Portland Metropolitan Region's Multi-Agency Coordination System

Concept of Operations Plan

October 2017

RDPO
Regional Disaster Preparedness Organization

Unified. Prepared. Resilient.

PLAN ACCEPTANCE

The Regional Multi-Agency Coordination System Concept of Operations Plan (Regional MACS ConOps) establishes a framework for coordination and support during complex incidents within the five-county Portland metropolitan region. The Plan defines the Regional MACS and identifies the organizational elements that are part of the system. It also identifies the concepts and coordination processes by which multi-county incident prioritization, scarce resource allocation, public message coordination, cross-jurisdiction information sharing, policy alignment, and resolution of common issues are conducted during major emergencies.

As of October 2016, the following agencies have agreed to maintain the Plan, support and facilitate plan and system implementation, and conduct regional emergency coordination activities consistent with the concepts in the Plan:

- Clackamas County
- Clark County
- Columbia County
- Multnomah County
- Washington County

- Multnomah County Fire Defense Board

Signed plan acceptance letters are on file at the Regional Disaster Preparedness Organization's office.

FOREWORD

In 2010, the Portland Urban Area Security Initiative's (UASI) Points of Contacts (POCs) group (emergency managers for Clackamas, Clark, Multnomah and Washington counties, and the City of Portland and the City of Scappoose Fire Chief) recognized that multiple discipline, jurisdictional and function-specific plans and agreements existed within the region but no regional system existed to:

- Establish a regional common operating picture;
- Coordinate and prioritize multiple incidents;
- Coordinate policy development;
- Make critical resource allocations; and
- Coordinate public messaging during times of emergency.

The absence of these processes had challenged effective regional coordination and support during regional emergencies. Among these were the region's response efforts related to the 2005 Hurricane Katrina evacuation, participation in the 2007 Top Officials (TOPOFF) federal level exercise, the 2007 flooding in Columbia County, a severe winter storm in 2008, and the 2009 H1N1 pandemic. In response to the pandemic, the region's public health and medical community activated a Health and Medical (H/M) Multi-Agency Coordination Group (MAC Group), Public Health MAC Group, Regional Joint Information Center and support organization to successfully allocate the scarce resources, coordinate policy issues and develop a common operating picture.

Informed by the success of the H/M MAC Group, the UASI POCs identified the need for an all-hazards regional plan to articulate regional coordination and support processes and provide a framework integrating the existing discipline, jurisdictional and function-specific plans and agreements.

The Regional Multi-Agency Coordination System Concept of Operations (MACS ConOps) Task Force was formed in early 2011 to address these challenges. The Task Force was composed of senior officials from all five counties, representing emergency management, fire, law enforcement, medical, public health, public works, transportation, and utilities and supported by UASI staff. The Task Force first reviewed existing plans, practices and available regional and national models.

Recognizing the need for executive and political support for the project, the Task Force sought formal recognition from the newly formed Regional Disaster Preparedness Organization (RDPO). In 2012, the RDPO's Steering Committee formally charged the Task Force with developing the concept of operations.

The *Regional MACS ConOps Plan* was developed with extensive engagement and substantive input from local, state, and federal stakeholders. The following regional framework builds upon existing systems and agreements to enhance the region's coordination capabilities.

David Gassaway
Chair
Regional MACS ConOps Task Force
Regional Disaster Preparedness Organization

EXECUTIVE SUMMARY

Severe events like major winter storms, wildland-urban interface fires, earthquakes, and pandemics can create complex, cross-jurisdictional coordination challenges. Among those challenges are incident prioritization, scarce resource allocation, public message coordination, cross-jurisdiction information sharing, policy alignment, and resolution of common issues. The *Regional Multi-Agency Coordination System (MACS) Concept of Operations (ConOps) Plan (Plan)* addresses these challenges by creating a formal structure and process for cross-jurisdictional collaboration and coordination across the Portland metropolitan region, which includes Clackamas, Columbia, Multnomah and Washington counties in Oregon, and Clark County in Washington.

The *MACS ConOps Plan* describes a Regional Multi-Agency Coordination System that is flexible and scalable to meet incident needs and works with existing county emergency coordination centers to support incident command. It creates a method to provide support to one or more counties that are disproportionately affected by an emergency as well as a process for all counties to work together when all are affected. It also addresses the coordination needs expressed by regional entities including private utilities and hospital systems operating across the region.

The *MACS ConOps Plan* describes a collaborative framework. No jurisdiction or agency loses its authority. The *Plan* builds on existing plans, response systems, practices, and agreements, and operates within applicable statutes. It addresses topics such as public messaging, resource ordering, and integration with county-level coordination organizations, and establishes a decision-making Regional Multi-Agency Coordination (MAC) Group and MAC Support Organization. The *Plan* also describes a process for identifying appropriate MAC Group members and provides emergency management and other discipline leaders with factors to consider for MACS activation.

For Oregon counties, the *Plan* specifically moves decisions regarding the allocation of scarce resources from first come, first served-based decisions at the state level, to criteria-based consensus decisions at the regional level.

Acknowledgements

Development of the *Regional Multi-Agency Coordination System Concept of Operations Plan* could not have been accomplished without the dedication and support from members of the Regional MACS ConOps Task Force.

Members of the Regional MACS ConOps Task Force included:

- David Gassaway, Washington County, Chair
- Cheryl Bledsoe, Clark Regional Emergency Services Agency
- Dan Nibouar, Metro
- Dave Houghton, OQA, Past Chair
- Dave Ford, Portland General Electric
- Debbie Guerra, Pacific Power
- Denise Barrett, Regional Disaster Preparedness Organization
- Jason Gates, Multnomah County Sheriff's Office
- Joe Rizzi, Multnomah County Emergency Management
- Kathryn Richer, NW Oregon Health Preparedness Organization
- Lonny Welter, Columbia County Department of Transportation
- Merrill Gonterman, Portland Fire Bureau
- Mike McGuire, TriMet
- Nancy Bush, Clackamas County Emergency Management
- Ned Walls, Multnomah County Sheriff's Office
- Renate Garrison, Columbia County Emergency Management
- Scott Porter, Washington County Emergency Management Cooperative
- Steve Sallé, City of St. Helens Police Department

The Regional MACS ConOps Task Force would like to thank the following stakeholder groups for their invaluable insights into the planning process and content development:

- Clark County Fire Operations Group
- Columbia County's Homeland Security and Emergency Management Committee
- Fire Defense Boards of Clackamas, Columbia, Multnomah and Washington counties
- Law Enforcement Council of Clark and Skamania counties
- Law Enforcement Chiefs of East Multnomah County
- Washington County Tactical Advisory Committee
- Public Works, Marine and Civil Aviation, Public Health, and Public Information Officers Work Groups of the Regional Disaster Preparedness Organization
- Regional Emergency Management Technical Committee (REMTEC)
- Animal Services Multi-Agency Coordination (MAC) Group
- Health and Medical MAC Group
- Northwest Hospital Emergency Managers Committee
- Northwest Interagency Coordination Center

- Oregon Office of Emergency Management
- Oregon Office of the State Fire Marshal
- Oregon Health Authority
- Federal Executive Board

Thank you to the staff at the Multnomah County Emergency Coordination Center, Portland Bureau of Emergency Management, PacifiCorps and Albina Press for hosting the meeting spaces and stimulating creative thought.

PLAN DEVELOPMENT AND MAINTENANCE

The *Regional Multi-Agency Coordination System Concept of Operations Plan (Regional MACS ConOps Plan)* provides a framework for regional coordination within the Portland Metropolitan Region. Successful implementation of the Plan must include:

- Recruitment and training of qualified Regional Multi-Agency Coordination (MAC) Group Agency Representatives (AREPS). These AREPs should be nominated from within their respective counties. They should possess the following characteristics:
    - County senior executive (non-elected) knowledgeable of in-region resources and response capabilities;
    - Have sufficient authority and the ability to weigh multi-jurisdictional and multi-disciplinary policy implications with input from regional stakeholders of the MACS serving as subject matter experts (SMEs);
    - Fully authorized by either the agency to prioritize regional incidents, allocate scarce resources, recommend policy, and solve common issues;
    - Credible, trusted, strategic decision maker; and
    - Demonstrated ability to work effectively in an inter-disciplinary and/or inter-jurisdictional environment.
- Recruitment and training of qualified Regional MAC Group Coordinators.
- Development of a Regional MAC Group/Support Organization Handbook and associated group processes.
- Ongoing orientations to the *Regional MACS ConOps Plan* for regional stakeholders.
- Regular exercising of the *Regional MACS ConOps Plan*, Regional MAC Group, Regional MAC Support Organization, Regional Logistics Support Team, and Regional Joint Information Center, and incorporating lessons learned from these exercises.
- Securing locations to host a Regional Multi-Agency Coordination Center with memorandums of understanding and surveying them for their operational capabilities. These include the Northwest Interagency Coordination Center (NWCC) in southwest Portland and the county ECCs/EOCs in Clackamas, Clark, Multnomah, and Washington counties.
- Clarification of operational relationships between the Regional MACS and other coordination entities (e.g., Oregon State Emergency Coordination Center).
- Maintaining and configuring critical information management systems (e.g., WebEOC, OpsCenter) to support regional information sharing and the needs of the Regional MAC Group and Support Organization.

The *Plan* is not a static document. The Regional Disaster Preparedness Organization's Regional MACS Task Force is responsible for reviewing and overseeing implementation and maintenance of the *Regional MACS ConOps Plan*. Reporting to the RDPO's Steering Committee, the Task Force will review and revise the *Plan* periodically and whenever corrective actions are identified in written after action reports following exercises and/or actual incidents.

Comments and changes can be directed to David Gassaway, Emergency Management Coordinator, at David_Gassaway@co.washington.or.us or (503) 846-7583.

RECORD OF CHANGES

Date	Entered by	Change
10/2016	D. Gassaway	Eliminated Section 4 and Appendices E – G; content moved to Regional MAC Group and Support Organization Handbook
10/2016	D. Gassaway	Section 3 re-written to address roles of RLST and RJIS within the RMACS
10/2016	D. Gassaway	Editorial edits throughout Plan
08/2017	D. Gassaway	Editorial edits throughout Plan
08/2017	D. Gassaway	Section 3 updated to reflect county representative-based RMAC AREP concept
08/2017	D. Gassaway	Resource ordering diagram (pg 3-10) updated to clarify relationship between Oregon OEM and the RMAC Group

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SECTION 1 – INTRODUCTION

BACKGROUND

The Portland metropolitan region (PMR) encompasses Clackamas, Columbia, Multnomah, and Washington counties in Oregon and Clark County in Washington (Figure 1). The PMR has a population of nearly 2.1 million. Its residents, businesses and public agencies depend on multiple interconnected and inter-dependent systems, including multi-modal transportation, fuel and energy distribution, electric utilities, water and wastewater, communication, and health care. Emergency response agencies are generally organized locally by discipline, agency and jurisdiction. Intra-county response coordination is often conducted between agencies or, in some cases, through city and/or county emergency operations or coordination centers.

However, the region is subject to events that can cross county boundaries, including earthquakes, pandemics, winter storms, floods, and wildfires. These events can create complex inter-county coordination challenges for emergency response organizations, including alignment of policies, coordination of public communications, regional situation analysis, resource allocation and management, information sharing, and resolution of common issues. Locally organized emergency response systems can be significantly challenged when coordinating across county boundaries. Regionally organized hospital systems have sought a regional approach to resource issues. Private utilities have asked for a regional point of coordination to identify service restoration priorities because their systems often cross county boundaries.

Figure 1: *Portland Metropolitan Region*

The *Regional Multi-Agency Coordination System Concept of Operations Plan (Regional MACS ConOps Plan or Plan*) addresses these challenges by defining a framework for coordination among counties, counties and their respective states, multi-county "regional" entities, and select federal agencies to support a regional response and the transition to recovery within the PMR. It describes a system for regional situation analysis and decision-making in complex, prolonged response environments. The *Plan* also provides a mechanism for scarce resource allocation decision-making at the regional level, rather than state level. It facilitates cross-jurisdictional/cross-discipline policy alignment and coordinated public communication as well as provides a method to make criteria-based decisions for the effective allocation of scarce available resources.   The *Regional MACS ConOps Plan* is designed to ensure that existing PMR emergency coordination systems in multiple counties work together effectively during incident response and recovery. This *Plan* complies and is consistent with the National Incident Management System (NIMS) and National Response Framework (NRF).

