



## **ESF 14 – Public Information**

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**OREGON EMERGENCY OPERATIONS PLAN EMERGENCY SUPPORT FUNCTION #14****PUBLIC INFORMATION:**

**PRIMARY AGENCIES:** Oregon Governor's Office and Oregon Office of Emergency Management (OEM).

**LEAD PIO AGENCY:** The state agency with the mission that is most closely aligned to the specific incident leading to ESF 14 activation.

**SUPPORT AGENCIES:** All organizations and agencies that may be necessary for effective public information dissemination and external affairs in support of ESF 14 operations.

## **1 Introduction**

### **1.1 Purpose**

ESF 14 ensures sustained operations exist in support of the Oregon Office of Emergency Management (OEM), the State Emergency Coordination Center staff, and the Governor's office during a statewide incident or incidents of national significance to provide accurate, coordinated and timely information to affected populations, governments, legislators and the media. ESF 14 coordinates public information activities as a result of increased statewide public awareness or concern.

### **1.2 Scope**

ESF 14 will coordinate actions the state will take to provide public information support to local, Tribal, state and federal disaster response elements.

ESF 14 provides assistance to all state agencies that may require public affairs support, or whose public affairs assets may be employed during a major disaster or emergency in the state of Oregon or nationally, if necessary.

ESF 14 missions apply to Governor's Declarations, Stafford Act Declarations, National Response Plan responses and other situations designated by authority of the Office of the Governor, or the OEM Director's Office.

## **2 Situation**

Planning for public information incorporates local, Tribal, federal and governments as well as state and local level agency and government responsibilities for providing timely public information. If state agencies and county governments are unable to provide timely public information

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to those affected by emergencies and disasters, federal resources will be requested to provide vital information to affected populations.

The Governor's Office, OEM's Director's Office, Lead Public Information Office (PIO) agencies and Support Agencies will direct, coordinate and support communications efforts to disseminate unified messages.

### **3 Roles and Responsibilities**

#### **3.1 Primary Agencies**

ESF 14 Primary Agencies are responsible for maintaining the ESF capabilities and operations. Primary Agencies also facilitate and coordinate ESF participation during activations. ESF 14 is co-led by:

- The Oregon Office of Emergency Management
- The Governor's Office

##### **3.1.1 Primary Agencies Responsibilities:**

During an emergency, OEM and the Governor's Office may determine the lead agency for the Joint Information Center (JIC) or Joint Information System (JIS) and notify key partners. Additional responsibilities include:

- Support the development of a comprehensive JIS that supports common voice messaging and comprehensive information sharing.
- Establish the JIC, or monitor JIC activities, and assist in message development by working directly with the Lead Agency PIO or JIC Manager and facilitate communication between the Governor's Press Secretary and OEM PIO.
- Facilitate JIC or JIS staffing needs. OEM will share staffing requirements with the Governor's Office. The Governor's Office will direct state agencies as needed to support critical JIC or JIS staffing needs.
- Maintain an Oregon Public Affairs Team (OPAT) list to support JIC or JIS staffing and provide support beyond Lead PIO Agency capabilities when necessary. OEM PIO will notify OPAT if the Lead PIO Agency requests additional support.
- Provide ESF 14 direction to OEM, the Lead PIO Agency and support agencies to ensure alignment of key messages during Emergency Coordination Center (ECC) activations.
- Provide advice to emergency managers regarding matters related to public information.

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- Foster positive working relationships among all program areas and the JIC staff.
- Assist in the information and news release approval process.

**3.2 Lead PIO Agency**

The Lead PIO Agency is the state agency with the mission that is most closely aligned to the specific emergency or incident leading to ESF 14 activation. For example, Oregon Health Authority would be the Lead PIO Agency for a pandemic outbreak, whereas Oregon Department of Forestry is the Lead PIO Agency for wildfires.

**3.2.1 Lead PIO Agency Responsibilities:**

- Notify ESF 14 Primary Agencies (OEM and Governor's Office) when incident management resources are deployed or additional PIO support is needed.
- Develop a staffing plan and identify resources to staff the JIC and JIS.
- Notify support agency PIOs of the emergency and support requirements.
- Oversee incident messaging.
- Facilitate information sharing.
- Liaison between the decision-makers in the ECC and the news media.
- Provide timely, accurate, coordinated information to ECC, the Governor's communications director, the public, news media, partners, stakeholders and other interested parties. Provide the following types of information:
  - Nature and extent of the emergency or disaster.
  - Areas of the state that have endured the effects of the emergency or disaster, and areas that may sustain damage in the future.
  - Actions the public should take to protect themselves.
  - Activities that government has initiated or plans to initiate, in response to the emergency or disaster.
- Inform elected and appointed officials on response efforts, protocols and recovery programs.
- Brief the news media as new information becomes available. Schedule briefings on a regular basis (at designated times) and when announcements of breaking news are appropriate.

