Auxiliary Communications Plan

Tillamook County Auxiliary Communications

June 2021

Tillamook County Emergency Management

Record of Plan Updates

The Tillamook County Auxiliary Communications Plan, including appendices and annexes, will be reviewed and approved on an annual basis. All updates and revisions to the plan are tracked and recorded in the following table. This process ensures that the most recent version of the plan is disseminated and implemented by emergency response personnel.

Date	Assigned to	Summary of Changes
15June2021		Original approved by EM

Tillamook County Auxiliary Communications
LEADERSHIP AND CONTACTS

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North County	
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Deputy Area AuxComm Coordinator	Gary Dunn KI7BDW garydunn6479@gmail.com (530) 903-6479

Executive Summary

Introduction

Tillamook County Auxiliary Communications (AuxComm) is a component of Tillamook County Emergency Management. Its task is to provide communications support to Emergency Management in the event of a natural or human caused disaster, special event, or during any activation of the County's Emergency Operations Center in Tillamook or the local EOCs in North or South Tillamook County. AuxComm also supports the daily operational pattern of Tillamook County Emergency Management by producing and facilitating training, providing input into strategic planning, and providing routine testing of the county's amateur radio communications system.

It is recognized that in response to emergency or disaster conditions the safety of the public, minimization of property damage, and incident stabilization are the primary objectives of the Emergency Management and, hence, of AuxComm. It is the goal of Tillamook County that responses to such conditions are conducted in the most organized, efficient, and effective manner possible. To aid in accomplishing this goal, Tillamook County has adopted the principles of the National Incident Management System and the Incident Command System. These principles are reflected in this plan and are the basis for AuxComm operations.

Mission

The Mission of the Tillamook County AuxComm is to provide technically proficient communications support to Tillamook County's Emergency Management and other local emergency response agencies and organizations.

Scope/Purpose

A. This plan is a guide for how Tillamook County AuxComm responds to an emergency/disaster incident, a special event, any activation of the County Emergency Operations centers, or any other activation requested by the Emergency Manager (EM).
B. This plan identifies policy, objectives, and overall, high-level guidance for integrating and coordinating AuxComm activities including organizational structures, leadership and administrative processes, and facilities and equipment management.
C. This plan describes the relationship between Tillamook County Emergency Management and AuxComm.
D. This plan supports all radio communications including amateur band communications and official public safety band.

E. This plan applies Radio Amateur Civil Emergency Service (RACES), as defined by the Federal Communications Commission (FCC Part 97, Section 407) and the Code of Federal Regulations (47 CFR 97.407) to the activities of the AuxComm.
F. This plan defines the relationship between AuxComm and all other users of the electromagnetic spectrum as regulated by the Federal Communications Commission.

Situation and Assumptions

There are various hazards or threats, natural and technological, which can impact Tillamook County. The County has an extensive geographic area with topographic extremes, a long coastline and significant geologic features that together define a broad hazard profile. These hazards can generate emergency incidents that could require additional resources to assist, augment, or replace existing communications systems.

Tillamook County Emergency Management priorities emphasize the need to standardize structures and processes for internal operational coordination, and for local and regional collaboration. The National Incident Management System (NIMS) serves as the foundation for this standardization.

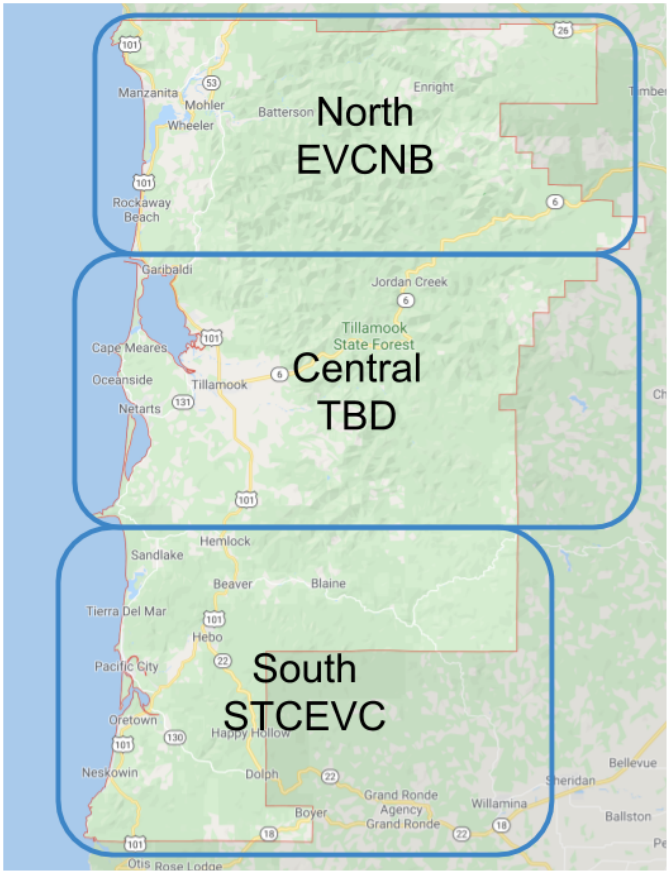
Most public safety communications systems are designed to perform in emergencies at any time. These systems generally fulfill the demands placed on them by normal conditions and emergencies and operate within their system design. It is when these systems are degraded or are required to perform beyond their design that amateur band communications are considered an alternate or supplement for emergency response agencies. It is considered a best practice, therefore, to incorporate amateur band communications as a daily operational component of any Emergency Management program.