The *Regional MACS ConOps Plan* builds on existing plans and emergency response systems and places relevant plans in the context of a response to an event within the region. The *Plan* is informed by the accomplishments of the Oregon Healthcare Preparedness Organization Region 1 Health/Medical and Public Health MAC Groups during the 2009 H1N1 influenza pandemic. The *Plan* was developed through a collaboration of regional, county, discipline-specific (fire, health, law enforcement, and public works), and private organization reps under the umbrella of the Regional Disaster Preparedness Organization (RDPO).

The RDPO is a partnership of government agencies and private and non-profit organizations in the Portland metropolitan region working together to build and maintain regional all-hazards disaster preparedness capabilities through coordinated planning, training, and exercising, and investment in technology and specialized equipment.

The work of the RDPO is conducted and coordinated through a well-defined structure of committees and work groups, including Policy, Steering and Program committees, discipline-specific work groups, and cross-discipline task forces.

PURPOSE

The *Regional MACS ConOps Plan* provides an all-hazards framework for collaboration, coordination and decision-making among response and support entities during regional emergencies and complex planned events in the Portland metropolitan region (PMR).

OBJECTIVES

Specifically, the *Plan*:
- Defines the scalable regional Multi-agency Coordination System (MACS) and identifies entities/facilities that coordinate within the system;
- Identifies circumstances during which the *Plan* may be implemented;
- Defines decision points, authorities, and processes for *Plan* activation;
- Establishes and provides the framework for Regional Multi-Agency Coordination (MAC) Group and MAC Group Support Organization (MSO) composition, operation, and administration; and

- Specifies procedures/processes for regional:
  - o Incident prioritization;
  - o Scarce resource allocation;
  - o Policy coordination;
  - o Identification and resolution of issues common to all parties in a response;
  - o Information sharing;
  - o Public messaging;
  - o Strategic actions in anticipation of future event-related needs; and
  - o Interaction with other state and regional coordination entities and systems.

The *Regional MACS ConOps Plan* does not supersede or exclude any existing plans or emergency response systems; rather, it places relevant plans in the context of a response to an event within the region. More specifically, it does not address, or supersede, local roles, responsibilities, and authorities or procedures for:
- Tactical operations and incident command;
- Agency-specific response activities;
- County-based coordination systems;
- Use of mutual aid; or
- Resource ordering.

SCOPE AND APPLICABILITY

The *Regional MACS ConOps Plan* is applicable in a natural or human-caused emergency or planned event when it either impacts more than one county or generates the need within a single-impacted county for external support from other counties within the PMR. This includes supporting response and initial recovery operations.

Situations when the *Regional MACS ConOps Plan* may be activated include:
- Planning for large or high profile public gatherings (e.g., protests, sporting competitions with regional implications, etc.).
- More than one county becomes involved in response to the same incident (e.g., earthquake, pandemic).
- The incident could expand rapidly beyond one county and involve cascading events (e.g., wildfire generating large evacuations).
- Events outside the region requiring regional multi-agency coordination and/or support (e.g., 2005 Hurricane Katrina evacuation).
- Intelligence indicates threatened or imminent incidents such as mass in-migration, health and medical emergencies, civil unrest, or weather-related natural disasters.
- A single county identifies the need for additional support to abate an emergency.

KEY SUPPORTING CONCEPTS

Key concepts upon which the *Regional MACS ConOps Plan* rests are as follows.

- Incident Command System (ICS): The ICS provides a consistent, integrated framework for the management of all incidents. Key ICS concepts include limited span of control, incident action planning, management by objective, and modular organization. ICS organizations use five functional sections: command, operations, logistics, planning/intelligence, and finance/administration. Command is the directing, ordering, or controlling by virtue of explicit authority.
- Multi-Agency Coordination System (MACS): In support of the ICS, a MACS provides the architecture to sustain coordination for incident prioritization, critical resource allocation, communications system integration, and information coordination. The system may include facilities, equipment, coordinating entities (e.g., County Emergency Coordination Centers (ECCs)), personnel, procedures, and communications.
- Multi-Agency Coordination Group (MAC Group): A MAC Group may be convened to prioritize incidents, allocate scarce resources, recommend regional policy, resolve common issues, and develop strategic guidance in support of incident command. It consists of authorized agency and/or discipline representatives. The PMR MAC Group is further defined in *Section 3* of this Plan.
- Joint Information System (JIS): A JIS 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 multiple Incident Commanders (IC) and/or the MAC Group; advising the ICs and/or MAC Group 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.
- Mutual Aid: Mutual aid is a means for a jurisdiction to provide resources, facilities, services, and other required support to another jurisdiction during an incident.
- National Response Framework (NRF): One of five preparedness frameworks reflecting the mission areas within Presidential Policy Directive – 8, the NRF is a guide to national all-hazards incident response. The framework, which is coordinated by the U.S. Department of Homeland Security, is built upon flexible, scalable, and adaptable coordinating structures to align key roles and responsibilities across the nation. It is intended to capture specific authorities and best practices for managing incidents ranging from the serious but strictly local, to large-scale terrorist attacks and catastrophic natural disasters. It features an approach that:
  - Integrates a wide range of emergency management disciplines into a unified structure;
  - Describes the roles and responsibilities of federal agencies in emergency response and the organization of those agencies into Emergency Support Functions (ESFs);
  - Provides the structure and mechanisms for national-level policy and operational direction; and
  - Provides the framework for federal interaction with state, local, and tribal governments, the private sector, and non-governmental organizations.

PLANNING ASSUMPTIONS AND CONSIDERATIONS

The *Regional MACS ConOps Plan* is based on the following development and implementation assumptions.

- Emergencies will be managed at the lowest possible level. Local governments have primary responsibility for emergency response activities within their jurisdictions; county and regional MAC systems will support local jurisdictions through their respective counties.
- Most day-to-day emergency response is handled effectively by local response agencies and does not require regional support or coordination. Activation of the Regional MACS will be limited to less common, more complex, emergencies.
- A regional event can exceed the emergency response capabilities of individual counties. Additional resources from inside and outside the region may be required to achieve an effective response.
- Emergencies or disasters that affect multiple counties and involve multiple emergency response disciplines require significant inter-jurisdictional and interdisciplinary coordination, including close coordination among counties, mutual aid systems, and other emergency response entities.
- Activation or enhancement of regional coordination systems may not occur immediately after the onset of the emergency; local response will occur in the absence of regional coordination.
- During a regional event, competing demands for resources may require the prioritization of scarce resource requests at the regional level. The Clark Regional MAC Group and Washington State Emergency Management Division will address scarce resource requests originating out of Clark County. In the absence of regional prioritization of scarce resources, orders submitted to the Oregon State ECC will be filled on a first come, first served basis as resources are available.
- A catastrophic event in the PMR will exceed the emergency response capabilities of the PMR and the states. Additional resources will be required from other states and/or the Federal Government to achieve an effective response.
- A catastrophic event will significantly delay the activation and resourcing of a regional multi-agency coordination system.
- During a catastrophic event, the Federal Government will implement the National Response Framework and may implement the Federal Catastrophic Incident Supplement. State and local governments will manage the emergency response in accordance with NIMS. The Federal Government will provide resources to support the emergency response.
- A shared media market and cross-jurisdictional policy and response issues will incentivize jurisdictions in Oregon and Washington to collaborate with each other during a regional event.
- The presence or absence of an emergency declaration by a county or state or disaster declaration by the Federal Government will not impede activation of the *Regional MACS ConOps Plan*.

SECTION 2 – SITUATION

HAZARDS FACING THE PMR

The Portland metropolitan region is vulnerable to a number of natural and technological hazards due to its geographic location, aging infrastructure, and population density. This vulnerability is amplified by the fact that the region serves as a major hub for international trade, liquid fuel distribution, and rail and river freight service. It is home to an international airport and international business offices, and is a center for culture and the arts.

Any of the hazards below can precipitate an incident that could result in significant local and regional impact.

- Natural Hazards
    - Earthquake (including local faults or the Cascadia subduction zone)
    - Flood
    - Pandemic
    - Volcanic Eruption
    - Wildland Fire
    - Wind Storm
    - Winter Storm
- Human-Caused Hazards
    - Large chemical release
    - Detonation of large explosive device
    - Dispersal of radiological materials
    - Dispersal of biological agents, such as aerosol anthrax
    - Detonation of an improvised nuclear device

When incidents spawned by these hazards occur, they may disrupt infrastructure (e.g., transportation, utility, and communications), societal functions (e.g., government, community services and the marketplace) and the well-being of the population across the region (e.g., illness, injury, death, and displacement). Emergency response and coordination systems exist to address these shared impacts.

EXISTING EMERGENCY COORDINATION SYSTEMS

Emergency coordination systems exist at many different levels within the PMR.

COUNTY LEVEL COORDINATION

Responsibility for coordination within a county lies at the county level. Each county's emergency management program supports its local coordination system as well as intra- and inter-county mutual aid systems. Key elements of local coordination systems include county and city Emergency Operations Centers (EOC)/Emergency Coordination Centers (ECC), Department Operations Centers (DOC), on-scene commands, dispatch centers, policy groups, and MAC Groups. Counties are responsible for

utilizing all available local and mutual aid resources prior to requesting assistance from the state and asking for a state emergency declaration. Two key coordination points within each county are the County ECC/EOC and the Fire Defense Board.

- County ECC/EOC. Each county supports either an ECC or EOC. The County ECC/EOC is the primary facility for management of county—and oversight of countywide—activities and coordination. It establishes strategic goals for county and countywide activities, manages resources and information, and coordinates with the state and other outside agencies. The county serves as the focal point for submitting resource requests to the state.

- Fire Defense Board. Fire departments within Oregon and Washington are organized into fire defense boards. Within Oregon, fire defense boards are organized by county in order to enhance mutual aid, ensure consistency within the fire service, and act to create stronger individual fire departments and districts. Within Washington, fire defense boards are organized by region. In Clark County, the Clark County Fire Chiefs Association coordinates with the Southwest Washington Regional Fire Defense Board (Clark, Cowlitz, Skamania, and Wahkiakum Counties).

  In addition to providing mutual aid support to neighboring jurisdictions, fire defense boards support statewide mobilization of fire resources. The legal mechanism invoked to support the mobilization and the complexity of the incident influence how coordination occurs with county and state agencies. If a state of emergency has not been declared, fire defense board chiefs (SW Washington Regional Fire Resource Coordinator) may work directly with their respective Office of the State Fire Marshal (OSFM) to request and provide firefighting assistance under the auspices of either the Oregon Conflagration Act or Washington State Fire Service Mobilization of the Revised Code of Washington[1].

  Once a state of emergency has been declared, the OSFM integrates into the State ECC/EOC operation to better facilitate coordination, tasking[2], and reimbursement processes. Fire defense boards route subsequent resource orders via the respective County ECC/EOC to the State ECC/EOC and OSFM.

REGIONAL LEVEL COORDINATION

The PMR is home to a combination of regional agencies and organizations, emergency response discipline-specific coordination groups, and coordination systems, all of which span multiple counties.

REGIONAL AGENCIES/ORGANIZATIONS

Many regional service providers and lifeline system operators regularly engage in regional coordination, both day-to-day and in emergencies. Regional service providers, including emergency services agencies and organizations, encompass healthcare systems (e.g., Kaiser Permanente, Providence Health and Services, Legacy Health), special districts (e.g., Tualatin Valley Fire & Rescue, Metro), and non-governmental organizations (e.g., Red Cross). Others operate regional lifeline systems such as transportation (e.g., TriMet, Port of Portland), communications (e.g., Comcast, Verizon), energy (e.g., NW

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[1] See ORS 476.510 Conflagration Act and RCW 43.43.961 Mobilization Plan Legislation
[2] See ORS 401.165 Declaration of state of emergency; procedures

Natural, Williams Pipeline), and electrical (e.g., Pacific Power, PGE). These agencies and organizations routinely maintain formal and informal working relationships with local, state, and/or federal levels of government.

In addition to the RDPO previously described in *Section 1*, the NW Oregon Health Preparedness Organization (HPO Region 1) serves to enhance regional healthcare system emergency preparedness efforts. The HPO is a regional planning collaboration of hospitals and health systems, local and state public health, county emergency management, emergency medical services, medical societies, safety net clinics, and behavioral health. The HPO works to ensure that northwest Oregon is prepared and responds effectively and efficiently to large-scale health emergencies that have impacts across institutional and jurisdictional lines. It serves Oregon Healthcare Preparedness Region 1 (HPR1): Clackamas, Clatsop, Columbia, Multnomah, Tillamook, and Washington Counties. SW Washington Region IV (described below) actively participates in HPO activities.