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- Counter rumors with the timely release of factual information to the public and take any actions necessary to ensure the public is receiving accurate information.
- Develop and maintain all public information news releases, briefing sheets, talking points, backgrounders and supplemental materials in electronic format. After the emergency has ended, collect public information records and deliver to the ECC manager.
- Coordinate and supervise daily operations of agency staff within the JIC, executing plans and policies as directed by Primary Agencies.
- Lead messaging at the JIC as lead agency or subject matter expert depending upon the type of disaster that has occurred (i.e., pandemic, radiological, agricultural, etc.)
- Provide background information directly pertaining to specific subject matter related to the incident.
- Speak to media on behalf of the state to discuss technical details associated with an incident.

**3.3 Support Agencies**

Support Agencies consist of state agencies with public affairs staff and subject matter expertise for various emergencies when they are not the Lead PIO Agency. Depending on the nature of the incident, support agencies will participate in ESF 14 as requested by the Primary Agencies. These include, but are not limited to:

- Oregon Military Department (OMD)
- Department of Administrative Services (DAS)
- Oregon Department of Transportation (ODOT)
- Oregon Health Authority (OHA)
- Department of Environmental Quality (DEQ)
- Oregon State Police (OSP)
- Oregon State Fire Marshall (OSFM)
- Law Enforcement Data Systems - Criminal Justice Information Services (CJIS)
- Office of State Medical Examiner (OSME)
- Department of Human Services Public Health Division (DHS/PHD)
- Water Resources Department (WRD)

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- Oregon Department of Agriculture (ODA)
- Department of Geology and Mineral Industries (DOGAMI)
- Oregon Department of Forestry (ODF)
- Department of Aviation (AERO)
- Department of Consumer and Business Services (DCBS)
- Building Codes Division (BCD)
- Insurance Division (INS)
- Oregon Occupational Safety and Health Division (OR-OSHA)
- Department of Corrections (DOC)
- Oregon Economic and Community Development Department (OECDD)
- Department of Energy (DOE)
- Oregon Department of Fish and Wildlife (ODFW)
- Department of Housing and Community Services (OHCS)
- Department of Land Conservation and Development (DLCD)
- Oregon Liquor Control Commission (OLCC)
- Oregon Parks and Recreation Department (OPRD)
- Oregon Poison Center (OPC)
- Travel Oregon
- Public Utility Commission (PUC)
- Department of State Lands (DSL)
- American Red Cross (ARC)
- Civil Air Patrol (CAP)
- Business Oregon
- Small Business Administration

**3.3.1 Support Agencies Responsibilities:**

- Support public information as a result of increased statewide public awareness or concern.
- Report to the JIC and support ESF 14 staffing plans as requested.



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- Share information with federal, Tribal, state and local partners.
- Serve as subject matter experts as needed.
- Respond to media inquiries in support of the Lead PIO Agency
- Prepare and maintain electronic copies of public information documents and a log of public information activities.
- Plan and prepare announcements, interviews, question-and-answer sessions, video footage and other services for news media, broadcast news media and internet news providers.
- Monitor national, regional, and local news broadcasts to assess the accuracy of news reports. If inaccuracies occur, notify Lead PIO Agency decision-makers in the ECC immediately, and take appropriate measures to provide corrected information to the news media.
- Develop supplemental information, such as newspaper inserts and backgrounders, that provide detailed information about the state's efforts to protect the public, or any other facts or advice the public may find useful.
- Complete all other duties assigned by the Primary Agencies or Lead PIO Agency