Organization

Area Organizations

As the County is geographically diverse and contains a variety of Served Agencies, it is divided into three general areas to provide local AuxComm focus and leadership.

- North County: EVCNB - Emergency Volunteer Corps of Nehalem Bay
- Central County: To Be Determined
- South County: STCEVC - South Tillamook County Emergency Volunteer Corps



Leadership

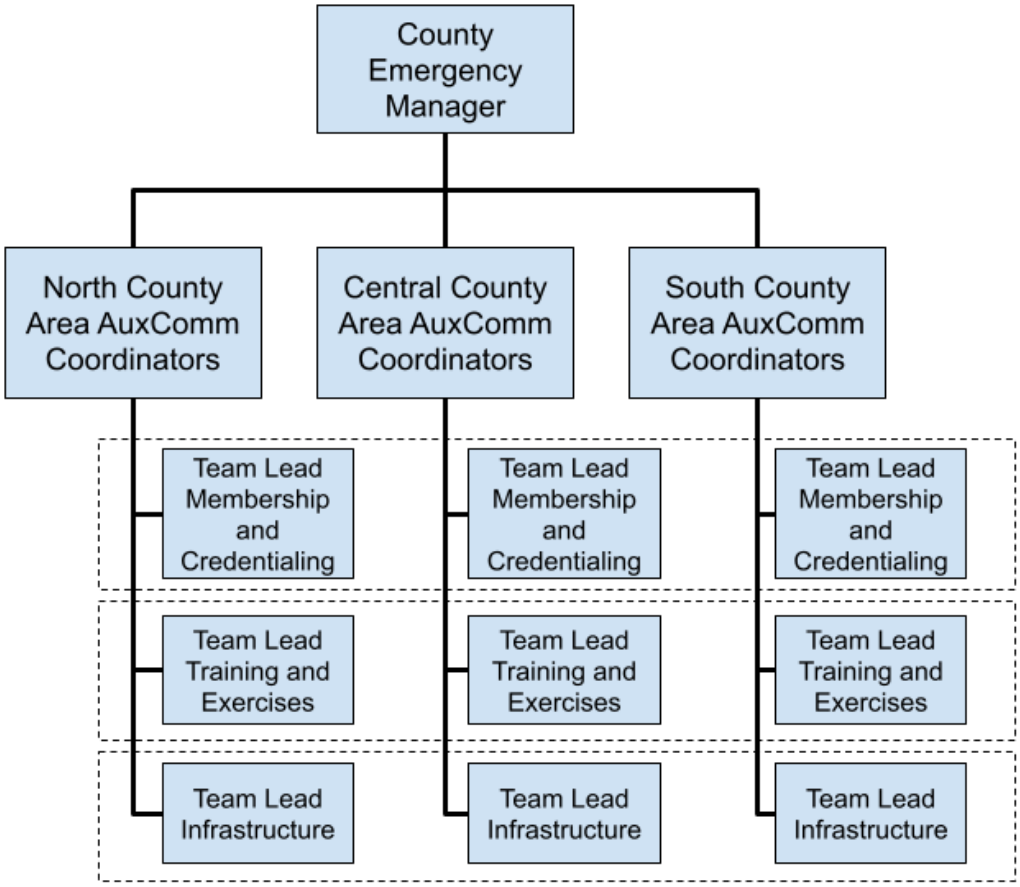
Area AuxComm Coordinator (AAC): The Auxiliary Communications Unit is led by the County Emergency Manager. Each area has an Area AuxComm Coordinator (AAC) who is appointed by and serves at the pleasure of the Emergency Manager (EM). Each Area AuxComm Coordinator maintains overall command and control of their respective Area AuxComm unit and works closely with the EM to maintain a high level of readiness of the unit. A job description for the Area EC position is located in Appendix C.

Deputy Area AuxComm Coordinator: The AAC appoints, and the EM approves, Deputy AuxComm Coordinators to help manage daily operations and serve as backups in case the AAC is unavailable. In addition, the AAC and Deputy AACs may appoint Team Leads and project managers to address specific tasks required by the Area unit.

ARES/OEM Liaison: Several adjacent counties use ARES for their AuxComm-like emergency communications. The TC ARES Liaison maintains communication with these adjacent counties ARES units and the Oregon Section ARES leadership. The liaison role is shared among the three AACs on a rotating basis.

Area Team Leads:
Each Area appoints Team Leads for Membership and Credentialing, Training and Exercises, and Infrastructure. The Team Leads coordinate common activities with their corresponding Team Leads across all Areas.