REGIONAL DISCIPLINE-SPECIFIC COORDINATION GROUPS

Agencies and organizations from a single emergency response discipline (e.g., fire, health/medical, law enforcement, public works) actively coordinate with each other across county boundaries. Some conduct ongoing coordination and others activate only during inter-county emergencies. Existing discipline-specific coordination groups include:

- HPR1 Health/ Medical MAC Group: During emergencies with significant regional impacts, the HPR1 Health/Medical MAC Group provides a structure for public health and healthcare leaders to come together to provide:
    - Regional representation and participation in incident prioritization decisions related to a strained healthcare delivery system;
    - Ethically-based regional strategies related to the allocation/re-allocation of scarce critical resources;
    - Proposed altered standards of care and alternative care systems;
    - Community mitigation approaches to limit transmission of disease in the community; and
    - Consistent and accurate information concerning the health emergency within the region.

    It is composed of health department administrators/health officers, hospital administrators, and community clinical representatives within Oregon Healthcare Preparedness Region 1 and SW Washington Region IV.

- Regional Public Health Leadership Group: The Regional Public Health Leadership Group explores ongoing opportunities for natural regionalization and develops public health goals, activities, policies, procedures, and protocols among Clackamas, Multnomah, Washington, Columbia, and Clark County public health agencies. It is composed of the county public health directors and health officers. During a public health emergency, it may act as a Public Health MAC Group to allocate scarce public health resources. It may determine, prioritize and assign common public health approaches and policies where regional collaboration is strategic and beneficial. If this group activates as a MAC Group while the Health/Medical MAC Group is also activated, the groups' coordinators collaborate to ensure clarity of roles and responsibilities.

- Animal Services MAC Group: The Animal Services MAC Group, composed of county animal services managers, coordinates issues related to animal sheltering and care across all counties within the PMR.

- Regional Hospital: Regional Hospital (RH) is the hospital in the PMR designated to coordinate the medical community during a regional emergency. RH provides a unified response from hospitals, EMS agencies and health departments with regard to regional emergencies involving mass casualties. It coordinates EMS patient distribution amongst hospitals during mass casualty incidents and when zone management is required due to a number of hospitals needing to divert patients due to overwhelmed emergency departments. RH maintains information about hospital capabilities; coordinates communications between hospitals, EMS agencies and public health; and collects information about the emergency to update served agencies. Although located at Oregon Health and Sciences University (OHSU), RH does not represent OHSU or any other specific hospital; it is a neutral party engaged in coordinating regional health community assets.

ESTABLISHED REGIONAL COORDINATION PROCESSES AND SYSTEMS

The PMR has a combination of regional geographic and functional coordination systems and processes that guide inter-county interactions of regional stakeholders in terms of information sharing and resource ordering.

- SW Washington Region IV: The state of Washington has established nine regions to provide planning and coordination support for the all-hazards environment. Region IV encompasses Clark, Cowlitz, Skamania, and Wahkiakum Counties. Clark Regional Emergency Services Agency (CRESA), headquartered in Vancouver, WA, serves as the coordination office within Region IV. This includes supporting a MACS as well as a MAC Group. The Clark Regional MAC Group is composed of county commissioners, sheriffs, and elected officials from the impacted municipalities. During an emergency, it handles scarce resource allocation within Region IV. CRESA forwards unfilled resource requests to Washington State EMD on behalf of Region IV member counties. The Clark County Public Health Preparedness Unit serves as the coordinator for public health agencies within Region IV.

- Information Sharing: Stakeholders within the PMR regularly communicate with each other via informal (e.g., e-mail, conference calls, websites, meetings) and formal means (e.g., approved situation reports and press releases). Supporting formal communication among agencies during regional emergencies is WebEOC, a web-based critical information management system. It enables the sharing of situation status information, critical documentation, status of ECCs/EOCs, and other intelligence to help create a regional common operating picture.

- Regional Joint Information System: Supporting communications with the public, the RDPO's Public Information Officers Work Group (PIO WG) maintains the regional joint information system (R-JIS) for the five counties within the PMR. Per the *Portland Urban Area Regional Emergency Public Information Concept of Operations (ConOps) Plan*, this regional system integrates incident information and public affairs from multiple organizations into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely, and complete information to the public and other stakeholders. Key elements of this scalable and continually active system include a cadre of trained PIOs from local, county, regional, state, private, and non-governmental

agencies; a regional joint information center (R-JIC); and a public facing website (publicalerts.org) to provide emergency information. The PIOs report to the agency administrators whom they represent.

- Resource Ordering (Figure 2): Incident Command requests resources through its dispatch center using routine procedures. When resources available through dispatch centers are exhausted or are anticipated to be exhausted, resource requests are submitted to the jurisdiction's emergency management agency which may or may not activate its ECC/EOC. If the ECC/EOC is not able to fill the requests, the unfilled portion is relayed to the next higher ECC/EOC (typically the county ECC/EOC). Resource requests not filled from within the impacted county or from that county's mutual aid network are submitted to the appropriate state for action. The State ECC triages and, if appropriate, approves the order before tasking a state agency to fill the order, seeks the resource via mutual aid, or submits a request to FEMA for tasking to the appropriate federal agency. Any of these ordering points may acquire resources from the private sector using normal or emergency purchasing powers[3].

  A city and county may choose to have a written agreement which will allow a regional agency to place resource orders directly with the county and bypass the city. In the absence of such an agreement:
    o A regional agency (e.g., TriMet) submits orders for its system-wide needs through the city ECC/EOC in which its headquarters is located
    o For facility-specific needs, a regional agency places orders through the city ECC/EOC in which the facility is located

  If a city-county agreement is in place, regional agencies can place orders directly with the county ECC/EOC in lieu of the city in both of the situations described above.

  The Regional Logistics Support Team (RLST) supplements resource ordering systems within the PMR. The RLST assists the Logistics Section in one or more impacted or supporting county EOCs with resource acquisitions. Per the *Regional Logistics Support Plan,* the RLST, whose membership is drawn from agencies across the PMR, is deployed upon request of a county.

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[3] Under rare circumstances, Oregon's Governor may control, restrict or regulate certain resources during a declared state of emergency under ORS 401.188 Management of resources during emergency
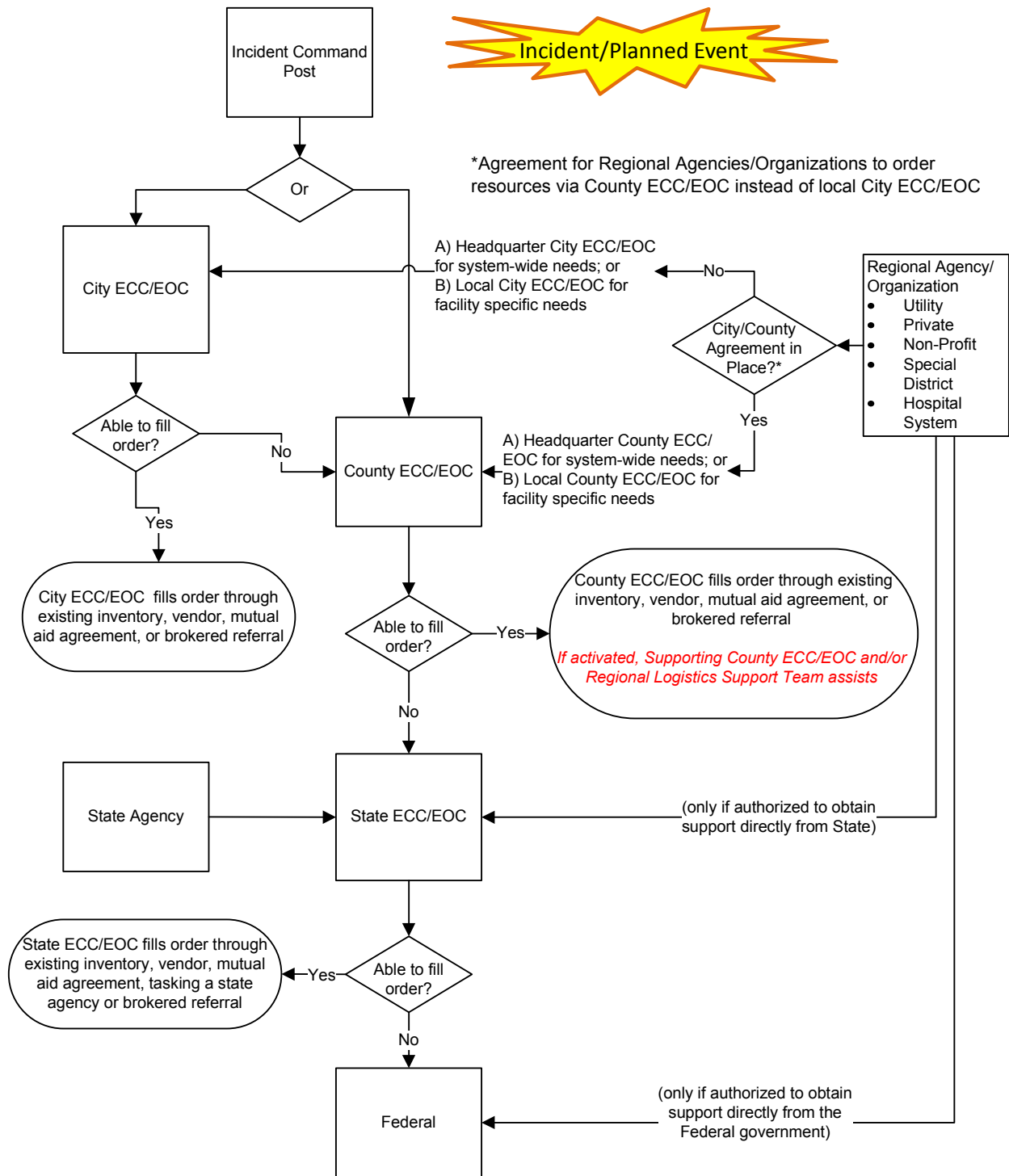
Figure 2: *Established Resource Ordering Processes*

STATE LEVEL COORDINATION

The Oregon Office of Emergency Management (OEM) and the State of Washington's Emergency Management Division (EMD) are both responsible for coordinating and facilitating private sector and

governmental efforts to prevent, prepare for, respond to, and recover from emergencies throughout their respective states. Both maintain statewide coordination systems which include state Emergency Coordination Centers (ECCs). The ECC is the single point of contact for an integrated state response, including requests from the counties for resources and requests to the Federal Government for assistance. The purpose of the ECC is to provide a centralized location where state officials may coordinate activities, provide support, and implement direction from the Governor. The primary responsibility of the ECC is to provide information, policy direction, and resource coordination in response to a major emergency or disaster.

Some state agencies maintain Agency Operations Centers (AOC), the location or locations from which the agencies control their resources and operations. Most state agencies have a single AOC; some have several regional AOCs. Examples of AOCs in Oregon include the Oregon Health Authority, Oregon Department of Transportation, Oregon Department of Energy, and Oregon State Fire Marshal. Examples within Washington include: Washington State Office of the State Fire Marshal, Washington State Department of Transportation and Washington State Department of Health.

Oregon OEM and Washington EMD coordinate with each other on a regular basis through formal and informal means. Both are signatories to the Pacific Northwest Emergency Management Arrangement (PNEMA) and the national Emergency Management Assistance Compact (EMAC) (see *Appendix D: Mutual Aid Systems/Agreements* for details).

FEDERAL LEVEL COORDINATION

Many federal agencies maintain offices within the PMR and work closely with local, county, regional, and state agencies to coordinate their response to emergencies. Federal agencies in the region may respond by:

- Taking immediate action to protect their own facilities and personnel, or to respond to emergencies on lands for which they are responsible (federal law enforcement personnel, for example, may take action to secure federal buildings);
- Taking immediate action to save lives, protect public safety, and protect property;
- Taking action pursuant to agreements with local jurisdictions to provide emergency services or resources in an emergency event or disaster; and/or
- Taking action under their own emergency response authority (the U.S. Environmental Protection Agency, for example, has the authority to respond to oil spills and hazardous materials incidents).

In the event a Presidential Disaster Declaration is made under the Robert T. Stafford Act [4], formal channels are established to request assistance from federal agencies. All requests for assistance must go through the state.

