command. An Area Command is activated only if necessary, depending on the complexity of the incident and incident management span-of-control considerations.

**Assessment:** The evaluation and interpretation of measurements and other information to provide a basis for decision-making.

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

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

**Catastrophic Incident:** Any natural or manmade incident, including terrorism, that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions.

**Chain of Command:** A series of command, control, executive, or management positions in hierarchical order of authority.

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

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

**Command Staff:** An incident command component that consists of a Public Information Officer, Safety Officer, Liaison Officer, and other positions as required, who report directly to the Incident Commander.

**Common Operating Picture:** A continuously updated overview of an incident compiled throughout an incident's life cycle from data shared between integrated systems for communication, information management, and intelligence and information sharing. The common operating picture allows incident managers at all levels to make effective, consistent, and timely decisions. The common operating picture also helps ensure consistency at all levels of incident management across jurisdictions, as well as between various governmental jurisdictions and private-sector and nongovernmental entities that are engaged.

**Community Assistance Program (CAP)**: A Tualatin Valley Fire & Rescue program that provides chaplains at fire scenes to assist victims with immediate needs. Chaplains work with the American Red Cross to identify disaster-caused needs and, when appropriate, issue Red Cross vouchers for emergency lodging until Red Cross counselors can provide additional recovery assistance.

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

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

**County**: Normally refers to Washington County, unless otherwise specified.

**Damage Assessment**: The appraisal or determination of the actual effects resulting from an emergency or disaster. This estimate of the damages to a geographic area is made after a disaster has occurred.

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

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

**Disaster Operations:** Public-safety incident response and resource management when centralized communication systems (i.e., 9-1-1 phone, 800-MHz radio) are not functioning.

**Disaster Recovery Center (DRC)**: A facility established in a centralized location within or near the disaster area at which disaster victims (individuals, families, or businesses) apply for disaster aid. DRC is a readily accessible facility or mobile office where applicants may go for information about FEMA or other disaster assistance programs, or for questions related to their case. Some of the services that a DRC may provide:

* Guidance regarding disaster recovery
* Clarification of any written correspondence received.
* Housing assistance and rental resource information
* Answers to questions, resolution to problems and referrals to agencies that may provide further assistance.
* Status of applications being processed by FEMA.
* SBA program information if there is an SBA representative at the DRC.

**Division:** The partition of an incident into geographical areas of operation. Divisions are established when the number of resources exceeds the manageable span of control of the Operations Chief. A Division is located within the Incident Command System organization between the branch and resources in the Operations Section.

**Emergency:**    
(1) “Emergency” means a human created or natural event or circumstance that causes or threatens widespread:

(a) Loss of life;

(b) Injury to person or property;

(c) Human suffering; or

(d) Financial loss.

(2) “Emergency means "Any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, land­slide, mudslide, snowstorm, drought, fire, explosion, or other catastrophe which requires emergency assistance to save lives and protect public health and safety, or to avert or lessen the threat of a major disaster." (PL 93-288)

**Emergency Alert System (EAS):** Network of broadcasting radio stations and interconnecting facilities that have been authorized by the Federal Communications Commission, to operate in a controlled manner during emergencies to broadcast emergency information to the public.

**Emergency Management:** A subset of incident management, the coordination and integration of all activities necessary to build, sustain, and improve the capability to prepare for, protect against, respond to, recover from, or mitigate against threatened or actual natural disasters, acts of terrorism, or other manmade disasters.

**Emergency Manager:** The person who has the day-to-day responsibility for emergency management programs and activities. The role is one of coordinating all aspects of a jurisdiction's mitigation, preparedness, response, and recovery capabilities.

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

**Emergency Operations Plan (EOP):** Overarching objective of response activities is life safety, followed by protecting property and the environment. is always in effect, and elements can be implemented as needed on a flexible, scalable basis to improve response.  There is no triggering mechanism necessary.

**Engaged Partnership:** Leaders at all levels develop shared response goals and align capabilities so that no one is overwhelmed in times of crisis.