Chart of Organization
The following chart describes the organization of daily, non-emergency operations:



Membership

Four levels of membership are defined based on a participant's completed training and ability to participate:

1. Member in training
   This is the entry-level level for those participants who meet the minimum qualifications (below) but who have not completed, or maintained, the required training or participation for active deployment.
2. Tier 1 - 911/Sheriff Office Radio Operator
   911/Sheriff Office Radio Operator is designed to serve the needs of Tillamook County 911 Dispatch Center and Tillamook County Sheriff Office. Tier-1 contains the most demanding ICS training, participating requirements, and background checks, as well as FBI fingerprinting. Radio operational skills including public service radio, HF, net control, and plain-language skills must be demonstrated. Normally, licensed Amateur Radio Operators with General or Amateur Extra licenses are eligible for a Tier-1 credential.
3. Tier 2 - Search & Rescue Radio Operator
   SAR Radio Operator is designed to serve the unique needs of Tillamook County Search and Rescue. Tier-2 training includes radio and operational procedures used by SAR in terms of mapping, search methods, public service radios and plain-language communication. Tier-2 requires baseline FEMA ICS training. Tier-2 is open to all licensed Amateur Radio Operators.
4. Tier 3 - Communications Volunteer
   Communications Volunteer is designed for Amateur Radio Operators who desire to help in times of need. The Communication Volunteer (Tier-3) is intended to fulfill a role that would assist the local authority having jurisdiction in Tillamook County when there is an extraordinary threat to safety of life and/or property. Tier-3 Amateur Radio Operators bring radio skills and ICS knowledge that can supplement existing resources. Tier-3 contains training elements found in Tier-1 and Tier-2 and has the fewest requirements. Tier-3 is open to all licensed Amateur Radio Operators.

Qualifications

Minimum qualifications are defined for participation as follows:

1. Criminal background check – conducted by the Sheriff's Office using drivers license number, social security number and other information as required applicants are checked via the Law Enforcement Data System (LEDS), the National Crime Information Center (NCIC) databases, and any other law enforcement databases. The EM determines a standard pass/fail criterion to be used for background checks.
2. Amateur Radio Operators License – amateur radio Technician or higher class for minimum participation. Higher classes of license may be required for some appointments due to the operation of High Frequency (HF) equipment.
3. Volunteer application - The County volunteer application form must be filled out and returned to Emergency Management.

Credentials

Tillamook County Emergency Management manages the issuing of the following credentials for qualified volunteers:

- Tier 1 and Tier 2 - A Tillamook County Sheriff Identification card valid for a two-year period.
- Tier 3 - A Tillamook County Emergency Management Identification card valid for a two-year period.

Training Programs

All volunteers complete required training in order to become full AuxComm members. As stated earlier, AuxComm adheres to the National Incident Management System and more specifically the Incident Command System. AuxComm members are expected to understand and operate under ICS during activations. Because of this the required training includes FEMA Independent Study classes regarding ICS and NIMS.

1. Incident Command Training – Meeting state and federal requirements, the following Federal Emergency Management Agency (FEMA) courses are identified:
    a. IS-100 – Introduction to the Incident Command System
    b. IS-200 – ICS for Single Resources and Initial Incidents
    c. IS-700 – National Incident Management System, an Introduction
    d. IS-800 – National Response Framework, an Introduction
2. ACES (Auxiliary Communication Emergency Solutions) Basic - a competency-based amateur radio training course and certification involving 16-hours of classroom and 8-hours of practical evaluation, or equivalent Area-level training
3. Other training programs for Tier 1 and Tier 2 as reviewed and approved by the EM.

Participation

AuxComm is committed to maintaining a high current level of training and readiness for its members. To meet this goal, AuxComm maintains a schedule of weekly voice radio nets, monthly training meetings, and regular training exercises that consistently works to develop and maintain member skills, and the organization's procedures.

Weekly Voice Nets: A county-wide voice net is held weekly on the County's main emergency repeater. In addition, each area-wide group may have a local weekly net. All members are encouraged to check-in to at least one weekly net.

Monthly Meetings: Each area-wide group has a monthly or bi-monthly member meeting. These meetings have training segments. These training segments are intended to be Tillamook County specific, procedure specific, and provide ongoing skill development.

Exercises: AuxComm participates in exercises as determined by the EM and the Area AuxComm Coordinators. Exercises provide simulated real world experience, and are

designed to test features of the organization and the EOC to ensure readiness for disaster conditions.