Examples of in-region federal agencies that may respond under their own authority or to preserve life and protect the public's safety are:
- U.S. Coast Guard, for search and rescue, law enforcement, and oil and hazardous materials response

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[4] Robert T. Stafford Disaster Relief and Emergency Assistance Act as amended in 2013 authorizes the Federal Government to provide assistance in emergency and disasters when state and local capabilities are exceeded

- U.S. Army Corps of Engineers, Portland District, to fight floods and make repairs to flood control structures
- Department of Veterans Affairs, for hospital services
- U.S. Environmental Protection Agency, Region X, for oil and hazardous materials response
- Federal Aviation Administration, for the coordination of air transportation
- U.S. Forest Service (USFS) and Bureau of Land Management (BLM) for search and rescue, law enforcement, wildland fire, structural fire, and flood response
- United States Geologic Survey (USGS), Cascades Volcano Observatory, and National Weather Service (NWS) issue warnings to protect life and property
- Federal Bureau of Investigation (FBI), for terrorism incident response

Federal agencies that may coordinate law enforcement operations with local governments include:
- Bureau of Alcohol, Tobacco, Firearms, and Explosives
- Drug Enforcement Administration
- Federal Protective Service
- U.S. Attorney's Office, District of Oregon
- U.S. Customs and Border Protection
- U.S. Immigration and Customs Enforcement
- U.S. Marshals Service
- U.S. Secret Service
- U.S. Forest Service

Some federal agencies have established centers to enhance coordination with other federal, state, and local agencies during emergencies.

- The FBI Joint Operations Center (JOC) is an interagency command post established by the FBI to manage terrorist threats or incidents and law enforcement investigative and intelligence activities. The JOC coordinates the necessary interagency law enforcement assets required to prepare for, respond to and resolve the threat or incident with state, tribal and local law enforcement agencies.
- Northwest Interagency Coordination Center (NWCC) is the Geographic Area Coordination Center for the Northwest Region, which includes the states of Oregon and Washington. Located in Portland, OR, the NWCC serves as the focal point for interagency resource coordination, logistics support, aviation support, and predictive services for all state and federal agencies involved in wildland fire management and suppression in the region.

MACS ConOps Related Regional Plans and Guidance Documents

Many regional plans and procedures inform the *Regional MACS ConOps Plan*.
- *REMG Information Sharing and Policy Coordination Procedure (2008)*
- *HPR1 Health/Medical Multi-Agency Coordination (MAC) Group Handbook (2013)*
- *Healthcare Preparedness Region 1 Response Guide (2012)*
- *Portland Region Animal Shelter Plan (2010)*
- *Portland Urban Area Regional Emergency Public Information Concept of Operations (ConOps) Plan (2015)*
- *Regional Utility Coordination Plan (2005)*

- *Disaster Debris Management Framework (2014)*
- *Memorandum of Understanding: Emergency Transportation Route Post-Earthquake Damage Assessment and Coordination Portland, Oregon/ Vancouver, Washington Regional Area (2005)*
- *Mount Hood Coordination Plan (2013)*
- *State of Oregon Emergency Management Plan (2013)*
- *Oregon Cascadia Subduction Zone Catastrophic Response Plan (2012)*
- *Oregon Crisis Care Guidance (2013)*
- *Oregon State Energy Assurance Plan (2012)*
- *Portland Urban Area Regional Logistics Support Plan (2010)*
- *Portland UASI Region Tactical Interoperable Communications Plan (TICP) (2011)*
- *Washington State Comprehensive Emergency Management Plan – Basic Plan (2011)*
- *(Washington) Region IV Regional MAC Group Procedure (2011)*
- *(Washington) Region IV Public Health Emergency Response Plan (2011)*

A complete list of plans informing the *Regional MACS ConOps Plan* is contained in *Appendix B*.

AUTHORITIES, REGULATIONS, AND REQUIREMENTS

The *Regional MACS ConOps Plan* is consistent with, or complies with, applicable national and state emergency management systems and plans, in particular the:
- *State of Oregon Emergency Operations Plan*
- *Washington State Comprehensive Emergency Management Plan*
- *National Incident Management System*
- *Presidential Policy Directive/PPD – 8: National Preparedness*
- *National Response Framework*

The following are the specific authorities, regulations, and requirements that form the background for the *Regional MACS ConOps Plan*:
- Oregon Revised Statutes (ORS), Chapter 401, Emergency Management and Services
- ORS Chapter 402, Emergency Mutual Assistance Agreements
- ORS Chapter 190, Cooperation of Governmental Units; State Census; Arbitration
- ORS Section 190.472, Mutual interstate law enforcement assistance agreements
- ORS Section 476.510, Protection from Fire (Conflagration Act)
- Title 38, Revised Code of Washington (RCW), Militia and Military Affairs
- Washington Administrative Code (WAC) 118.30, Emergency Management
- Chapter 39.34, RCW, Interlocal Cooperation Act
- Section 10.93.130, RCW, Contracting Authority of Law Enforcement Agencies
- Section 43.43.960-975, RCW, State Fire Services Mobilization
- Robert T. Stafford Disaster Relief and Emergency Assistance Act

Additional detail is contained within *Appendix C: Authorities and Regulations*.

MUTUAL AID

Mutual aid is a 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. The following regional and state-level mutual aid systems support the regional MACS.

- (Regional) *Agreement for the Sharing of EOC Personnel (2017)*
- *Oregon State Fire Service Mobilization Plan (2017)*
- (Oregon) *Omnibus Inter-County Mutual Aid Agreement (2010)*
- *Washington State Fire Resource Mobilization Plan (2009; rev. 2017)*
- (Washington) *SW Region Mobilization Plan (2008; rev. 2017)*
- *Washington Mutual Aid Compact (WAMAC) (Revised Code of Washington 38.56 Intrastate Mutual Aid System)*
- (Regional) *Master Interlocal Mutual Aid Agreement - Law Enforcement Assistance Agreement (2013)*
- (Regional) *Hospital/Health System Facility Emergency Mutual Aid Memorandum of Understanding*
- *(Oregon) Managing Oregon Resource Efficiently (MORE) Intergovernmental Agreement (2013)*
- *Oregon Water/Wastewater Agency Response Network (ORWARN)*
- *Oregon Intrastate Mutual Aid Agreement (ORS 402) (2017)*
- (National) *Emergency Management Assistance Compact (EMAC)*
- (International) *Pacific Northwest Emergency Management Arrangement (PNEMA)*

Additional detail is contained within *Appendix D: Mutual Aid Systems/Agreements.*

SECTION 3 – CONCEPT OF OPERATIONS

THE REGIONAL MACS

The Regional MACS is a combination of facilities, people, organizational structures, and processes that extends across county boundaries within the PMR. It links components of existing county-level coordination systems into regional and state processes. Key elements of the regional MACS include:

- Regional MAC Group;
- Regional MAC Support Organization;
- Regional Discipline-Specific MAC Groups;
- SW Washington Region IV MAC Group;
- County ECCs/EOCs;
- Regional Logistics Support Team; and
- Regional Joint Information System.

The Regional MACS interconnects regional entities that include governmental agencies (e.g., TriMet, Port of Portland, TVF&R, Metro), non-governmental organizations (e.g., Red Cross) and private sector businesses (e.g., PGE, Northwest Natural, Legacy Health Systems). State agencies (e.g., emergency management, state fire marshal, public health) link into the MACS as well.

Many Regional MACS coordination entities (e.g., county emergency management offices, fire defense boards) and systems (e.g., Regional JIS, resource ordering) are continually active at varying levels. These entities and systems are dynamic and may expand without formal activation. The Regional MACS also contains components that can be intentionally activated at the time of a regional emergency (e.g., Regional MAC Group, Regional MAC Support Organization). The situation and needs of the impacted counties and agencies should dictate which components are either expanded or formally activated. The Regional MACS may be expanded/activated with or without a county or state emergency declaration.

ACTIVATION AND DECISION POINTS

REGIONAL ACTIVATION MODES

The *Regional MACS ConOps Plan* anticipates activation of MACS support and coordination components and processes ("elements") appropriate for the event, up to and including activation of a decision-making Regional MAC Group. Like NIMS, the approaches to implementing the Regional MACS differ depending on the incident nature, scope, complexity, and regional impact, and range from minimal support to active coordination, as represented in the continuum in Figure 3 below.
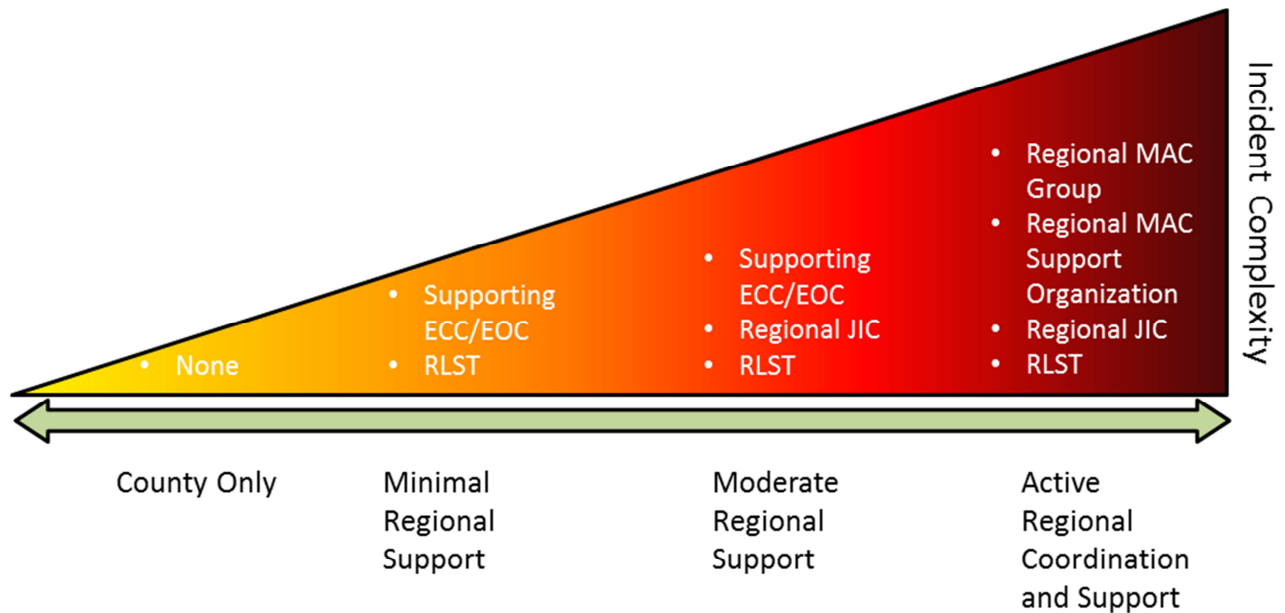
Figure 3: *Incident Complexity and Potential Regional Elements Employed*

When a single county (or in some cases, more than one county) is primarily affected, elements such as a supporting ECC/EOC and/or the RLST and/or Regional JIC can be activated.

When multi-county coordination and decision-making is needed, the Regional MAC Group and its Regional MAC Support Organization can be activated as well.

When a single response discipline has primary responsibility, these Regional MACS elements can provide additional capacity to ensure coordination and support within the discipline and with assisting organizations.

REGIONAL SUPPORT FOR COUNTIES

When a single county is impacted by an emergency and its internal coordination systems are overwhelmed (e.g., 2007 flood in Columbia County) generating the need for effective coordination and support from the region, non-impacted counties may provide support. See *Overview of Operations* below for more detail.

In some cases, more than one county may need this type of support. One objective of the Regional MACS is to provide an efficient means of supporting the impacted county or counties.

REGIONAL COORDINATION AMONG COUNTIES

When an emergency impacts multiple counties and regional coordination gaps have been identified (see *Activating the Regional MACS* below), regional (cross-county) coordination may include:
- Incident prioritization;
- Scarce resource allocation;
- Policy coordination or development of policy recommendations;
- Common issue resolution;

- Resource acquisition assistance; and/or
- Alignment of public messaging.

These regional coordination processes may operate in conjunction with the support elements identified above.

ACTIVATING THE REGIONAL MACS

When the need for regional support of a county or counties is identified, the county emergency manager(s) or designee(s) of the impacted county or counties may request assistance from the other county emergency managers within the PMR. The other county emergency managers should determine which of their agencies will serve as a single point of coordination. Based on the situation and needs of the impacted county(ies), the county emergency managers should also determine which of the appropriate regional support elements to activate or enhance.

When the need for coordination among counties arises and the event is expected to last for an extended period, any senior official, agency administrator, emergency manager, or incident commander may contact her/his respective county emergency manager to request activation of a Regional MAC Group and/or one or more regional coordination components. Regional agencies should contact the emergency manager of the county in which the agency's headquarters is located to make the request. Requests for activation should be made proactively due to the time required to activate regional coordination components.