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

**Federal Aviation Administration (FAA):** Lead agency for airplane pilot licensing and aircraft crash investigation.

**Federal Coordinating Officer (FCO):** The official appointed by the President to execute Stafford Act authorities, including the commitment of Federal Emergency Management Agency (FEMA) resources and mission assignment of other Federal departments or agencies. In all cases, the FCO represents the FEMA Administrator in the field to discharge all FEMA responsibilities for the response and recovery efforts underway. For Stafford Act events, the FCO is the primary federal representative with whom the State Coordinating Officer and other state, tribal, and local response officials’ interface to determine the most urgent needs and set objectives for an effective response in collaboration with the Unified Coordination Group.

**Federal Disaster Relief Act**: Public Law 93-288, as amended, gives the President broad powers to assist state and local governments in carrying out their responsi­bilities to alleviate suffering and damage resulting from major disasters.

**Federal Emergency Management Agency (FEMA)**: Agency established to oversee federal assistance to local govern­ment in the event of major disasters. Also, adminis­ters the emer­gency management assistance program, which provides emergency man­agement funds to local governments through the states.

**Federal Resource Coordinator (FRC):** Official who may be designated by the Department of Homeland Security in non-Stafford Act situations when a federal department or agency acting under its own authority has requested the assistance of the Secretary of Homeland Security to obtain support from other Federal departments and agencies. In these situations, the FRC coordinates support through interagency agreements and memorandums of understanding. The FRC is responsible for coordinating timely delivery of resources to the requesting agency.

**Fire Operations Center (FOC):** TVF&R’s EOC, activated to assist in information management, resource management, and coordination of emergency public information; activation is likely during large, complex, or otherwise uncommon incidents in or affecting TVF&R and/or its constituent cities.

**Finance/Administration Section:**   
(1) Incident Command (IC) section responsible for all administrative and financial considerations surrounding an incident.   
(2) Joint Field Office (JFO) section responsible for the financial management, monitoring, and tracking of all federal costs relating to the incident and the functioning of the JFO while adhering to all federal laws and regulations.

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

**Hazard**: Any situation or condition that has the potential of causing injury to people or damage to property.

**Hazardous Material**: Substance or material in a quantity or form, which, in an unconfined state, may pose an unreasonable risk to health and safety or to property. These substances may exhibit one or more of the following characteristics: toxicity, flammability, corrosiveness, explosiveness, or a tendency to rapidly decompose when exposed to oxygen or elevated temperatures.

1. Toxicity: capability of a substance to produce serious illness or death.

2. Flammability: ability to support combustion.

3. Corrosiveness: chemical action by which minerals and materi­als are converted into unwanted proper­ties.

4. Explosiveness: characteristic of a chemical compound, mixture, or device involving the instan­taneous release of gas or heat by deflagration or detonation.

5. Radioactivity: characteristic of some elements, which involve the spontaneous release of alpha, beta, or gamma radiation and results in the disin­tegration of the material.

6. Oxidation: process by which a change occurs when a sub­stance is exposed to oxygen.

**Hazardous Materials Incident**: A situation involving a spill or uncontrolled escape of a hazar­dous material from a fixed facility or mobile container.

* + **Level I Incident**: Incidents that are handled on a local level, with little or no outside involvement.
  + **Level II Incident**: Incidents that involve multi-agency response.
  + **Level III Incident**: Large-scale hazardous materials incidents which require multi-jurisdictions response or state assistance.

**Hazardous Materials Response Teams:** State managed regional teams specially trained and equipped to respond to hazardous materials incidents. The teams are dispatched through OERS and are qualified to work in Level-A (fully encapsulating) protective equipment. The teams carry communications equipment, reference information, containment supplies, and protective equipment for their personnel. TVF&R staffs Team 9.

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

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

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

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

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

**Incident Management Team (IMT):** An incident command organization made up of the Command and General Staff members and appropriate functional units of an Incident Command System organization. The level of training and experience of the IMT members, coupled with the identified formal response requirements and responsibilities of the IMT, are factors in determining the “type,” or level, of IMT. IMTs are generally grouped in five types. Types I and II are national teams, Type III are state or regional, Type IV are discipline- or large jurisdiction-specific, and Type V are ad hoc incident command organizations typically used by smaller jurisdictions.

**Interoperability:** The ability of emergency management/response personnel to interact and work well together. In the context of technology, interoperability also refers to having an emergency communications system that is the same or is linked to the same system that a jurisdiction uses for nonemergency procedures, and that effectively interfaces with national standards as they are developed. The system should allow for the sharing of data with other jurisdictions and levels of government during planning and deployment.