**3.4 Oregon Public Affairs Team (OPAT)**

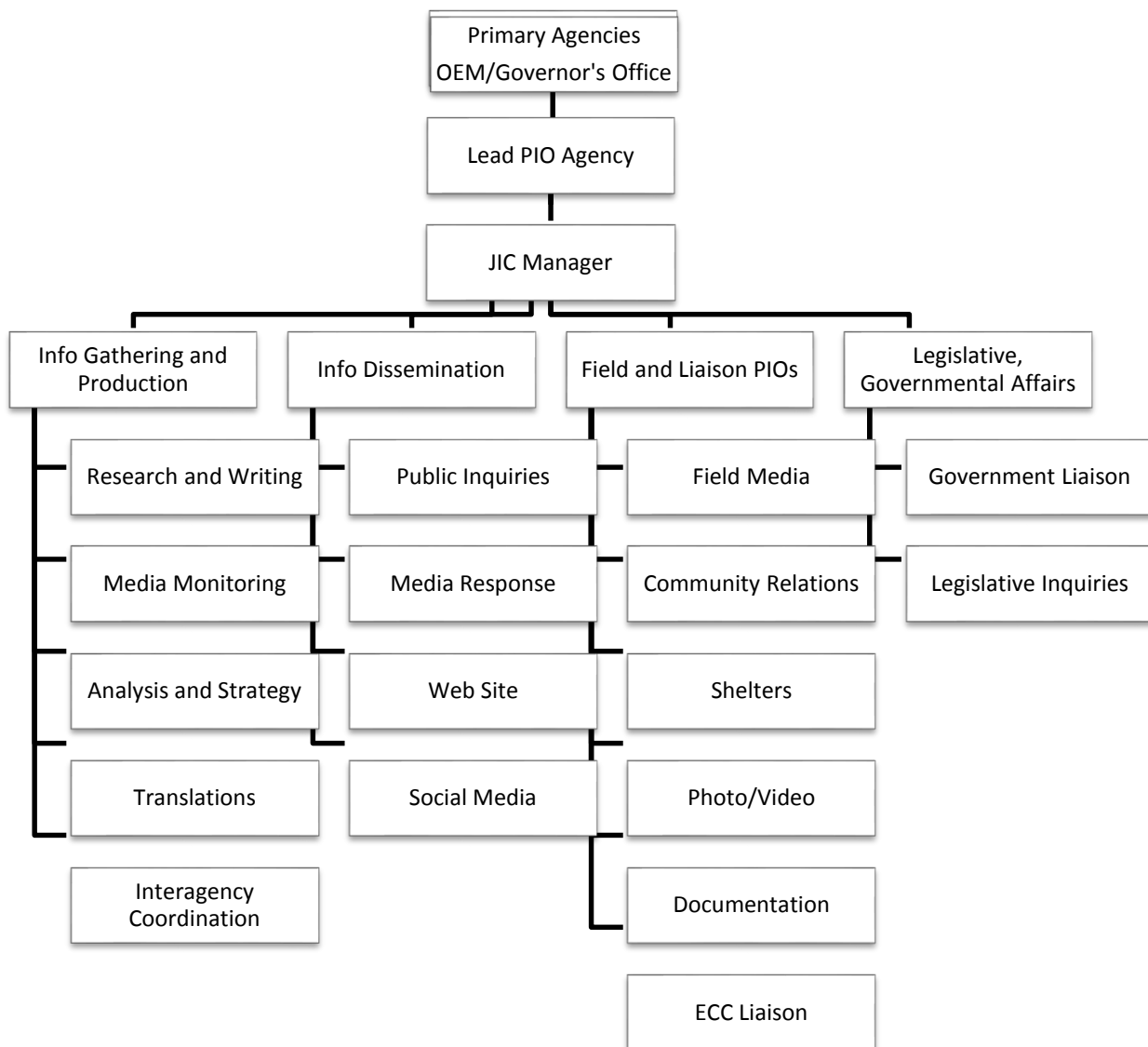
OEM and partners maintain a network of volunteers willing to support ESF 14 during incidents where additional support is needed. Governor's Office may direct state agencies to provide support via the OPAT as a staffing mechanism for the JIC or JIS.

The Lead PIO Agency in coordination with OEM and the Governor's Office is responsible for determining when OPAT is needed to support the JIS. OPAT roles and responsibilities include all duties assigned by the Primary Agencies, Lead PIO Agency or JIC Manager.

**3.5 Joint Information Center Positions**

When the incident requires additional staffing and coordination, emergency managers establish a JIC. JICs work best with adequate resources to staff key positions to accomplish specific tasks. The following JIC Organization Chart below provides an overview for the type of positions that may be staffed within a JIC. (See Figure 1.1)

Figure 1.1: JIC Organization Chart.



The following section lists roles and responsibilities for key positions in the JIC. Specific positions and tasks include:

**3.5.1 JIC Manager**

- Manages all JIC activities, coordinating and supervising daily JIC operations for information gathering and production, information dissemination, field and liaison PIOs and systems and operations.
- Execute plans and policies as directed by the Primary Agencies and Lead PIO Agency.
- Provide direction and support to the JIC staff to ensure all functions are operating efficiently.