The county emergency manager should evaluate the activation request with other PMR county emergency managers or designees, appropriate discipline-specific experts and agency administrators.

This collaborative discussion should include the following items, at a minimum, to determine what action to take:
1. Which county emergency manager, agency administrator, senior official, or incident commander made a request for enhanced regional coordination?
2. What is the nature of the event and description of need for regional components?
3. Is the event/incident expected to last more than 24 hours?
4. What are the current or potential drivers and issues that justify activation of regional support and/or coordination?
5. Are the circumstances of the emergency so overwhelming (e.g., catastrophic earthquake) that it precludes activation of the Regional MAC Group?

The following may prompt activation of a Regional MAC Group:
1. Are regional infrastructure system (e.g., road, water, utility, medical care) providers looking for guidance on when or where to prioritize restoration efforts?
2. Is there, or is there anticipated to be, a need for coordination and/or development of regional policy?
3. Is there, or is there anticipated to be, a need to prioritize incidents?
4. Is there, or is there anticipated to be, competition for scarce resources among the four Oregon counties within the PMR or with counties outside the PMR?
5. Are there, or are there anticipated to be, common issues generated by the incident among counties that need resolution?
6. Is there, or is there anticipated to be, a need for resource acquisition support?

7. Does public message coordination need to take placeacross the PMR?
8. Has a discipline-specific MAC Group identified a need for broader discipline involvement?
9. Other: For example, evidence of inefficient or ineffective use of resources within the region.

Based on the discussion and considerations above, a consensus decision will be reached on the action to take (none, monitor the situation, or a partial or full activation of regional MACS components).

If activation is the chosen course of action, the following should be determined:
- Initial MACS objectives and action plan;
- Identification of regional coordination processes that are already in place and/or are needed for supporting the regional response (e.g., regional joint information system, regional resource ordering system); and
- If a decision is made to activate a Regional MAC Group, the county emergency managers and subject matter experts and/or agency administrators should:
  o Identify and task a Regional MAC Group Coordinator;
  o Identify the initial members of the Regional MAC Group with the understanding that the Regional MAC Group should modify its membership as needed. (See *Regional MAC Group Composition* below);
  o Identify the subject matter experts (e.g. , discipline-specific MAC Group or other discipline representatives; utility or health care representative; weather experts) who should be brought in to advise the Regional MAC Group; and
  o Work with the MAC Group Coordinator to determine the initial mode of Regional MAC Group activation and operation (i.e., physical or virtual.)

NOTIFICATION

Following the discussion, the county emergency managers, discipline-specific representatives and agency administrators should notify their respective counties, regional agencies, incident commanders, Oregon and/or Washington State ECCs, assisting and cooperating agencies, and regional MACS elements already in operation. This notification should include:
- Which Regional MACS elements are activated;
- Mission of each element; and
- Primary point of contact and contact information for each element.

REGIONAL SUPPORT FOR IMPACTED COUNTY/COUNTIES

OVERVIEW OF OPERATIONS

Regional support may involve activating a non-impacted County ECC/EOC to assist the impacted county(ies) and add capacity to regional coordination processes and systems already in place. Depending on the needs of the impacted county's/counties' ECC(s)/EOC(s), this supporting county ECC/EOC may provide assistance through:
- Serving as a coordination point on behalf of the impacted county ECC(s)/EOC(s) for mutual aid requests to the un-impacted counties and other regional entities;
- Identifying resource suppliers/providers;
- Housing the RLST and/or other elements of the Regional MACS (e.g., Regional JIC); and/or

- Providing other supporting roles/functions as agreed upon at the time of the emergency.

The supporting county ECC/EOC does not assume authority. The impacted county(ies) retain(s) full responsibility and authority for incident prioritization, resource allocation, policy making and modification, resolution of internal issues, and public messaging within their counties.

Regional support may also involve the Regional Lead Public Information Officer Group enhancing the Regional Joint Information System to support the impacted county(ies). This may take the form of actively enhancing coordination and communication among PIOs in the region and/or supporting mutual aid requests from the impacted county(ies). See the *Portland Metropolitan Region Emergency Public Information Concept of Operations Plan* for more details.

REGIONAL COORDINATION

OVERVIEW OF OPERATIONS

The Regional MAC System builds upon established regional coordination processes and systems already in place (see *Section 2: Situation*), incorporating a Regional MAC Group, Regional MAC Support Organization, Regional Joint Information System, and Regional Logistics Support Team.

REGIONAL MAC GROUP

COMPOSITION

The initial Regional MAC Group will consist of a core group of senior executive (non-elected) county representatives. It can be expanded based on incident needs. These agency representatives (AREPS) must be recognized as having sufficient authority and the ability to weigh multi-jurisdictional and multi-disciplinary policy implications with input from regional stakeholders of the MACS serving as subject matter experts (SMEs.) These SMEs will offer recommendations to decision makers on needs, capabilities and options. They may provide subject matter expertise and intelligence and/or information regarding incidents and articulate service/infrastructure restoration needs. SMEs may come from response disciplines and/or public or private assisting and cooperating agencies and organizations, including regional service/infrastructure system providers. SMEs may attend MAC Group meetings to provide technical input or gain information, but will not participate in the decision-making process.

Each agency may have no more than one AREP on the Regional MAC Group but the agency may bring in other agency personnel to assist the Regional MAC Support Organization according to workload. An AREP should have a delegation of authority from her/his agency.

If the MAC Group is expanded, an approximate group size of six to ten is optimal for a rapid consensus-based decision-making process. A larger group may be appropriate for planned events or slow-moving regional emergencies. While particular jurisdictions may be impacted, the focus of this group is on inter-county coordination.

Membership considerations for the Regional MACG and SMEs should include:
- Impacted jurisdictions;

- Incident complexity;
- Urgency of related decision-making processes; and
- Response discipline(s) with primary responsibility to abate the emergency or that are disproportionately affected by it.

An activated Regional MAC Group may adjust its composition of SMEs based on changes in the situation. For example: a prolonged snow storm impacting only Clackamas and Multnomah counties might require a Regional MAC Group with public works SMEs. As secondary effects develop and the event becomes more complex, the MAC Group may transition to one with public works, health and human services and fire SMEs.

When multiple response disciplines have significant responsibility to abate and/or are significantly impacted by the emergency, the Regional MAC Group would utilize SMEs from multiple disciplines and/or county-based geographic areas. Examples of incidents for this situation include earthquakes, large hazardous material releases, long-term snow and ice storms, and major floods.

Once recovery efforts commence, the Regional MAC Group initially formed to coordinate response may change its membership to better coordinate at least the initial stages of recovery.

MISSION

The activated Regional MAC Group provides:
- Regional representation and participation in incident prioritization decisions related to strained emergency response systems;
- Allocation decisions for scarce resources based on incident prioritization and allocation criteria;
- Management of consistent, accurate regional information concerning the emergency through communication of Regional MAC Group decisions;
- Recommendations for regional policies and amendments to existing policies;
- Resolution of emergency-related common issues within the region; and
- Strategic guidance in anticipation of future needs.

MAC GROUP AREP ROLES AND RESPONSIBILITIES

- Prioritize incidents using established prioritization criteria and the best available situation analysis information;
- Allocate available scarce resources based on incident prioritization and related criteria including the most effective and efficient use of those resources;
- Propose amended or new policies for Agency Administrator approval;
- Communicate Regional MAC Group decisions to Agency Administrators and activated county ECCs/EOCs;
- Keep coordination partners (e.g., state fire marshal, state emergency management), assisting agencies (e.g., National Guard, federal agencies), landowner interest groups, and the public informed of the regional situation and of Regional MAC Group decisions;
- Maintain a dialogue with the County ECCs/EOCs, State ECCs, response disciplines committing resources to the incident, regional agencies, and others, when necessary;
- Participate in strategic planning discussions; and
- Commit to engaging in all Regional MAC Group discussions and responsibilities.

MAC GROUP AREP EXPECTATIONS

- Operate based on established policies and agreements; and
- Integrate an ethical framework into decision making on policy recommendations, issue resolution, incident prioritization, and resource allocations. (See *Ethical Framework for Decision Making* below).

DECISION-MAKING APPROACH

CONSENSUS-BASED

The Regional MAC Group will make decisions by consensus. Consensus is defined as the group agreeing on a decision or position to be presented that is supported by all group members. Reaching consensus does not necessarily mean the agreed-upon decision is every group member's first choice, but it represents the best decision that all members will support. The ethical framework, incident prioritization criteria, and members' best professional judgment will guide these decisions.

ETHICAL FRAMEWORK FOR DECISION MAKING

The Ethical Framework for Decision Making ("ethical framework') is a tool for framing Regional MAC Group deliberations utilizing four core principles. These principles provide a foundation for specific decisions about policy recommendations, common issue resolution, incident prioritization, and scarce resource allocation during an emergency response.

See the *Regional MAC Group and Support Organization Handbook* for further details on the ethical framework.

RELATIONSHIP WITH OTHER REGIONAL MAC GROUPS

Due to their related coordination roles and responsibilities, the Regional MAC Group should maintain relationships with any other activated MAC groups including regional discipline-specific MAC groups and the SW Washington Region IV MAC Group.

REGIONAL DISCIPLINE-SPECIFIC MAC GROUPS AND OTHER COORDINATION GROUPS

Two formally named, single-discipline MAC Groups operate in the PMR – HPR1 Health and Medical MAC Group and Animal Services MAC Group – as well as established discipline coordination groups like county fire defense boards. When a multi-disciplinary Regional MAC Group is activated, it may request an Advisor from one/both of these types of groups. When serving as an Advisor, that person's input into the decisions of the Regional MAC Group should be guided by priorities of his/her single discipline group.

If a regional policy or issue is specific to the single-discipline coordination/MAC Group, then that single discipline coordination/MAC Group should advise the Regional MAC Group of their actions (e.g., the Health and Medical MAC Group would address the allocation of pediatric medications among hospitals.)

SW WASHINGTON REGION IV MAC GROUP

Any policy, common issue, scarce resource allocation or other issue generated by the SW Washington Regional IV MAC Group requiring the attention of the Regional MAC Group should be submitted by the Clark Regional EOC. Participation of any SW Washington Region IV MAC AREP on the Regional MAC Group should be based on whether or not Clark County has responsibility for abating the emergency or is disproportionately affected by it.

REGIONAL MAC SUPPORT ORGANIZATION

The Regional MAC Support Organization (MSO) is responsible for supporting the Regional MAC Group with situation status, critical resource status, internal logistics, communications system integration, technical specialists, information sharing, and public information. Managed by the Regional MAC Group Coordinator, the workload of the Regional MAC Support Organization (MSO) will define its composition and size.

See the *Regional MAC Group and Support Organization Handbook* for more detail on its operations.

REGIONAL JOINT INFORMATION SYSTEM

The Regional Joint Information System (R-JIS), led by the Regional Lead PIO Group, will

- Coordinate public information related to a regional incident;
- Establish a Regional Joint Information Center (R-JIC), if needed;
- Establish a public inquiry center through 211info or other means to meet the public demand for information; and/or
- Mobilize the Oregon Virtual Operations Support Team to perform specific social media tasks in support of emergency management and disaster recovery efforts.

The Regional MAC Group PIO will work closely with the Regional Lead PIO and Regional Joint Information Center (R-JIC) (if activated) to coordinate the development and dissemination of public information concerning Regional MAC Group decisions. The Regional MAC Group PIO will suggest overall policy direction for emergency public information to the Regional MAC Group and leverage the protocols, resources, and systems within the R-JIS to disseminate Regional MAC Group decisions to the public. The R-JIC will provide messaging guidance to the Regional MAC Group and obtain approval from the Regional MAC Group for message content involving Regional MAC Group decisions and operations.

Responsibility for coordinating approval of non-Regional MAC Group message content remains with the respective Agency Administrators and/or Incident Commanders or discipline-specific MAC Group.

See the *Portland Metropolitan Region Emergency Public Information Concept of Operations Plan* for more information on Regional JIS operations.

REGIONAL LOGISTICS SUPPORT TEAM

The RLST can support one or more affected county ECCs/EOCs by assisting them in locating, brokering and/or ordering resources. The RLST serves as the ordering point for mutual aid assistance coming from un-impacted or less-impacted jurisdictions and agencies in the PMR. If authorized by the requesting county EOC/ECC, the RLST may also assist in requesting resources from the State ECC.

If the Regional MACG and MSO are activated, the RLST will also identify regionally scarce resources and report them to the MACG. The MACG will then prioritize the allocation of those resources and the RLST can support implementation of those allocation decisions.