**Joint Information Center (JIC):** An interagency entity established to coordinate and disseminate information for the public and media concerning an incident. JICs may be established locally, regionally, or nationally depending on the size and magnitude of the incident.

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

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

**Lead Agency:** The governmental organization that, under NIMS-ICS, has primary responsibility for response and/or recovery activities in an emergency. Generally the Incident Commander, Operations Section Chief, and Safety Officer are from the lead agency.

**Local Government**: A county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under state law), regional or interstate government entity, or agency or instrumentality of a local government.

**Logistics Section:** ICS section responsible for providing facilities, services, and material support for the incident.

**Major Emergency**: An incident that requires the coordinated response of many departments or more than one level of government to save lives and pro­tect the property of a large portion of the jurisdiction's popula­tion. .

**Maximum threat**: The intensity of danger or threat to the vulnerable portion for the population.

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

**Mobilization:** The process and procedures used by all organizations—federal, state, tribal, and local—for activating, assembling, and transporting all resources that have been requested to respond to or support an incident.

**Multiagency Coordination (MAC) Group:** Typically, administrators/executives, or their appointed representatives, who are authorized to commit agency resources and funds, are brought together and form MAC Groups. MAC Groups may also be known as multiagency committees, emergency management committees, or as otherwise defined by the system. A MAC Group can provide coordinated decision making and resource allocation among cooperating agencies, and may establish the priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities.

**Multiagency Coordination System(s) (MACS):** Multiagency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The elements of multiagency coordination systems include facilities, equipment, personnel, procedures, and communications. Two of the most commonly used elements are emergency operations centers and MAC Groups. These systems assist agencies and organizations responding to an incident.

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

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

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

**National Response Framework (NRF):** Guides how the Nation conducts all-hazards response. The framework documents the key response principles, roles, and structures that organize national response. It describes how communities, states, the federal government, and private-sector and nongovernmental partners apply these principles for a coordinated, effective national response. And it describes special circumstances where the federal government exercises a larger role, including incidents where federal interests are involved and catastrophic incidents where a state would require significant support. It allows first responders, decision-makers, and supporting entities to provide a unified national response.

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

**Operations Section:** Incident Command section responsible for all tactical incident operations and implementation of the Incident Action Plan. In the Incident Command System, it normally includes subordinate branches, divisions, and/or groups.

**Perimeter:** The geographic edge of an incident where, for security and/or safety reasons, access is controlled.

* + **Inner Perimeter:** Access restricted to those directly involved in the containment or control of the incident. This may include the "hot zone" of a hazardous materials incident, the suppression area of a structural fire, or the containment area for a SERT oper­ation. Security of the inner perimeter is the responsibil­ity of the lead agency.
  + **Outer Perimeter***:* Access restricted to assisting agencies and other authorized personnel. Security of the outside perimeter is the responsibility of local law enforcement.

**Planned Event:** A planned, non-emergency activity (e.g., sporting event, concert, parade, etc.).

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

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

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

**Public Information Center(PIC)**: A PIC is activated to respond to questions from the public using trained operators and under the direction of the lead PIO. The PIC serves a dual purpose: It disseminates information by responding to requests from the public, and it gathers information by identifying trends, inaccurate information, misunderstandings, or misperceptions reported by the public or reflected by their inquiries.

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

**Resources:** Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Under the National Incident Management System, resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an emergency operations center.

**Response:** Immediate actions to save lives, protect property and the environment, and meet basic human needs. Response also includes the execution of emergency plans and actions to support short-term recovery.

**Responsible Party**: The person or firm that, by law, is financially liable for cleanup of any spill or release.

**Section:** The organizational level having responsibility for a major functional area of incident management (e.g., Operations, Planning, Logistics, Finance/Administration, and Intelligence/Investigations (if established)).

**Situation Report (SITREP):** Document that contains confirmed or verified information and explicit details (who, what, where, and how) relating to an incident.

**Situational Awareness:** The ability to identify, process, and comprehend the critical elements of information about an incident.

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

**Special Emergency Response Team (SERT)**: Law enforcement and medical personnel specially trained and equipped to respond to dangerous suspects, hostage situations, and acts of terrorism.