	Member in training	Tier 3 Communications Volunteer	Tier 2 Search & Rescue	Tier 1 911 Radio Op
Credential				
TC Sheriff ID	☐	☐	☑	☑
TC Emergency Management ID	☐	☑	☑	☑
Qualification				
Background check	☐	☑	☑	☐
Super background check	☐	☐	☐	☑
TC Volunteer application	☑	☑	☑	☑
Technician License	☑	☑	☑	☑
General or higher License	☐	☐	☐	☑
Training				
IS-100	☑	☑	☑	☑
IS-200	☑	☑	☑	☑
IS-700	☑	☑	☑	☑
IS-800	☐	☐	☐	☑
ACES Basic or equivalent area-level program	☐	☑	☑	☑
911 & Public Service specific	☐	☐	☐	☑
Search & Rescue specific	☐	☐	☑	☐
Participation				
Weekly net check-in		10 times/year	10 times/year	10 times/year
Monthly meeting attendance		4 times/year	4 times/year	4 times/year
Net Control			2 times/year	2 times/year
Incident Command				2 times/year
Exercise attendance		1 time/year	1 time/year	1 time/year

Concept of Operations

Operating Authority

This plan is implemented by the Tillamook County Emergency Manager. All activities conducted by AuxComm fall under Tillamook County Emergency Management and the EM serves as its primary supervisor. Jurisdictions, agencies and organizations served by AuxComm can request its activation by contacting the Emergency Manager or designee.

Public Safety Network – The AuxComm does not operate on public safety network frequencies (frequencies reserved for use by Fire, Law Enforcement, etc.) unless directed to do so by the EM or designee or unless in response to direct contact from Public Safety Officials. In particular circumstances where permission has been granted to AuxComm by a license holder of a public safety frequency, AuxComm may be allowed to utilize that frequency for a pre-designated amount of time.

Non-Emergency Operations – The AuxComm is a component of the Tillamook County Emergency Management and is composed of Federal Communications Commission-licensed amateur radio operators who are trained emergency communicators, volunteering personal time, skill and equipment to serve in the public interest. During non-emergency operations, special events, and activations of the Emergency Operations Center that do not include an emergency declaration by the County, the AuxComm operates under FCC regulations provided by 47 CFR part 97.

Emergency Operations – Under ORS 401 the Tillamook County Board of Commissioners has the legal authority to declare a state of emergency in the County. Upon declaration of an emergency, and the activation of the County EOC, the AuxComm operates under the authorities provided by 47 CFR 97.407 - the Radio Amateur Civil Emergency Service (Appendix B). This regulation provides guidance for the managed use of amateur radio frequencies by FCC licensed personnel working as registered enrollees of a local “civil defense organization”, in our case Emergency Management.

Activation

Activation of the Auxiliary Communications occurs at the request of the Emergency Manager or their designee. Any requests by partner agencies, departments or organizations to activate the AuxComm are forwarded to the EM or designee for approval before activation is initiated. AuxComm operations are directed by the Area AuxComm Coordinator in alignment with the County Emergency Operations Plan. AuxComm members do not self-deploy to an emergency scene.

When the Emergency Manager or their designee determines that activation is necessary, the appropriate Area AuxComm Coordinators are notified. The Area AC then takes action to inform the Deputy AC's as required by the level of activation.

There are three levels of activation that mirror guidance in the County EOP:

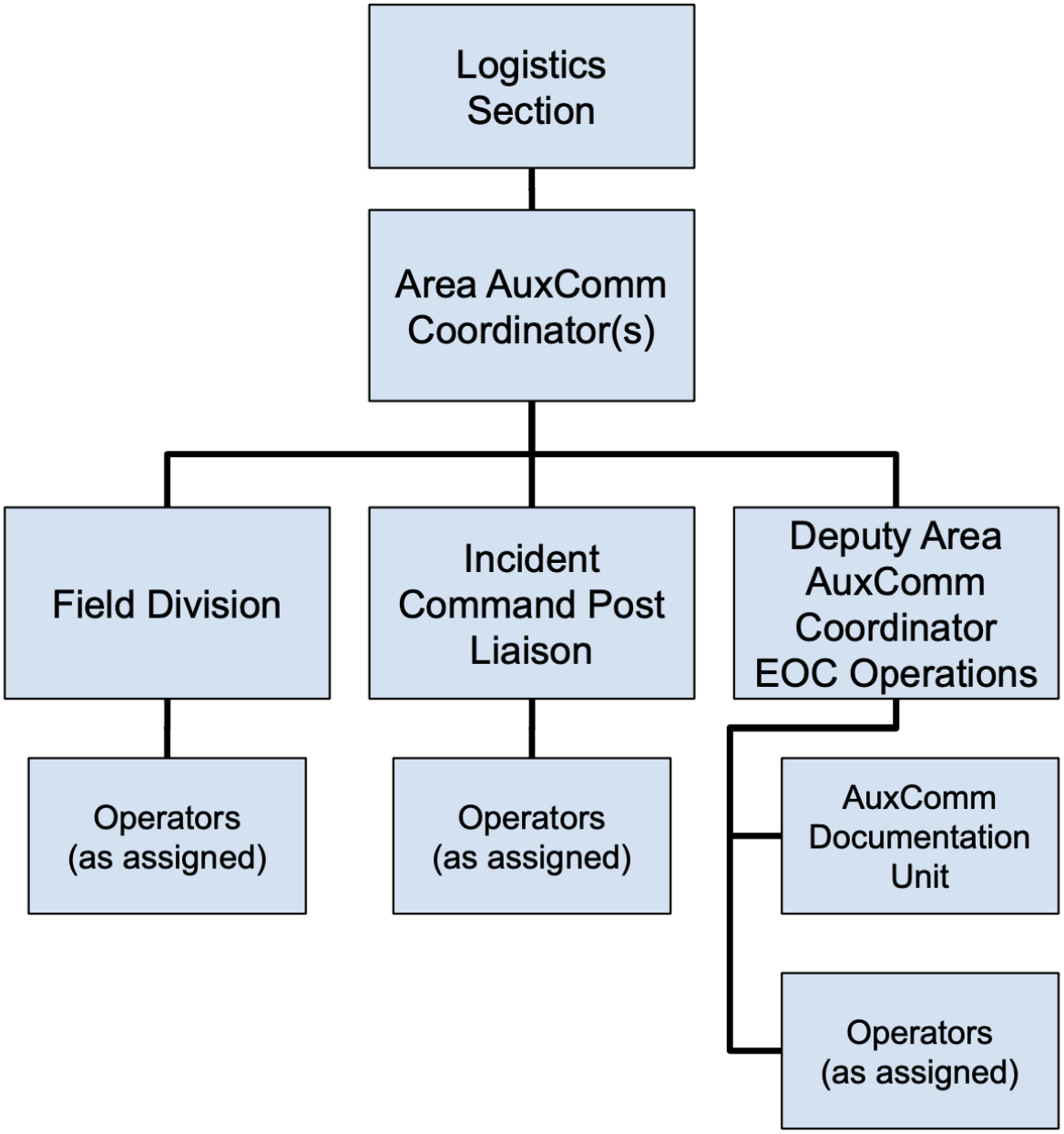
Level 1 – Notification: This level exists to provide AuxComm and Emergency Management leadership with a status check of available AuxComm personnel in response to a no-notice or planned event. Available Operators check in to a Response Net on assigned repeaters to determine availability for deployment.

Level 2 – Partial Activation: In this setting, conditions likely to produce a disaster are being forecast, or a small scale incident has occurred that does not require a full activation. All operators are expected to confirm availability and response time by checking in to a Response Net operated on assigned repeaters and stand by. AuxComm leadership may assign individuals to deploy to the EOC or other appropriate locations.

Level 3 – Full Activation: At this level a major incident has occurred, is occurring, or is imminent and life-safety objectives are in place. Immediate response to activation procedures is expected; responding members confirm their departure, en-route status, and arrival at assigned stations or other locations as identified on the assigned Resource Net. All communications take place on assigned repeater and simplex frequencies. Deployment to EOC duty stations is assigned by the Area AuxComm Coordinator or their designee.

Incident Organization Chart

The AuxComm follows an organizational pattern informed by the National Incident Management System – Incident Command System. As such, the AuxComm organization chart adheres to the NIMS concept of providing a manageable span of control for each level of the operation while providing for unity of command throughout the organization. During an incident, AuxComm reports within the Logistics Section hierarchy



Frequency Plan

AuxComm operators utilize the standard template unless circumstances require changes to be

made to the incident communications plan (ICS205). The EM, EOC director or designee approves all changes to the frequency plan which are included in the Incident Action Plan for the following operational cycle.

Operational Communications

The purpose of AuxComm is to allow for the efficient management of information between the EOC, partner agencies and levels of government, other volunteer organizations (CERT, Red Cross, Medical Reserve Corps), and individual volunteers. This requires lateral and vertical communications to be handled clearly and delivered to the appropriate position with as little delay as possible. Lateral communications includes information being shared in both directions from AuxComm operators in the field and from volunteer organizations within the county. Vertical communications requires AuxComm to assist with channeling information from county and city agencies and departments to the EOC and forwarding reports from the EOC to the State Emergency Coordination Center (ECC).

Plain Language: Tillamook County Emergency Management works in collaboration with agencies, departments, and organizations across the County during the response to a disaster. As a result, clear interoperable standards must be met by the AuxComm during activation. These standards have been defined by the National Incident Management System and include the use of plain language when speaking on radios. All traffic sent by AuxComm operators is done using common terminology; no codes or specialized jargon may be utilized.

Identification: Operators on amateur band frequencies identify themselves by their Amateur Radio License call sign, assigned tactical call sign, or by their last name. If operators are assigned to a public safety net frequency they identify by their location (eg; “Tillamook EOC”).

Dispersal of Information: Much of the communications handled by AuxComm operators will need to be properly dispersed to the appropriate position within the EOC. To do this effectively, AuxComm volunteers work in partnership with the EOC’s Situation Unit Leader and the rest of the EOC team.

Plan Maintenance

This plan is issued as a functional annex of the County Emergency Operations Plan. Copies are provided to relevant agencies upon request. At least one hard copy of this Plan will be stored in the Tillamook County Emergency Operations Center.