The RLST will work closely with the County ECCs/EOCs Logistics Sections and/or Regional MSO's Planning Section to fulfill their responsibilities.

See the *Portland Urban Area Regional Logistics Support Plan* and *Regional MAC Group and Support Organization Handbook* for more information on RLST operations and interface with the Regional MAC Group.

Regional MAC System Processes

PRIORITIZATION OF INCIDENTS

The Regional MAC Group and MAC Support Organization are expected to take the following approach to establishing regional priorities:
1. Review the county-specific priorities submitted to the Regional MAC Group Coordinator by county ECCs/EOCs; Note: each county is considered a single incident
2. Incorporate the priorities for restoration of regional lifeline systems
3. Prioritize the incidents (organized by county) utilizing the pre-identified and circulated criteria for prioritizing regional incidents

For further information on this process, see the *Regional MAC Group and Support Organization Handbook.*

As stated within the Ethical Framework for Decision Making, transparent decision-making criteria are critical. For that reason, individuals who become AREPs of the Regional MAC Group should confirm the baseline incident prioritization criteria and circulate it prior to activation. The baseline criteria are Life and Safety, Lifelines, Resource and Property Issues, and Incident Scope and Duration. See the *Regional MAC Group and Support Organization Handbook* for additional information.

Based on the nature of the incident, prioritization criteria may be removed from consideration by the Regional MAC Group if they are not applicable. Additional criteria may be developed as well. Changes/deletions to the incident prioritization criteria should be shared so the decision-making process is transparent to interested parties.

For details on the regional prioritization process, see the *Regional MAC Group and Support Organization Handbook.*
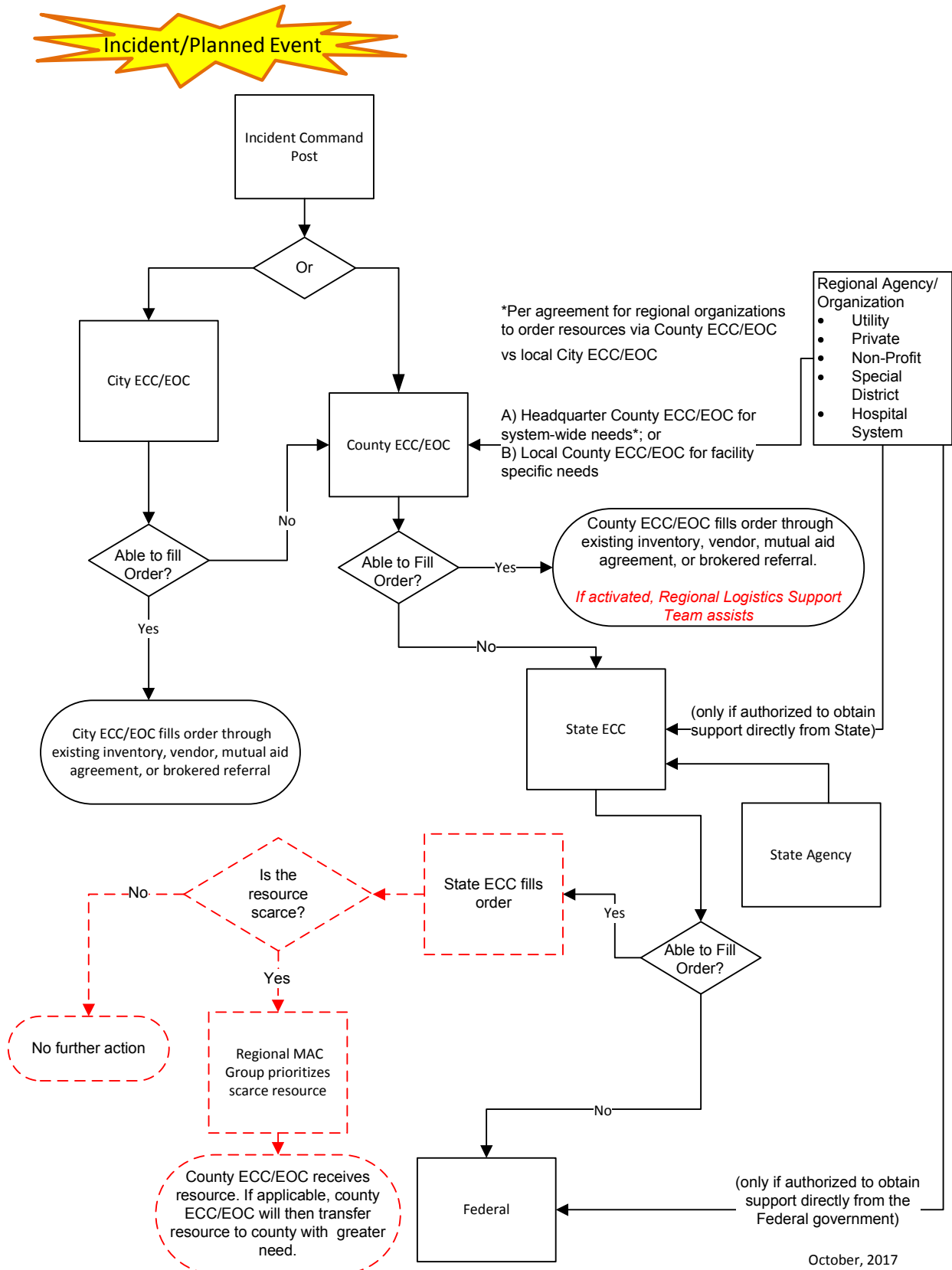
SCARCE RESOURCE ALLOCATION PROCESS (OREGON)

Figure 4: *Resource Ordering within Oregon with a Regional MACG*

Neither the Regional MAC Group nor the MAC Support Organization will serve as a resource ordering point. County ECCs/EOCs will continue to serve as the conduit to their respective State ECC for resource orders. Generally, fulfillment of resource requests submitted by County ECCs/EOCs to the Oregon State ECC occurs without Regional MAC Group involvement.

However, multiple incidents across multiple counties may generate a demand that exceeds supply for the same resources for the next operational period. When this occurs, the Regional MAC Group will assume responsibility for allocating the scarce resources. These scarce resources may come from the federal or state governments, local governments in or out of the impacted counties, non-governmental organizations, and/or the private sector.

Agencies may make their own resources available to others, but in no case will the Regional MAC Group unilaterally "take" resources owned by an agency.

IDENTIFICATION OF SCARCE RESOURCES

The fact that a resource is or is anticipated to be scarce may be brought to the attention of the Regional MAC Support Organization by a number of regional stakeholders, via monitoring of a critical information sharing system (e.g., WebEOC, OpsCenter), or discussion with the Oregon State ECC or AOCs. In addition to demand exceeding supply within the PMR, after declaring a State of Emergency, the Governor may declare that a resource is scarce[5].

The Regional MAC Group will act on the need to prioritize scarce resource order requests if:

1) The MSO Planning Section or the RLST have recognized that demand for a resource within the PMR has exceeded supply; or
2) Regional stakeholders have made a request for an allocation decision of an in-region resource (recognized as having been acquired for or tasked with supporting regional response) and the custodian of the resource is willing to have it re-allocated (e.g., mobile water treatment system.)

ALLOCATION OF SCARCE RESOURCES

Once incidents have been prioritized, the Regional MAC Group will allocate scarce resources based on the following factors:
- The regional prioritization score;
- Scarce resource allocation criteria developed by the MAC Group – as an example the criteria could include:
    o The latest situation status and intelligence reports informing the probability of the effective use of the resources to abate the emergency;
    o The availability of appropriate support for use of the resources;
    o The number of lives saved or property protected; and
- Professional judgment.

The Regional MAC Support Organization will inform the requesting county ECCs/EOCs (and Oregon State ECC) of the allocation decisions.

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[5] See ORS 401.188 Management of resources during emergency

See the *Regional MAC Group and Support Organization Handbook* for additional detail on the allocation process.

SCARCE RESOURCE REDISTRIBUTION

Once the allocation decisions have been made, the county ECC/EOC that originally requested the scarce resource will take delivery of that resource. The dynamics of a complex incident (e.g. wildfire) may later cause another county to have a higher need for that resource. If applicable, the county ECC/EOC will then transfer the resource to the county with the greater need.

See the *Regional Multi-Agency Coordination Group and Support Organization Handbook* for further detail on the distribution process.

SCARCE RESOURCE ALLOCATION PROCESS (WASHINGTON)

When a request for a scarce resource is generated within Clark County, it should be forwarded to the Clark Regional MAC Group and then, if needed, to the Washington State EMD for prioritization and fulfillment without involvement from the Regional MAC Group.

REGIONAL POLICY RECOMMENDATIONS

Incidents may require short-term implementation of, modification of, or relief from, specific policies, procedures, and protocols (e.g., curfews, use of N95 masks). While local jurisdictions continue to create and carry out policies, regional coordination of incident-related policies is sometimes needed. If the Regional MAC Group members are asked to draft or amend a regional policy for Agency Administrator approval, they will first ensure that:
- The policy need is common to jurisdictions/organizations involved; and
- They are the appropriate body to draft or amend the policy for approval.

Policy recommendations should be made in the context of the ethical framework.

After a policy recommendation or amendment has been drafted, AREPs will work with their respective Agency Administrators for approval and convey such policy recommendation(s) to the MAC Group Coordinator.

If such policy recommendation(s) is/are adopted, local jurisdictions and agencies shall retain responsibility for policy implementation.

IDENTIFICATION AND RESOLUTION OF COMMON ISSUES

Issues with functioning of the regional coordination system or incident response which are not policy questions may be identified for resolution at the regional level. Examples include: synchronization of operational periods, common ways to deal with concerned citizens or interest groups, content of situation status reports, and need for common standards for logistics, financial or administrative processes across incidents. These issues may be identified by the Regional MAC Group, the Regional MAC Support Organization, a single-discipline MAC Group, the R-JIC, or a state or federal agency, or come to the

Regional MAC Group via a County ECC/EOC. Issues presented to the Regional MAC Group for resolution must meet the following criteria prior to consideration:

- The issue must be common to all counties or incidents involved;
- The issue must be germane to the present emergency or event; and
- The issue is within the Regional MAC Group's responsibility to resolve.

Issue resolution should be developed in the context of the ethical framework.

COMMUNICATING REGIONAL MAC GROUP DECISIONS

All official Regional MAC Group decisions will be printed and signed by the Regional MAC Group AREPs.

See the *Regional Multi-Agency Coordination Group and Support Organization Handbook* for further detail on the process.

REQUESTING RECONSIDERATION OF REGIONAL MAC GROUP DECISIONS

Agency Administrators should route, in writing, issues or concerns about Regional MAC Group decisions through their AREPs to the Regional MAC Group Coordinator for further discussion and review.

REGIONAL INFORMATION SHARING

Regional stakeholders should continue to share information with each other via their standard or backup processes and communication channels (e.g., WebEOC, e-mail, teleconferences). In addition, the Regional MAC Group Coordinator will be included in the distribution of information, and will serve as the point of contact for information receipt for the Regional MAC Group. Regional stakeholders are encouraged to share:

- Approved critical documentation (e.g., situation reports, press releases, incident action plans, local incident-specific policy documents, declarations); and
- Information with regional significance (e.g., events impacting multiple jurisdictions, significant commitment of resources, major lifeline impacts, significant loss of life/injuries, regional political implications).

Regional decision products produced by the Regional MAC Support Organization will be shared with appropriate regional stakeholders.

REGIONAL SITUATION STATUS

Developing a robust, timely and accurate common operating picture during an incident is critical to coordination of an effective regional response. The Regional MAC Support Organization will collect and synthesize critical information from a variety of sources to form a regional assessment of the emergency situation.

See the *Regional Multi-Agency Coordination Group and Support Organization Handbook* for further detail on the process.

REGIONAL STRATEGIC (CONTINGENCY) PLANNING

The Regional MAC Group and MAC Support Organization will work to identify and create strategic guidance and direction from a regional perspective to support incident management activities for medium and long-term response issues that impact multiple response efforts. Examples include regionally projected resource shortages (e.g., fuel, staff), duplication of effort due to close proximity of response activities (e.g., establishing shelters near one another but in two different counties), contingency planning (e.g., evacuation identified areas within the region), and anticipation of strategic actions to support future recovery needs.

Any guidance resulting from a selected strategy will be communicated to incident management teams or incident commanders via their respective County ECC/EOC.

DEMOBILIZATION

The Regional MAC Group will adjourn when incident prioritization, scarce resource allocation, regional policy recommendations, regional public messaging, and reconciliation of common issues are no longer needed.

