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ESF 2 – Communications

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ESF 2 Tasked Agencies	
Primary Agencies	Clackamas County Communications (CCOM) Technology Services
Supporting Agencies	Emergency Management Public and Government Affairs Clackamas Amateur Radio Emergency Services (CARES) Lake Oswego Communications Washington County Consolidated Communications Agency (WCCCA)

1 Purpose and Scope

The purpose of Emergency Support Function (ESF) 2 is to identify communications systems, options, and capabilities for emergency operations and to assign agency responsibilities for ensuring effective emergency communications. Policies and procedures for public information may be found in ESF 15 – External Affairs.

2 Policies and Authorities

- The National Warning System (NAWAS) is the primary method of communicating alert and warning messages from national authorities to state authorities and between state authorities and local authorities or warning points. NAWAS messages are received through Clackamas County Communications (C-COM).
- The Emergency Alert System (EAS) is the primary method of communicating alert and warning messages to the public.
- The Clackamas County Emergency Notification System (CCENS) is the emergency notification system that will send notifications to the public over the phone (landline). In addition, individuals have the option of adding cell phones, Voice Over Internet Protocol (VOIP), and email through an on-line registration.

3 Situation and Assumptions

3.1 Situation

- An emergency can disrupt or even destroy communications systems by damaging antennas, repeaters, power supplies, or other components.
- During emergencies, heavy demand for communication services can quickly exceed the capacity of existing systems, limiting user access or shutting them down entirely.

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- Response agencies often maintain and operate their own radio systems and may use different frequencies, potentially hindering timely and effective response/coordination.
- Protection/restoration of emergency communications is one of the highest priorities in an emergency. Priority communications include emergency 9-1-1 calls and dispatch; interoperable communications among responders and supporting agencies; Emergency Operations Center (EOC) contact with field units, cities, and special districts; local, regional, and state EOC nets; and communications with the public and the media.
- C-COM, in conjunction with Clackamas County Emergency Management (CCEM), is the 24/7 Warning Point for Clackamas County.

3.2 Assumptions

- Adequate communications are vital for effective and efficient warning, response, and recovery operations.
- Other communication can be made available from citizens, businesses, and/or other governmental agencies.

4 Roles and Responsibilities

All agencies tasked under this annex should develop and maintain written internal operating plans and implementing procedures and train employees in their use.

4.1 Primary Agencies**4.1.1 Clackamas County Communications (C-COM)**

- Serve as the 24/7 County Warning Point in conjunction with CCEM.
- Coordinate with EOC staff and other public service answering points (PSAPs) to link with on-scene personnel.
- Conduct call-taking/emergency dispatch services as long as conditions allow.
- Coordinate technical support for operation of 9-1-1 call-taking and computer-aided dispatch (CAD).
- Ensure that mobile data computers are tied into the CAD system for efficient communication.
- Maintain alert and warning systems for major emergencies/disasters, including EAS and reverse 9-1-1 system.

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- Operate the CCENS.
- Provide staffing for the EOC Communications Unit, as appropriate.

4.1.2 Technology Services/Electronic Services

- Ensure availability of telephone, computer, computer networks, and geographic information systems (GIS).
- Coordinate with telephone service providers.
- Serve as the radio frequency coordination point.
- Evaluate and recommends improvements to EOC communications capability.
- Set up EOC voice and data equipment systems; provide technical and networking support.

4.2 Supporting Agencies

4.2.1 Emergency Management

- Activate the EOC.
- Provide EOC Public Information Center.
- County Point-of-Contact for Clackamas Amateur Radio Emergency Services (CARES).
- In conjunction with C-COM, maintain the CCENS.

4.2.2 Public and Government Affairs

- Provide employees, the public, and media with accurate and timely incident information.
- Ensure that individuals with access and functional needs receive alert and warning messages and emergency public information.
- Activate and staff the Joint Information Center (JIC) and operate the Joint Information System (JIS).
- Coordinate public information with other agencies/jurisdictions.

4.2.3 Clackamas Amateur Radio Emergency Services (CARES)

- Develop and maintain an Emergency Communications Plan.
- Provide trained personnel and equipment.

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- Establish and maintain emergency communications with the State Emergency Coordination Center (ECC) and key agencies in the County and the region.
- Coordinate with other amateur radio emergency groups in the County, i.e., groups that are specific to a city or geographical area.