The Tillamook County Emergency Management Division is responsible for all plan updates. The plan, including appendices and annexes, will be reviewed on an annual basis by Emergency Management staff and AuxComm volunteers. In addition a consistent exercise cycle will produce improvement plans which will be reflected in this document.

Appendix A - Acronyms

AAC	Area AuxComm Coordinator
ACES	Auxiliary Communications Emergency Solutions
ARES	Amateur Radio Emergency Service
AuxComm	Auxiliary Communications Service
CERT	Community Emergency Response Team
DAAC	Deputy Area AuxComm Coordinator
EM	Emergency Manager
Emergency Management	Emergency Management Division
ECC	Emergency Coordination Center (State of Oregon)
EOC	Emergency Operations Center (Tillamook County)
EOP	Emergency Operations Plan
EVCNB	Emergency Volunteer Corps of Nehalem Bay
FCC	Federal Communications Commission
GMRS	General Mobile Radio Service
HF	High Frequency
OEM	Oregon Emergency Management
RACES	Radio Amateur Civil Emergency Service
STCEVC	South Tillamook County Emergency Volunteer Corps

Appendix B – Radio Amateur Civil Emergency Service

§ 97.407 Radio amateur civil emergency service.

a) No station may transmit in RACES unless it is an FCC-licensed primary, club, or military recreation station and it is certified by a civil defense organization as registered with that organization. No person may be the control operator of an amateur station transmitting in RACES unless that person holds a FCC-issued amateur operator license and is certified by a civil defense organization as enrolled in that organization.

b) The frequency bands and segments and emissions authorized to the control operator are available to stations transmitting communications in RACES on a shared basis with the amateur service. In the event of an emergency which necessitates invoking the President's War Emergency Powers under the provisions of section 706 of the Communications Act of 1934, as amended, 47 U.S.C. 606, amateur stations participating in RACES may only transmit on the frequency segments authorized pursuant to part 214 of this chapter.

c) An amateur station registered with a civil defense organization may only communicate with the following stations upon authorization of the responsible civil defense official for the organization with which the amateur station is registered:

    1) An amateur station registered with the same or another civil defense organization;
    and
    2) A station in a service regulated by the FCC whenever such communication is authorized by the FCC.

d) All communications transmitted in RACES must be specifically authorized by the civil defense organization for the area served. Only civil defense communications of the following types may be transmitted:

    1. Messages concerning impending or actual conditions jeopardizing the public safety, or affecting the national defense or security during periods of local, regional, or national civil emergencies;

    2. Messages directly concerning the immediate safety of life of individuals, the immediate protection of property, maintenance of law and order, alleviation of human suffering and need, and the combating of armed attack or sabotage;

    3. Messages directly concerning the accumulation and dissemination of public information or instructions to the civilian population essential to the activities of

the civil defense organization or other authorized governmental or relief agencies; and

4. Communications for RACES training drills and tests necessary to ensure the establishment and maintenance of orderly and efficient operation of the RACES as ordered by the responsible civil defense organization served. Such drills and tests may not exceed a total time of 1 hour per week. With the approval of the chief officer for emergency planning in the applicable State, Commonwealth, District or Territory, however, such tests and drills may be conducted for a period not to exceed 72 hours no more than twice in any calendar year.

Appendix C - Job Description for the Area AuxComm Coordinator

General Duties of an Area AuxComm Coordinator (AAC)

- Promote and enhance the activities of the AuxComm as a unit of the Emergency Management Division for the benefit of the public as a voluntary emergency communications service.
- Manage and coordinate the training, organization and participation of interested amateurs working in support of the Emergency Operations Center, communities, agencies or functions as designated by the Director of Emergency Management.
- Establish local communications networks run on a regular basis and periodic testing of those networks by realistic drills.
- In times of disaster, manage the emergency response of the AuxComm.
- Work to grow and professionalize the AuxComm.
- Serve on a rotating basis as the ARES Liaison for Tillamook County.

Planning Duties

- Establish an Auxiliary Communications Plan that effectively leverages amateur radio volunteers and equipment to provide communications service for the County Emergency Management Division, and local cities and agencies.
- Maintain an emergency frequency plan for the amateur band for use by the AuxComm during a local emergency.
- Develop training programs to fill special skill requirements of members as needed.
- Establish a workable plan in coordination with other local two-way radio organizations for responding to non-emergency communications requests; e.g., walkathons, parades, special events.
- Develop, implement and maintain a system for alerting and activating AuxComm members in emergencies.

Organizing

- With the approval of the Emergency Manager, appoint Deputy Area AuxComm Coordinators. The Deputy AAC provides succession and assists the AAC, and follows this job description. Deputy AACs are designated to specific functions and/or areas within the jurisdictional area.
- Maintain current roster information on all enrolled AuxComm members. Record and maintain AuxComm credentials. Issue AuxComm identification cards and make cancellations when appropriate.
- Establish and foster such radio nets as required to maintain an active AuxComm unit, develop capable net control stations, transact a full range of traffic, and disseminate news and bulletins of value to the amateur population in general, and to AuxComm in particular.
- Establish regular, announced meetings of AuxComm to plan programs and drills and to accomplish specific goals.