The intent to demobilize will be communicated to all regional stakeholders in writing through the Regional MAC Support Organization.

CONTINUITY OF OPERATIONS

If operations of the Regional MAC Group and/or Regional MAC Support Organization are disrupted to the point where their essential functions can no longer be carried out, members of the Regional MAC Group, the Regional MAC Group Coordinator, and county emergency managers will discuss and evaluate potential courses of action. Once a decision is made and course of action identified, all regional stakeholders will be notified in writing via the Regional MAC Support Organization.

APPENDIX A – DEFINITIONS AND TERMS

Access and Functional Needs (AFN): Refers to people who may need additional assistance before, during and after a disaster in functional areas including, but not limited to: communication, transportation/evacuation, health, maintaining independence, support, and safety. Persons with disabilities and others with access and functional needs include those with developmental/intellectual disabilities, blind/low vision, deaf/hard of hearing, mobility, injuries, chronic health conditions, older adults, and children. Other populations who may need additional assistance include people from diverse cultures, have limited English proficiency, non-English speaking, or are transportation disadvantaged. This population may include people who may feel they cannot comfortably or safely access and use the standard resources offered during a disaster. For ADA definitions, see the ADA website at http://www.ada.gov/. In addition, local jurisdictions may have their own definition of people with access and functional needs that may expand beyond the federal definition.

Agency: A division of government with a specific function offering a particular kind of assistance. In the Incident Command System, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance).

Agency Administrator(AREP): Chief executive officer (or designee) of the agency or jurisdiction that has responsibility for the incident.

AOC: Agency Operations Center. Discipline/agency-specific, off-incident facility that provides direction, coordination and/or support for an incident.

Agency Representative: A person assigned to a multi-agency coordination group (MACG) by a primary, assisting, or cooperating state, local, or tribal government agency or private entity that has been delegated authority to make decisions affecting that agency's or organization's participation in incident management activities following appropriate consultation with the leadership of that agency.

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

Command Staff: In an incident management organization, the Command Staff consists of the Incident Commander and the special staff positions of Public Information Officer, Safety Officer, Liaison Officer, and other positions as required, who report directly to the Incident Commander. They may have an assistant or assistants, as needed.

Committed Resource: Resources committed to an incident. Also, resources held in reserve to meet a jurisdiction or agency's draw-down requirement may fall into the committed category when considering availability for mutual aid deployment.

Common Operating Picture: A single identical display of relevant operational information shared by more than one command, agency or emergency operations center/emergency coordination center. A common operating picture facilitates collaborative planning and helps incident responders achieve situational awareness.

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

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

Critical Resource: A resource ordered by more than one incident commander, and the total resource order cannot be filled to meet the requested deployment time for all the Incident Commanders. Also known as a scarce resource.

Discipline-Specific Multi-Agency Coordinating Group: A collaboration of agencies from a single emergency response discipline (e.g., fire, health/medical, law enforcement, public works) that actively coordinate with each other during inter-county emergencies.

Disaster Declaration: Under the Stafford Act, a "disaster declaration" is made upon a state Governor's request, FEMA processing, and Presidential Declaration when an event is seen to overwhelm state and local governmental response capabilities. A federal disaster declaration brings the physical and financial resources of the federal government to bear to mitigate the impacts of the disaster.

DOC: Department Operations Center. Discipline/agency-specific, off-incident facility that provides direction, coordination and/or support for an incident.

ECC: Emergency Coordination Center. A physical location at which the coordination of information and resources to support incident management (on-scene operations) activities normally takes place.

EOC: Emergency Operations Center. A physical location at which the coordination of information and resources to support incident management (on-scene operations) activities normally takes place. These actions include resource, information and interagency coordination. Unlike an ECC, the EOC may also direct field resources (e.g., damage assessment teams) not assigned to another supported entity such as an Incident Command Post or DOC. It may also have access to its own agency resources and can typically allocate/reallocate those resources without deference to another entity like a DOC or AOC.

EMAC: Emergency Management Assistance Compact. A nationally adopted interstate mutual aid agreement (MAA) that enables states and territories to share resources during times of disaster.

EMD: Emergency Management Division. The state of Washington's Emergency Management Division located at Camp Murray.

FDB: Fire Defense Board. Comprised of fire protection agencies and organized by county, FDBs enhance mutual aid, ensure consistency within the fire service, support statewide fire resource mobilization efforts, and act to create stronger individual fire departments and districts.

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.

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

Host ECC: A county ECC or EOC which has agreed to physically host all or some of the regional MACS components (e.g., Regional MACC, Regional MACG, R-JIC, RLST).

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

ICS: Incident Command System. A standardized organizational structure used to command, control, and coordinate the use of resources and personnel that have responded to the scene of an emergency. The concepts and principles for ICS include common terminology, modular organization, integrated communication, unified command structure, consolidated action plan, manageable span of control, designated incident facilities, and comprehensive resource management.

IMT: Incident Management Team. An organization of overhead personnel operating within the Incident Command System with responsibility for the management of resources to effectively accomplish objectives determined for an incident, under the direction of the Incident Commander.

Lifelines: Public works and utility systems that provide basic life support services such as communications, electrical power, gas and liquid fuels, transportation, and water and sewer systems.

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

MACC: Multi-Agency Coordination Center. A physical location where agencies and organizations responding to an incident coordinate incident prioritization, critical resource allocation, communications systems integration and information coordination. MACCs are part of a multi-agency coordination system, elements of which include facilities, equipment, personnel, procedures and communications. Emergency operations centers (EOCs) and emergency coordination centers (ECCs) are examples of MACCs.

MAC Group: Multi-Agency Coordination Group (MACG). Administrators/executives, or their appointed representatives, with jurisdictional, functional or significant supportive responsibilities in an incident or incidents and authority to commit agency resources and funds, who are brought together during a regional emergency. The group can provide coordinated decision making and resource allocation among cooperating agencies, and may establish priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities. Regional MAC Group membership may vary during emergencies and will be tailored to the jurisdictions and agencies impacted by the event.

MAC Group Coordinator: Multi-Agency Coordination Group Coordinator. The Coordinator serves as the MAC Group business facilitator and helps direct its mission. The Coordinator is not an Agency Representative who participates in the decision making process.

MACS: Multi-Agency Coordination System. A system that provides the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. MAC systems assist agencies and organizations responding to an incident. The elements of a MAC system include facilities, equipment, personnel, procedures, and communications.

MAC Support Organization: Multi-Agency Coordination Support Organization. The staff responsible for supporting the MACG with situation status, resource status, internal logistics, communications system integration, technical expertise, information sharing, and public information.

Mutual Aid 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 Preparedness Goal: A goal contained within Presidential Policy Directive 8 establishing measurable priorities, targets, and a common approach to developing needed capabilities (combinations of resources that provide the means to achieve a measurable outcome from the performance of one or more critical tasks).

National Response Framework: A guide to how the Nation conducts all-hazards incident management. It is built upon flexible, scalable, and adaptable coordinating structures to align key roles and responsibilities across the Nation. It is intended to capture specific authorities and best practices for managing incidents that range from the serious but purely local, to large-scale terrorist attacks or catastrophic natural disasters.

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

OEM: Oregon Emergency Management. The state of Oregon's Office of Emergency Management located in Salem.

PIO: Public Information Officer. The individual or staff responsible for interfacing with the public and media and with other agencies with incident-related information requirements.

Planning Section: The ICS section responsible for the collection, evaluation, and dissemination of operational information related to the incident, and for the preparation and documentation of the IAP. This section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

PMR: Portland Metropolitan Region. The metropolitan area spanning Clackamas, Columbia, Multnomah, and Washington counties in Oregon and Clark County in Washington.

Policy Group: A group of local elected officials and/or senior administrators, or designees, and supporting staff which provides overall incident strategy and priorities, and policy-setting to their respective IMTs and ECCs/EOCs.

Regional Agency: A public entity whose jurisdiction or operating area includes all or parts of two or more counties within the PMR.

Regional Emergency: A condition of disaster or of extreme peril to the safety of persons and property caused by such conditions as air pollution, fire, flood, hazardous material incident, storm, epidemic, riot, drought, sudden and severe energy shortage, plant or animal infestations or disease, earthquake or other conditions, and which impacts more than one county within the PMR. The term "emergency" is used interchangeably with disaster, major disaster, and planned event.

Regional Organization: A private or non-profit entity whose jurisdiction or operating area includes all or parts of two or more counties within the PMR.

Resources: Personnel, teams, equipment, and facilities available or potentially available to be assigned to incidents.

RDPO: Regional Disaster Preparedness Organization. The Regional Disaster Preparedness Organization (RDPO) is a partnership of government agencies, non-governmental organizations, and private-sector stakeholders in the Portland Metropolitan Region collaborating to increase the region's resiliency to disasters.

Regional MACC: Regional Multi-Agency Coordination Center. A physical location where agencies and organizations coordinate incident prioritization, scarce available resource allocation, communications systems integration and information coordination. Key components include the Regional MAC Group and Regional MAC Support Organization (MSO). Its location is based on need and availability.

R-JIC: Regional Joint Information Center. A regional location attached to a multi-agency coordination center (MACC) where public information officials gather to collaborate on and coordinate the release of emergency public information. The R-JIC serves as an information hub for the media and public to receive emergency information from a regional perspective.

R-JIS: Regional Joint Information System. The public information system coordinating the delivery of information to the public as a single region during a crisis. This structure 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.

Regional Stakeholder: Any group or organization affected by and having a vested interest in the regional incident and/or the response operation.

RLST: Regional Logistics Support Team. A team of individuals that assist the Logistics Section in one or more impacted or supporting county ECCs/EOCs with acquiring regional and state resources during the period when the *Regional Logistics Support Plan* is activated.

Scarce Resource: A resource ordered by more than one incident commander, and the total resource order cannot be filled to meet the requested deployment time for all the Incident Commanders. Also known as a critical resource.

SME: Subject Matter Expert. A representative of a response discipline, public or private assisting or cooperating agency or organization invited by a multi-agency coordination group (MACG) to provide

recommendations to decision makers on needs, capabilities and options. He/she may provide subject matter expertise, intelligence and/or information regarding incidents, and articulate service/infrastructure restoration needs. A SME does not participate in the decision-making process.

Strategic Planning: The process by which requirements are generated, long-range goals, priorities, and responsibilities are agreed upon, and performance and effectiveness measures are developed and applied in order to execute regional policy. Within NIMS and ICS, strategic planning is the development of alternatives (strategies) to support the Agency Administrator or incident objectives.

Supporting ECC/EOC: An ECC or EOC whose function during a regional emergency is to provide support to one or more impacted county ECCs/EOCs.

APPENDIX B – PLANS INFORMING THE REGIONAL MACS CONOPS

Title	Topics	Users
City of Portland Basic Emergency Operations Plan (2013)	• Provides a framework for how Portland prepares for, reduces the risk of, responds to, and recovers from emergencies.	• City of Portland
Clackamas County Emergency Operations Plan (2011)	• Describes how Clackamas County will organize and respond to emergencies and disasters in the community.	• Agencies within Clackamas County
Clark Regional Comprehensive Emergency Management Plan (2009 draft)	• Describes how Clark County, its cities, and its partnering agencies will prepare for, respond to, recover from, and mitigate emergencies.	• Agencies within Clark County
Columbia County Emergency Operations Plan (2013)	• Establishes guidance for Columbia County's actions during response to, and short-term recovery from, major emergencies or disasters.	• Agencies within Columbia County
Health/Medical Multi-Agency Coordination (MAC) Group Handbook (2010)	• Provides the framework for MAC Group activities during a public health emergency with significant regional impacts in Oregon's Healthcare Preparedness Region 1 and Washington's Region IV.	• Hospitals and health systems within the PMR
Healthcare Preparedness Region 1 Response Guide (2012)	• Provides an orientation to the region's overall medical response to a large-scale health emergency. Describes the regional concept of operations, healthcare capabilities, resources, and communication approaches.	• Hospitals, clinics, and other healthcare providers within Clackamas, Clatsop, Columbia, Multnomah, Tillamook, and Washington counties
Memorandum of Understanding Emergency Transportation Route Post-Earthquake Damage Assessment and Coordination Portland, Oregon/ Vancouver, Washington Regional Area (2005)	• Guides the post-earthquake assessment of pre-identified emergency transportation routes in the Portland, Oregon/ Vancouver, Washington regional area.	• Public works and transportation agencies
Mount Hood Coordination Plan (2005)	• Coordinates efforts among governmental agencies in the event of volcanic unrest at Mount Hood, Oregon.	• Jurisdictions immediately surrounding Mt. Hood

