

# 1. Introduction

*This section establishes the framework within which this Emergency Operations Plan (EOP) exists and how it fits into existing plans. Additionally, the section outlines federal, state, and County emergency management authorities pertaining to the community's roles and responsibilities.*

## 1.1 General

The Clackamas County (County) disaster management mission is to ensure that the County is prepared for a disaster by ensuring coordination of protection, prevention, mitigation, response, and recovery activities that increase the County's capabilities to minimize loss of life and reduce impacts from disasters.

Emergencies are handled effectively in the County every day. These "routine" emergencies are managed by emergency responders as part of their day-to-day responsibilities and are the most common emergency management activities that the County encounters. For the most part, this type of emergency is handled by individual responders or a team of responders who work together regularly to save lives, contain threats, and minimize damage. While the principles described in this EOP can also be applied to these daily responses, the plan is primarily designed to offer guidance for larger or more complex incidents related to a broad spectrum of hazards that exceed the response capability and/or resources of front line responders.

No plan can anticipate all the situations and conditions that may arise during major emergencies or disasters, and on-scene Incident Commanders must have the discretion to act as they see fit based on the specific circumstances of the incident at hand. It is imperative, however, that all jurisdictions and response agencies have a plan that provides general guidance and a common framework for preparing for, responding to, and recovering from major emergencies and disasters. This plan promulgates such a framework within the County that will bring a combination of technical capabilities and resources, plus the judgment and expertise of its emergency response personnel, department directors, and other key partners to bear on any incident. This EOP provides the foundation and guidance for use of National Incident Management System (NIMS) principles necessary to effectively manage incidents within or affecting the County.

No guarantee of a perfect response system is expressed or implied by this plan, its implementing instructions, or procedures. While the County will respond to major emergencies and disasters to the utmost of its ability, it is possible that some natural or technological disasters may overwhelm its resources. While recognizing this possibility, this plan is designed to help the County fulfill its response function to its maximum capacity.

### 1.1.1 Whole Community Planning

The "Whole Community" planning approach is based on the recognition that it takes all aspects of a community to effectively prepare for, protect against, respond to, recover

## 1. Introduction

from, and mitigate against disasters. This includes all emergency management partners, both traditional and nontraditional, such as volunteer-, faith-, and community-based organizations; the private sector; and the public, including survivors of an incident.

Every person who lives or works in the County (including those with disabilities, and access, and functional needs) shares responsibility for minimizing the impact of disasters on the community. These individual responsibilities include hazard awareness, knowledge of appropriate protective actions, taking proactive steps to mitigate the impact of anticipated hazards, and preparations for personal and family safety, as well as the self-sufficiency of neighborhoods. To the greatest extent possible, the County will assist its residents in carrying out this responsibility by providing preparedness information, as well as emergency public information and critical public services during a disaster. However, a major emergency or disaster is likely to damage the County's critical infrastructure and reduce the workforce available to continue essential government services. Knowledgeable residents who are prepared to take care of themselves and their families, and to assist neighbors in the early phases of a major emergency or disaster, can make a significant contribution toward survival and community resiliency.

## 1.2 Purpose and Scope

### 1.2.1 Purpose

The primary purpose of the EOP is to outline the County's all-hazard approach to emergency operations to protect the safety, health, and welfare of its residents throughout all emergency management mission areas. Through this EOP, the County designates NIMS and the Incident Command System (ICS) as the frameworks within which all emergency management activities will be conducted.

### 1.2.2 Scope

This EOP is implemented whenever the County must respond to a major emergency, disaster incident, or planned event whose size or complexity is beyond that normally handled by routine operations. Such occurrences may include natural, technological, or human-caused disasters and may impact unincorporated areas of the County, incorporated municipalities, or a combination thereof. This plan is intended to guide the County's emergency operations while complementing and supporting the emergency response plans and procedures of responding agencies, other local governments, special districts, and other public, nonprofit/volunteer, and private-sector entities.

A community's disaster management infrastructure is a complex network of relationships. The EOP establishes roles, responsibilities, and relationships among agencies and organizations involved in emergency operations, thereby facilitating multi-agency and multi-jurisdiction coordination. Using this framework, County departments and agencies that operate under this plan are expected to develop and keep current lines of succession and standard operating procedures (SOPs) that describe how tasks will be performed. Training and equipment necessary for response operations should be maintained by County departments and agencies.

**1. Introduction**

The primary users of this plan are elected officials, department heads and their senior staff members, disaster management staff, coordinating response agencies, and other partners that support emergency or disaster operations. The general public is also welcome to review non-sensitive parts of this plan to better understand how the County manages emergency operations.