5 Concept of Operations

5.1 General

- Clackamas County has two Public Safety Answering Points (PSAPs), or 9-1-1 centers, that dispatch first responders. Washington County's PSAP, Washington County Consolidated Communications Agency (WCCCA) dispatches fire and law responders in some areas of Clackamas County.
- C-COM receives all 9-1-1 calls in the County except for calls made from within the city limits of Lake Oswego, Milwaukie, and West Linn.
- Lake Oswego Communications (LOCOM) receives 9-1-1 calls from Lake Oswego, Milwaukie, and West Linn.
- LOCOM dispatches law and fire for Lake Oswego.
- LOCOM dispatches law for the city of Milwaukie and West Linn.
- WCCCA dispatches Tualatin police and Tualatin Valley Fire & Rescue (TVF&R). TVF&R provides fire and emergency medical services to the City of West Linn and Wilsonville.
- C-COM dispatches fire and law for all of Clackamas County except for the areas noted above that are serviced by LOCOM and WCCCA. Wireless 9-1-1 calls may be answered by any 9-1-1 center in the region and are transferred to the appropriate dispatching center. LOCOM and C-COM can transfer call-taking responsibility to each other almost immediately should that become necessary. They also provide back-up for 9-1-1 and non-emergency phone calls, radio traffic and dispatch, and CAD.

5.2 Warning Systems

5.2.1 Emergency Management Notification

C-COM notifies Emergency Management when:

- Emergencies affect multiple jurisdictions and may require CCEM resources or coordination.

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- A three-alarm or greater fire occurs; C-COM pages the Fire Operations Center, which includes CCEM pagers.
- A major weather event impacts the County (routine warnings are not paged, but approaching or in-process events with potentially severe impact are).
- A large hazardous material incident occurs.
- A terrorist incident is suspected or confirmed.
- On-Scene Command requests such notification.

The EOC becomes the primary coordination point for incident response, amateur radio, and satellite telephone communications.

5.2.2 Employee Notification

The County can notify employees using:

- Phone-based systems — group voice mail, paging networks, faxes, employee information line, and communication notification technology.
- Computer network systems.
- Department notification procedures — each department is responsible for establishing and maintaining internal emergency communications.

5.2.3 Public Notification**5.2.3.1 Emergency Alert System (EAS)**

The County uses EAS when a life-threatening hazard requires immediate protective action, with participating broadcast stations and cable operators transmitting the emergency alert over their networks. EAS messages may not exceed two minutes and are designed to provide a brief, initial warning to be followed by more detailed information. WCCCA) and Oregon Emergency Management provide back-up activation capability.

Citizens are encouraged to monitor local radio and television broadcasts for emergency information. The North American Oceanic and Atmospheric Administration Weather Alert Net also provides effective emergency warning for weather-related hazards.

5.2.3.2 National Warning System (NAWAS)

NAWAS is a government-to-government warning system that connects the National Warning Center at Colorado Springs to each state and, in turn, to the designated warning points in each county. As the 24/7 Warning Point for Clackamas County, C-COM continuously monitors NAWAS.

5.2.3.3 Community Notification Systems

The County may use CCENS to warn the public located in areas at risk. Telephone messages will alert citizens to the hazard and protective actions they should take.

5.3 Response Systems

The County uses a variety of emergency response communications systems:

- Cellular phones, land-line telephones, pagers, voicemail, and fax.
- Computer networks, Intranet, Internet, and email (with T1 and DSL connectivity).
- Radio voice and data nets (VHF, 800 MHz, mobile data communications, and both alpha-numeric and two-way pagers).
- Satellite phones and amateur radio provide field and EOC capabilities.

5.3.1 Amateur Radio Emergency Services

HAM radio is a critical element of emergency communications, particularly since normal communications systems may be unavailable or overloaded in an emergency. CARES volunteers are federally licensed and registered as Clackamas County emergency service workers, and provide emergency voice and data communications.

CARES is led by an Emergency Coordinator working directly with CCEM to identify requirements, capabilities, and protocols for emergency operations. CARES provides a robust, reliable communications network throughout the county until normal communications channels and services can be restored. The CARES incident-specific emergency communications plan becomes an integral part of the Incident Action Plan.