Coordinating

- Coordinate with the other Area ACs to ensure commonality of goals and objectives as much as possible given the varied demands of the local Served Agencies and geography.
- Establish effective liaison between AuxComm and emergency services designees in local radio clubs and repeater associations.
- Coordinate and cooperate with ECs of adjacent counties.

Communicating

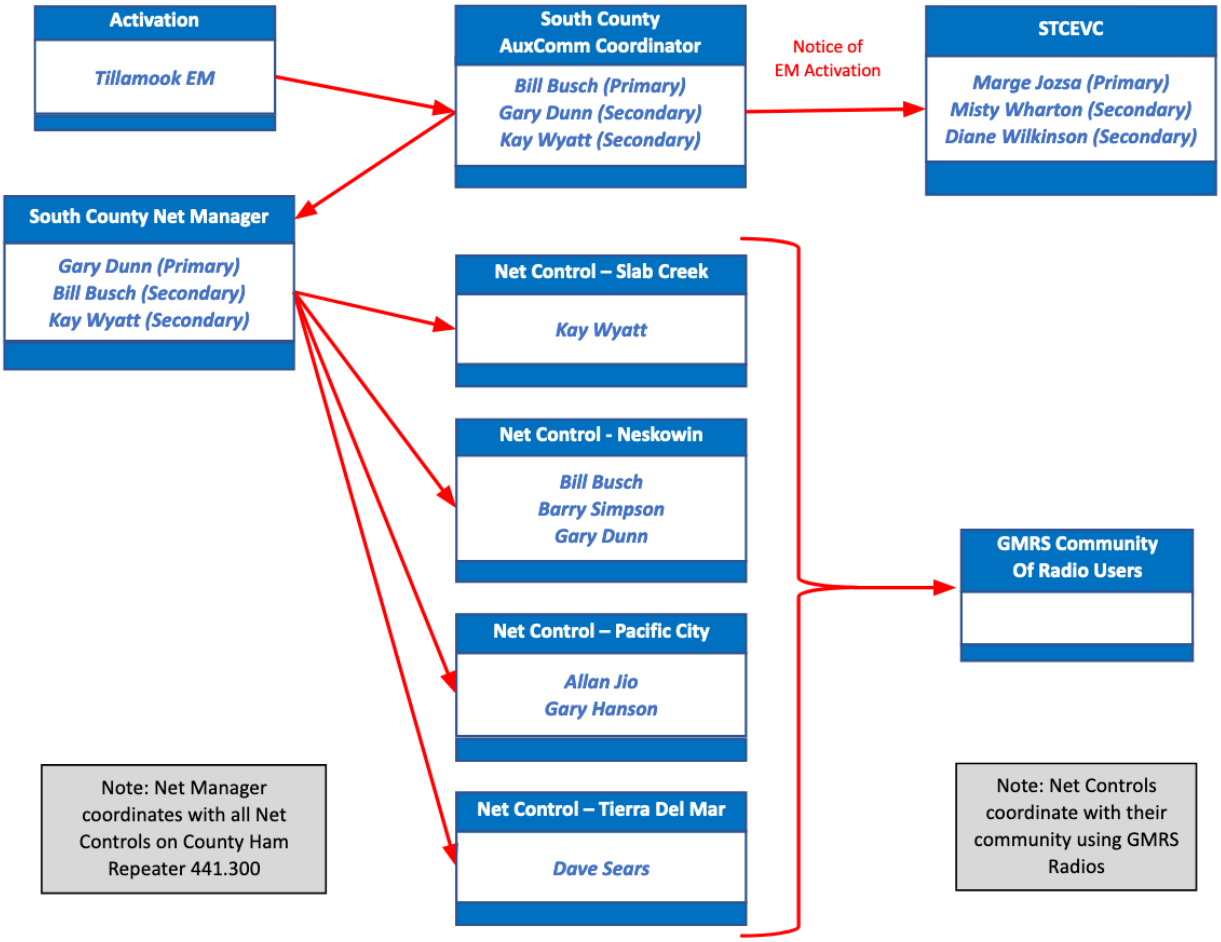
- Prepare EC bulletins and releases for periodic issuance over radio nets and at meetings of amateurs to keep members and amateurs in general informed of AuxComm matters.
- Provide user-agencies with current contact information for alerting/activating AuxComm.