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- Ensure JIC is properly setup to include work stations, telephones, office supplies and sufficient workspace for JIC staff and others who may need to work in the JIC.
- Oversee development of press releases, advisories, daily summaries, talking points, fact sheets and other written material.
- Coordinate daily meetings and briefings.

**3.5.2 Information Gathering and Production**

- Coordinate with interagency partners to gather and share information.
- Listen to social media channels such as interactive websites, blogs, Facebook and Twitter to detect inaccuracies and determine information trends.
- Monitor and analyze media content for accuracy and situational awareness.
- Prepare a daily media analysis report for inclusion in daily summary.
- Develop accurate public information products for the media and citizens.
- Gather incident information to write news release in journalistic style and follow AP Style Guide.
- Write materials such as news releases, fact sheets, flyers, etc. in support of the incident. Ensure timely and accurate information.
- Develop strategies to translate information when necessary.

**3.5.3 Information Dissemination**

- Obtain review and approval of written material from ECC Operations Manager, OEM Deputy Director or designated subject matter experts.
- Serve as primary point of contact for all digital communications engagement with the public and stakeholders.
- Ensure information on disaster is updated and accurate, to include posting of related news releases, photos, etc., pertaining to the incident on web for public or designated JIS personnel.

**3.5.4 Legislative, Governmental Affairs**

- Establish contact with congressional and legislative offices representing affected areas
- Provide information on incident activities and how the state ECC is coordinating response and recovery activities.

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- Disseminate talking points, situation reports to congressional and legislative leaders.
- Organize and initiate congressional and legislative briefings and conduct daily briefings thereafter.
- Arrange for incident site visits for members of congress and their staff.
- Respond to legislative and congressional inquiries.
- Make congressional notifications and assist with written materials for presentations.

**3.5.5 Field and Liaison PIOs**

- Escort media in the field.
- Participate in community relations events.
- Visit shelters and provide information.
- Produce photo and video products. Gather and document incident related information.. Liaison with the ECC.

**4 Concept of Operations**

Primary Agencies and Lead PIO Agency will coordinate all requests for assistance, and communicate with state agencies to identify appropriate and necessary actions and state resources. The following describes how ESF 14 will function during activation.

**4.1 Activation**

OEM, in coordination with the Governor's Office, will activate ESF 14 as needed. The following list describes additional action items:

- Upon activation of the state ECC, OEM may begin the process of activating the state JIC, as detailed in the OEM Crisis Communications Plan.
- OEM will initiate notifications to ESF 14 partners.
- Once a JIC has been established, OEM will contact the Lead PIO Agency and report on the operational status of the ECC and the JIC.
- Depending on the nature and scope of the incident, OEM will notify and mobilize support agencies via OPAT to staff JIS or JIC operations.
- When activated, the JIC becomes the primary location for facilitating the operations of the JIS. The JIC gives the media a single source of reliable information, a place to call for authoritative updates, attend interviews, and receive briefings.

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- The JIC may be established in the ECC, or at the Lead PIO Agency depending on the nature and extent of the emergency or disaster.

**4.2 Operations**

OEM and the Governor's Office will coordinate public information resources in response to disasters, emergencies and incidents of national significance. The following guidelines describe ESF 14's operational functions.

- External communications will include traditional media, social media, video sharing, media relations and other methods.
- The Primary Agencies, Lead PIO Agency and Support Agencies will help ensure timely and accurate public information is being shared during emergency response and recovery efforts using the most effective communication methods including mainstream and social media.
- The JIS will clearly communicate what government is doing during response and recovery efforts, and describe what citizens can do to protect themselves.
- The JIS will include various state agency PIOs and other communication professionals if necessary within a virtual or physical JIC or JICs.
- The nature and scope of this effort is determined by the incident.
- PIOs from affected jurisdictions will compile and disseminate information under a JIS. The PIO from each jurisdiction will coordinate information from their Emergency Operations Center (EOC). Such coordination includes exchanging news releases, advising one another of media inquiries and sharing pertinent information.
- The JIS will operate from the onset of any incident, and will continue operating as long as the state continues its response. Operations may continue through periods of recovery.