Title	Topics	Users
Multnomah County Emergency Operations Plan (2010)	• Establishes guidance for Multnomah County's actions during response to major emergencies or disasters.	• Agencies within Multnomah County
National Response Framework	• Provides guidance on how the Nation conducts all hazard responses.	• All agencies
Oregon Cascadia Subduction Zone Catastrophic Response Plan (2012)	• Delineates the policies, procedures, and organization the Oregon Office of Emergency Management (OEM) uses when activating the State Emergency Coordination Center in response to a catastrophic Cascadia Subduction Zone earthquake and resulting tsunami.	• Agencies within Oregon
Oregon Crisis Care Guidance (2013)	• Establishes a framework with criteria, processes, values, and guidance for allocation of scarce medical resources.	• Medical and public health workers and institutions within Oregon
Oregon Healthcare Preparedness Region 1 Regional Communications Guide (2011)	• Outlines a regional concept of operations and communications plan for interactions between Regional Hospital and EMS providers, public health agencies, and other hospitals in NW Oregon and SW Washington.	• Hospitals, EMS providers, public health agencies
Oregon State Energy Assurance Plan (2012)	• Provides an overview of the energy infrastructure, risks to the state energy lifelines, and the state's approach to restore fuel, power, and natural gas should an emergency occur.	• All agencies
Oregon State Fire Service Mobilization Plan (2017)	• All-hazard based plan used to mobilize fire resources to any incident beyond local fire service capabilities that are necessary to protect life, property, and the environment.	• Fire Defense Boards
Oregon Statewide Communications Interoperability Plan (2008)	• Serves as the reference and roadmap for stakeholders regarding public safety wireless voice and data interoperability in the state.	• All Oregon response agencies
Portland Local Energy Assurance Plan (2012)	• Provides an overview of energy assurance challenges within Portland with many implications for the region due to interdependencies.	• City of Portland

Title	Topics	Users
Portland Region Animal Shelter Plan (2010)	• Provides the framework for activating and operating temporary regional shelters for companion and service animals when county shelter and care capabilities are overwhelmed.	• County animal services managers
Portland UASI Region Tactical Interoperable Communications Plan (TICP) (2011)	• Documents the interoperable communications resources available within the urban area, who controls each resource, and what rules of use or operational procedures exist for the activation and deactivation of each resource.	• All disciplines in the PMR
Portland Urban Area Regional Emergency Public Information Concept of Operations (ConOps) Plan (2016)	• Provides implementing procedures for the operation of a regional joint information system (R-JIS) in the event of a disaster.	• Public Information Officers (PIOs)
Portland Urban Area Regional Logistics Support Plan (2010)	• Describes how the Portland Metropolitan Region will coordinate in an emergency to provide resource support to impacted jurisdictions. It documents how an ordering system will be set up at the request of one or more impacted jurisdictions.	• All disciplines in the PMR
Region IV Public Health Emergency Response Plan (2011)	• To ensure a safe and well-coordinated response to protect the health, safety, and quality of life of the residents in Clark, Cowlitz, Skamania, and Wahkiakum Counties (Region IV Public Health) in a public health emergency.	• Public health agencies within Clark, Cowlitz, Skamania, and Wahkiakum counties in Washington
Region IV Regional MAC Group Procedure (2011)	• Describes how the Region IV MAC Group provides coordinated policy direction during an emergency that impacts multiple counties in Region IV.	• Clark, Cowlitz, Skamania, and Wahkiakum counties in Washington
Regional Utility Coordination Plan (2005)	• Outlines procedures for coordination between local governments and regional utility providers in the Portland metropolitan area during emergency response and recovery operations.	• Regional utility providers • Counties in the PMR
REMG Information Sharing and Policy Coordination Procedure (2008)	• Provides a framework for elected officials within jurisdictions that are party to the Regional Emergency Management Group (REMG) Intergovernmental Agreement (IGA) to a) share incident information and concerns; and b) coordinate incident-related policies (if needed).	• Emergency management and elected officials

Title	Topics	Users
State of Oregon Emergency Operations Plan (2013)	• Describes the roles and responsibilities of state agencies in addressing emergency response and recovery missions in a coordinated manner with local, tribal, and federal agencies, and establishes a program for comprehensive emergency management. It documents the agreements and procedures of state agencies as they respond to and assist local response in managing the effects of major emergencies and disasters.	• All agencies within Oregon
Oregon Fuel Action Plan (2017)	• The Oregon Fuel Action Plan outlines how the Oregon Department of Energy (ODOE) would respond in an emergency that could affect access to fuel. The Plan addresses how ODOE would access gasoline and diesel in Oregon, and how we would distribute fuel to state emergency services such as law enforcement, fire, and medical services, and to essential service providers that include utilities, telecommunications, public works, public transit, and sanitation services.	• All agencies within Oregon
SW Washington Region Fire Defense Mobilization Plan (2008; rev. 2011)	• Guides mobilization of fire resources within the Southwest Washington Regional Fire Mobilization Area (Clark, Cowlitz, Skamania, and Wahkiakum counties).	• Fire agencies of Clark, Cowlitz, Skamania, and Wahkiakum counties in Washington
Washington County Emergency Operations Plan Version 2.0 (2011)	• Describes how Washington County will organize and respond to emergencies and disasters in the community.	• Agencies within Washington County
Washington State Comprehensive Emergency Management Plan – Basic Plan (2011)	• Establish the responsibilities and emergency management functions of state agencies, commissions, boards, councils (where applicable), and the Washington State Military Department, Emergency Management Division (EMD) as well as a framework for state, tribal and county coordination and cooperation supporting the response and recovery of local jurisdictions in times of emergencies and disasters.	• All agencies within Washington
Washington State Fire Services Resource Mobilization Plan (2009; rev. 2012)	• Provides a mechanism for fire service resources within Washington State to respond to fires, disasters, or other events that meet the intent of the Mobilization Plan legislation (RCW 43.43.961).	• Fire agencies in Washington

APPENDIX C – AUTHORITIES AND REGULATIONS

Title/Citation	Origination	Application	Description/Summary
Oregon Revised Statutes (ORS), Chapter 401, , Emergency Management and Services	State of Oregon	All governmental entities	Designed to coordinate the activities of all public and private organizations that provide emergency services within the state of Oregon.
ORS Chapter 402, Emergency Mutual Assistance Agreements	State of Oregon	All governmental entities	Authorizes local governments to enter into Cooperative Assistance Agreements with public and private agencies in accordance with their needs.
ORS Chapter 190, Cooperation of Governmental Units; State Census; Arbitration	State of Oregon	All governmental entities	Local units of government may enter into written agreements with each other and local units of government in other states.
ORS Chapter 190.472 Mutual interstate law enforcement assistance agreements	State of Oregon	Washington and Oregon law enforcement agencies	Authorizes, under certain conditions, Washington police officers to exercise authority within Oregon.
ORS Chapter 476.510, Protection from Fire (Conflagration Act)	State of Oregon	Fire Defense Boards	In the case of emergencies involving fires threatening life and structures, the Conflagration Act can be invoked by the Governor through the Office of State Fire Marshal, in close coordination with the Fire Defense Chiefs. The Act allows the State Fire Marshal to mobilize and fund fire resources throughout the state during major emergency situations.
Title 38, Revised Code of Washington (RCW), Militia and Military Affairs	State of Washington	Emergency Management	Suite of statutes covering military affairs, emergency management, and intrastate mutual aid between political subdivisions and recognized Native American tribes.
Washington Administrative Code (WAC) 118.30, Emergency Management	State of Washington	Emergency Management	State administrative code covering emergency management.
Chapter 39.34, RCW, Interlocal Cooperation Act	State of Washington	All jurisdictions	Local units of government many enter into written agreements with each other and local units of government in other states.

Title/Citation	Origination	Application	Description/Summary
Chapter 10.93.130, RCW, Contracting Authority of Law Enforcement Agencies	State of Washington	Law Enforcement	Local law enforcement agencies may contract with any law enforcement agency.
Presidential Policy Directive/PPD – 8: National Preparedness	Federal	All jurisdictions	Establishes policies for strengthening national preparedness.
Robert T. Stafford Disaster Relief and Emergency Assistance Act (as amended 2013)	Federal	All jurisdictions	Authorizes the Federal Government to provide assistance in emergencies when state and local capabilities are exceeded.

APPENDIX D – MUTUAL AID AGREEMENTS/SYSTEMS

Title	Purpose	Coordinating Agency
Oregon State Fire Service Mobilization Plan (2012)	All-hazard based plan used to mobilize fire resources to any incident beyond local fire service capabilities that are necessary to protect life, property, and the environment.	• Oregon State Police Oregon Office of the State Fire Marshal
Washington State Fire Services Resource Mobilization Plan (2009; rev. 2012)	Implemented to provide personnel, equipment, and other logistical resources from around the state when a wild land fire or other emergency exceeds the firefighting capacity of local jurisdictions fires, disasters, or other events that meet the intent of the Mobilization Plan Legislation (RCW 43.43.961).	• Washington State Patrol Office of the State Fire Marshal
SW Washington Fire Defense Region Mobilization Plan (2008; rev. 2011)	Guides mobilization of fire resources within the Southwest Washington Regional Fire Mobilization Area.	• Regional Fire Resource Coordinator
Managing Oregon Resource Efficiently (MORE) Intergovernmental Agreement (2013)	Describes rules for sharing equipment and materials among public entities. As of November, 2013 Clackamas, Columbia and Multnomah Counties, cities of Forest Grove, Gresham, Hillsboro, Lake Oswego, Sherwood and West Linn, and Boring Water District were signatories to the agreement.	• Marion County Public Works
(Oregon) Inter-County Mutual Aid Agreement Omnibus Agreement (2010)	Enables counties within Oregon to provide emergency assistance to each other during an emergency.	• Oregon county emergency management agencies
Master Interlocal Mutual Aid Agreement - Law Enforcement Assistance Agreement (2013)	Supports the provision of mutual aid among law enforcement agencies within Oregon and Washington and between the two states.	• Local law enforcement agencies
Washington Mutual Aid Compact (WAMAC) (Revised Code of Washington 38.56 Intrastate Mutual Aid System)	Outlines the intrastate mutual aid system established to provide for mutual assistance in an emergency among political subdivisions and federally recognized Indian tribes that choose to participate.	• Washington State Emergency Management Division
Hospital/Health System Facility Emergency Mutual Aid Memorandum of Understanding	A voluntary agreement among the hospital/health system facilities within Northwest Oregon Healthcare Preparedness Region 1 (and Southwest Washington) for the purpose of: 1) coordinating emergency planning; 2) preparing for a coordinated health sector response to large-scale emergencies; 3) facilitating communications; and 4) providing mutual aid at the time of a medical disaster.	• Northwest Oregon Health Preparedness Organization

Title	Purpose	Coordinating Agency
Oregon Water/Wastewater Agency Response Network	Composed of member utilities providing voluntary assistance to each other during an emergency incident.	• ORWARN organization
Emergency Management Assistance Compact (EMAC)	Offers state-to-state assistance during Governor-declared states of emergency. Either State OEM or EMD, through the respective State ECC, may request resources through EMAC if resources cannot be provided by state agencies or other jurisdictions within the state. The requesting state is responsible for reimbursing the provider for resources requested through EMAC. Resources provided through EMAC are placed under the direction of the Incident Commander or local government. The State ECC works with the requesting local government to coordinate the delivery and pick-up of the resources.	• Oregon Office of Emergency Management • Washington State Emergency Management Division
PNEMA (Pacific Northwest Emergency Management Arrangement)	An inter-governmental agreement between Oregon, Washington, Alaska, and Idaho and British Columbia and the Yukon Territories. It provides a framework for cooperation, information sharing, and coordination of resources and support during emergencies.	• Oregon Office of Emergency Management • Washington State Emergency Management Division
Agreement for the Sharing of EOC Personnel	An intergovernmental agreement between agencies in the greater Portland Metropolitan Region which authorizes, facilitates and establishes conditions and provisions for the sharing of qualified EOC personnel amongst the parties during emergencies where transportation routes are disrupted and EOC personnel are unable to report to their normal work locations.	• Regional Disaster Preparedness Organization
Oregon Interstate Mutual Assistance Compact (ORS 402.200) (aka Oregon Resource Coordination Assistance Agreement)	Provides a mechanism and framework for state agencies and local and tribal governments to request and provide resources to one and another for emergencies, trainings, and exercises.	• Oregon Office of Emergency Management