Appendix D – Frequency Plan

Tillamook County Emergency Operations - Amateur Band Volunteer Communications Plan

Tillamook County Emergency Operations Amateur Band Plan			Incident Name		Date/Time Prepared		Operational Period Date/Time	
					Approved 15Jun2021			
Ch #	Function	Channel Name	RX Freq	RX Tone	TX Freq	Tx Tone	Mode A, D or M	Remarks
1	EOC Command	NCS-Primary	147.220		147.820	100.0	A	Hebo22
2	EOC Command	NCS-Central	147.160		147.760	118.8	A	Cape Meares
3	EOC Command	NCS-North	440.175		445.175	100.0	A	Angora Peak
4	EOC Command	NCS-South	441.300		446.300	100.0	A	Hebo30
5	EOC Command	NCS-Nehalem Bay	444.425		449.425	107.2	A	Manzanita
6	Tactical	Simplex North	146.560		146.560		A	
7	Tactical	Simplex Central	147.420		147.420		A	
8	Tactical	Simplex South	147.500		147.500		A	
9	Tactical	Simplex National	146.520		146.520		A	
10	Tactical	Simplex National	446.000		446.000		A	
11								
12								
Prepared By (Communications Unit)				Incident Location				

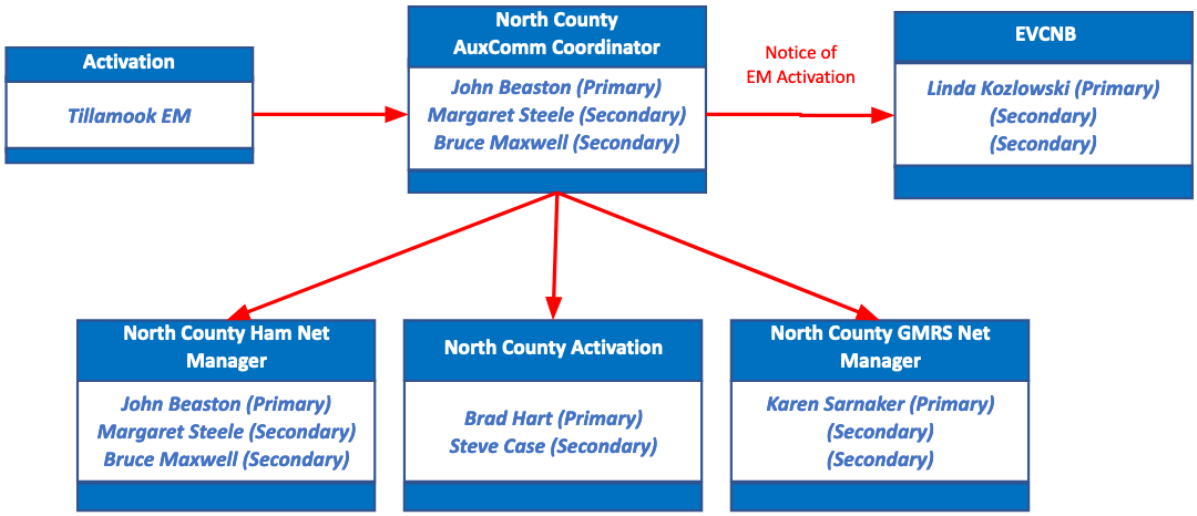
Appendix E – Activation Detail for South Tillamook County



Formal Activation	Community Activation
By Tillamook Emergency Manager	Can occur with a loss of Normal Communications

NAME	HAM	CELL	Email
Marge Jozsa		443.690.7707	margejozsa@gmail.com
Misty Wharton		503-801-4420	mistyw@nestucca.k12.or.us
Diane Wilkinson		503-801-5167	dianew@nestucca.k12.or.us
Allan Jio	KI7QEV	541.377.2485	allanjio@msn.com
Barry Simpson	KJ7GKG	650.695.3359	barry.simpson@sbcglobal.net
Bill Busch	WB7OZ	503.801.8042	whbusch@gmail.com
Gary Dunn	KI7BDW	530.903.6479	garydunn6479@gmail.com
Kay Wyatt	KW7WWW	541.921.9059	seismolady@gmail.com
Gary Hanson	AI7DM	503-965-0097	garyhanson.135@yahoo.com
Dave Sears	KJ7RNA	503-866-9127	dgsears@hotmail.com

Appendix F – Activation Detail for North Tillamook County



Note: Ham Net Managers coordinates with all Net Controls on the Nehalem Bay repeater 444.425

Note: Activation Team used if texting and/or KQMI available.

Note: GMRS Net Controls coordinate with their Zones via GMRS Zone Channels

Formal Activation	Community Activation
By Tillamook Emergency Manager	Can occur with a loss of Normal Communications

NAME	HAM	CELL	Email
Linda Kozlowski	KE7ZFI	503-799-5550	linda.kozlowski@evcnb.org
John Beaston	K7TY	503-708-5900	john.beaston@evcnb.org
Margaret Steele	KG7RQZ	503-801-5167	margaret.steele@evcnb.org
Bruce Maxwell	N5GB	303-746-0163	bruce.maxwell@evcnb.org
Karen Sarnaker	KJ7PEY	240-727-3127	karen.sarnaker@evcnb.org
Brad Hart		503-308-0302	bradhartmobile@gmail.com
Steve Case		503-348-7481	jscase70@gmail.com