**4.2.1 Oregon Virtual Operations Support Team (ORVOST)**

OEM PIO manages and coordinates the ORVOST. The ORVOST can be activated to support a local jurisdiction or the ECC. The main purpose of the ORVOST is to monitor media and alert the ORVOST lead PIO or Lead PIO Agency to possible areas of concern.

**4.3 Joint Information Center Types**

Resources at the local and state level are often constrained and complicated by incident timing and capabilities on-hand. A JIC is a central point for the coordination of incident information, media affairs activities and media access to information regarding the latest incident-related developments. If an incident requires a coordinated federal level response, JICs will be established to coordinate local, state and federal incident

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communications with the public. The number and size of the JICs will reflect the size and nature of the incident and the anticipated needs of the agencies and partners who will staff it within the Joint Information System.

**4.3.1 State JIC**

The state JIC is the physical location from which communication professionals from responding state agencies and NGOs that are involved in response and recovery operations work together to provide critical emergency information, media response and public affairs support. The state JIC serves as a focal point for the coordination and dissemination of information to the public and media concerning incident prevention, preparedness, response, recovery and mitigation. A media center may be established at a central location for all working media to obtain news briefings and to conduct press conferences. Co-location or use of a single incident media center by local, state or federal counterparts may be an option.

**4.3.2 Incident JIC**

The incident JIC is a site specific location that supports the local response to an event. The incident JIC is the physical location from which external affairs professionals from organizations that are involved in response and recovery operations work together to provide critical emergency information, media response and public affairs support. The Incident JIC serves as a focal point for the coordination and dissemination of local information to the public and media concerning local incident prevention, preparedness, response, recovery and mitigation. A media center may be established at a central location for all working media to obtain news briefings and press conferences. Co-location and/or use of one incident media center by local, state or federal counterparts may be an option.

**4.3.3 Virtual JIC**

A virtual JIC uses technology and communications to connect participating public information components when physical co-location is not feasible or practical. If a virtual JIC is employed, leadership must ensure that connectivity and inclusion of incident participants.

**4.3.4 Area JIC**

An area JIC is used when the possible geographic coverage of a large-scale incident, an area command structure may be employed, per the incident command system. If an area command structure is employed, it must be assessed whether a supporting area JIC(s) will be necessary. In establishing a JIC network, careful consideration must be given as to where the media will get their primary information, how existing state and local JICs will be coordinated, and how liaison and coordination between participating JICs will be facilitated.

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If a National JIC is established, a virtual JIC will initially be established to coordinate information among affected states, federal departments and agencies. Federal departments and agencies may be requested to provide representatives to the national JIC. A national JIC may be used when an incident with national-level impacts is expected to be of a long duration (weeks or months) and when the incident affects a large area of the country.

**4.4 Federal Public Information Resources**

When state resources are limited and public information requires additional resources, federal incident communications systems are available as described below.

**4.4.1 National Incident Communications Conference Line**

The National Incident Communications Conference Line (NICCL) is a standing conference line that is designated, maintained and supported by the U.S. Department of Homeland Security's (DHS) Office of Public Affairs as the primary means for interagency incident communications during an incident requiring federal coordination.

- NICCL will be activated during a major event of national significance requiring interagency coordination. DHS and FEMA HQ typically determine the need.
- The Primary Agency or Lead PIO Agency will coordinate with FEMA as needed.

**4.4.2 State Incident Communications Conference Line**

The State Incident Communications Conference Line (SICCL) a dedicated Federal-State incident communications conference line.

- This communications resource can facilitate incident management information, evacuee coordination and messaging relating to all states and territories.
- Access and use of this line will be managed by DHS Public Affairs. The Primary Agency or Lead PIO Agency will coordinate with DHS as needed.

**4.4.3 Homeland Security Information Network (HSIN)**

HSIN provides an encrypted online Web system for real-time capability to post and review documents.

- HSIN is also used by the DHS National Operations Center to coordinate homeland security operations with interagency participants.

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- DHS Public Affairs manages access, account support and administrative issues relating to HSIN for public affairs coordination.

**4.5 Demobilization**

The Primary Agencies or Lead PIO Agency will close-out JIC operations and release staff when it is determined JIC resources is no longer needed.

- JIC manager will develop and implement a demobilization plan including proper notification and delegation of responsibility.
- If an incident warrants, staff from the JIC will relocate from the ECC to the Joint Field Office to continue to support public information missions.
- All personnel who work in support of ESF 14 will participate in After Action Reviews (AARs).
- OEM Public Affairs Office will incorporate AAR recommendations into plans, ESF 14 documents and standard operating guidelines.