**State of Emergency:** The duly proclaimed existence of conditions of a disaster or of extreme peril to the safety or health of persons and/or property within local jurisdictional boundaries. A situation meeting the definition of emergency and proclaimed in writing by a jurisdiction’s governing body.

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

**Stafford Act:** The Robert T. Stafford Disaster Relief and Emergency Assistance Act, P.L. 93-288, as amended. This act describes the programs and processes by which the federal government provides disaster and emergency assistance to state and local governments, tribal nations, eligible private nonprofit organizations, and individuals affected by a declared major disaster or emergency. The Stafford Act covers all hazards, including natural disasters and terrorist events.

**Staging Area:** Any location in which personnel, supplies, and equipment can be temporarily housed or parked while awaiting operational assignment.

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

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

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

**Unified Area Command:** Command system established when incidents under an Area Command are multijurisdictional. See Area Command.

**Unified Command (UC):** An Incident Command System application used when more than one agency has incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the UC, often the senior person from agencies and/or disciplines participating in the UC, to establish a common set of objectives and strategies and a single Incident Action Plan.

**Unity of Command:** Principle of management stating that each individual involved in incident operations will be assigned to only one supervisor.

**Urban Search and Rescue (US&R) Task Forces:** A framework for structuring local emergency services personnel into integrated disaster response task forces. The 28 National US&R Task Forces, complete with the necessary tools, equipment, skills, and techniques, can be deployed by the Federal Emergency Management Agency to assist State and local governments in rescuing victims of structural collapse incidents or to assist in other search and rescue missions.

**Utility:** Structures or systems of any power; water storage, supply and dis­tribution; sanitary sewage, and storm water collection and treat­ment; natural gas; telephone; transpor­tation; or other similar public service.

**Vector Control**: Control of disease spread by insects, rodents, etc.

**Voluntary agencies** (**VOLAGs**) Established organizations whose mission is to provide emergency services to the community through the use of trained volunteers.

**Volunteer:** Any individual accepted to perform services by the lead agency (which has authority to accept volunteer services) when the individual performs services without promise, expectation, or receipt of compensation for services performed.

**Volunteer Organization**: Any chartered or otherwise duly recognized tax-exempt local, state, or national organization which has provided or may provide services to the state, local governments, or individuals in a dis­aster or emergency.

**Vulnerability**: Susceptibility of life, property, or the environment to damage if a hazard results in an emergency.

**Warning**: Notifies people of the imminent impact of a specific hazard and protective actions that should be taken.

**Washington County Consolidated Communications Agency (WCCCA):** Washington County 911 Center

**Windshield Survey**: A quick, drive-by assessment of disaster-damaged buildings, conducted by teams of personnel for the purpose of obtaining a rough idea of how many buildings were damaged and to what degree. A windshield survey assessment is completed within the first 24 hours following a damaging event.

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## 7.3 Annexes

1. For more detailed hazard analysis reference Addendum 2 in this document and the Washington County Hazard Mitigation Plan, 2016 [↑](#footnote-ref-1)
2. Individuals will report for assignment to the EOC (Time Unit Leader) or to the Public Works Staging Area Manager either electronically or in person within the time frame specified. Failure to report will result in efforts being made to ascertain the status of the individual within the constraints of the emergency situation. [↑](#footnote-ref-2)
3. “A” Category individual include those who have specific EOC Command and General Staff assignments as well as those who are assigned to alternate or shadow roles [↑](#footnote-ref-3)
4. Emergency Field Teams include: Law Enforcement, Public Works Survey teams, Damage Assessment Teams, Public Works/Water Trouble Shooters, etc. [↑](#footnote-ref-4)
5. Personnel assigned to the ER Pool can be provided a variety of unskilled assignments [↑](#footnote-ref-5)
6. It is anticipated that elected officials will be in communication with the City Manager prior to the timeframes described in this matrix. In the event that contact has not been made prior to the deadline, the Operations Section Chief will dispatch a courier/vehicle to ensure contact. [↑](#footnote-ref-6)
7. Call lists are to be updated on a continual basis be each city department [↑](#footnote-ref-7)
8. This includes part-time and on-call employees but does not include seasonal or temporary employees. [↑](#footnote-ref-8)