CARES operations are conducted in accordance with the Oregon State Amateur Radio Communications Plan and the Amateur Radio Emergency Services District 1 Emergency Communications Plan. Additional information on CARES can be found at <http://www.clackamasares.org/>.

5.4 Interoperability

The core emergency communications system for law enforcement throughout the County is an 800-MHz radio system shared with adjoining Washington County, with over 1700 voice and 245 data radios. Four common channels on the shared 800-MHz system are designated for mutual aid response during emergencies.

Fire agencies use a mix of VHF and 800 MHz. C-COM can patch the two systems for fire agencies so responders using either system can communicate with dispatchers and each other.

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Clackamas County Sheriff's Office patrol units are equipped with both VHF and 800-MHz radios, while municipal police departments operate exclusively on the 800-MHz net.

The County Department of Transportation and Development uses UHF/VHF radios to dispatch and monitor field units.

6 Direction and Control

6.1 Cities

If the incident occurs in an incorporated area, the city in which it occurs has jurisdictional authority and primary incident management responsibility. If two or more cities are impacted, the cities share responsibility for incident management and the safety and well-being of their citizens.

City and County officials work to ensure communications capability by collaborating on equipment and systems, authorizing the shared use of emergency frequencies, and providing current emergency contact information for officials in all jurisdictions within the county. CARES includes sub-units that have primary responsibility for serving designated cities in the County.

6.2 County

The County has jurisdictional authority and primary incident management responsibility for incidents that occur in the unincorporated area, and for health emergencies Countywide. If the incident impacts both the unincorporated and an incorporated area, the County and impacted cities share responsibility. The County will respond to city requests for assistance, manage critical resources, and coordinate with outside agencies, adjoining counties, and Oregon Emergency Management.

All jurisdictions with incident management responsibility are likely to activate their EOCs and implement their emergency operations plans in a major incident. EOC staffs will coordinate emergency communications and resources in support of field activities, share incident information, conduct multi-agency planning, and operate the JIS.

Public information representatives from all impacted locations and organizations will collaborate to ensure that a common operating picture is established and maintained throughout the impacted area. The Communications Unit Leader in the EOC Logistics Section develops a communications plan to meet incident-specific needs.

6.3 Special Districts

The service areas of special districts may overlap a number of city and County boundaries. County officials collaborate with special districts in coordinating

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emergency preparedness, response and recovery operations, and will work with special districts to maintain communications during emergencies.

6.4 Regional

The Portland Urban Area Security Initiative has developed a regional Tactical Interoperable Communications Plan to help responders work together more effectively during a terrorist/chemical, biological, radiological, nuclear, or explosive incident or other major emergency. A copy is available in the EOC library.

Clackamas County participates in the Inter-County Omnibus Mutual Aid Agreement that provides a framework for counties to request mutual aid from each other in emergencies. Emergency assistance may include communications equipment, supplies, and personnel, or the direct provision of services. A copy of the agreement and current participants is available in the EOC library.

The Intra-State Mutual Assistance Compact provides for non-reimbursable assistance among local governments. To receive reimbursement for resource assistance provided under this statute, participants must agree to a reimbursement request in writing before resources are dispatched.

6.5 State and Federal Assistance

The Oregon Office of Emergency Management coordinates state support for local incident response and recovery operations. During an emergency, one of the first priorities for the County is to establish emergency communications with the State ECC. This linkage enables the County to request assistance even when primary communications systems are down. The National Guard, Federal Emergency Management Agency and other Federal agencies all have deployable emergency communications capabilities that may be available in a major emergency.

7 Emergency Support Function Development and Maintenance

The Director of C-COM and the Director of the Department of Technology Services will review and update this annex and supporting plans every two years or whenever changes occur, such as lessons learned from exercises or actual events. Emergency Management staff is available to assist.

8 Supporting Plans and Procedures

The following plans and procedures are currently in place:

- Clackamas County Emergency Operations Plan
 - ESF 15 – External Affairs
- Clackamas County Amateur Radio Emergency Services Memorandum of Understanding

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- CARES Emergency Operations Plan
- County Communications Interoperability Plan
- Regional Tactical Interoperable Communications Plan
- State of Oregon Emergency Operations Plan, ESF 2 – Communications
- National Response Framework, ESF 2 - Communications

9 Appendices

None at this time.

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