**1.3 Plan Activation**

Once promulgated by the Board of County Commissioners, this EOP is in effect and may be implemented in whole or in part to respond to:

- Incidents in or affecting the unincorporated areas of the County.
- Requests by the governing body of incorporated jurisdictions.
- Health/public health emergencies in or affecting the County.
- Non-routine life-safety issues in or affecting the County.

An emergency declaration is not required in order to implement the EOP or activate the Emergency Operations Center (EOC). Clackamas County Disaster Management (CCDM) may implement the EOP as deemed appropriate for the situation or at the request of an on-scene Incident Commander.

**1.4 Plan Organization**

This County EOP is composed of the four main elements described below.

**1.4.1 Base Plan**

The purpose of the Base Plan is to provide a framework for emergency operations and information regarding the County's Disaster Management Structure. It serves as the primary document outlining roles and responsibilities of elected officials, County departments, and key response partners during an incident. Specifically, the Base Plan identifies:

- Legal authorities, including the emergency declaration process, activation of mutual aid agreements, and requests for resources and emergency spending powers.
- Hazards and threats facing the community, including planning assumptions based on the County's response capabilities.
- Roles and responsibilities for elected officials, County departments, and key response partners.
- A concept of operations for the County that describes how the County will conduct its emergency operations and coordinate with other agencies and jurisdictions.
- The County's emergency response structure, including activation and operation of the County EOC and application of ICS.
- The County's protocols for maintaining and reviewing this EOP, including training, exercises, and public education components.

**1.4.2 Emergency Support Function Annexes**

The Emergency Support Functions (ESFs) are groupings of critical tasks, capabilities, and resources provided by emergency response agencies for the County throughout all phases of a major emergency or disaster. In the event of an incident for which the County's capabilities and/or resources are limited or exhausted, each annex clearly

**1. Introduction**

defines coordination pathways between County departments and with community partners, as well as procedures for requesting resources and additional support from State agencies.

**1.4.3 Support Annexes**

Support Annexes (SAs) describe functions that do not fit within the scope of the 18 ESF annexes described above and identify how the County's departments and agencies, the private sector, volunteer organizations, and nongovernmental organizations coordinate to execute common support functions required during an incident. The actions described in the SAs are not limited to particular types of incidents but rather are overarching in nature and applicable to nearly every type of incident.

**1.4.4 Incident Annexes**

While this EOP has been developed as an all-hazards planning document, some hazards may require unique considerations. To that end, Incident Annexes (IAs) supplement the Base Plan to identify critical tasks particular to specific natural, technological, and human-caused hazards identified in the County's most current Hazard Identification and Vulnerability Assessment. The IAs identify step-by-step actions for each hazard through the pre-incident, response, and recovery phases of an incident.

**1.5 Authorities**

In the context of this EOP, a major emergency or disaster is characterized as an incident requiring the coordinated response of all government levels to save the lives and protect the property of a large portion of the population. This plan is issued in accordance with, and under the provisions of, ORS, Chapter 401, which establishes the authority for the County to establish a Disaster Management Structure and appoint the Disaster Management Director responsible for its organization, operation, and administration. The Disaster Management Director may delegate any of these activities to designees, as appropriate.

The County Disaster Management Structure will, at a minimum:

- Coordinate planning activities necessary to prepare and maintain the County EOP.
- Manage and maintain the County EOC from which County officials can coordinate emergency and disaster response activities.
- Establish an Incident Command structure for management of incidents by all local emergency service agencies.
- Coordinate with County and State agencies to integrate effective practices in emergency preparedness and response in a manner consistent with NIMS.

The County Disaster Management Structure is consistent with the National Incident Management System, and procedures supporting NIMS implementation and training for the County will be developed and formalized by the Disaster Management Director.

**1.5.1 Mutual Aid and Intergovernmental Agreements**

State law (ORS 402.010 and 402.015) authorizes local governments to enter into Cooperative Assistance Agreements with public and private agencies in accordance with their needs (e.g., the Omnibus Mutual Aid Agreement). Under ORS 190, the County

1. Introduction

enters into Intergovernmental Agreements to contract with other governmental entities for resources. Personnel, equipment, supplies, and services may be used by a requesting agency if the granting agency cooperates and extends such services. However, without a mutual aid pact, both parties must be aware that State statutes do not provide umbrella protection, except in the case of fire suppression pursuant to ORS 476 (the Oregon State Emergency Conflagration Act).

Mutual aid establishes a network among agencies to share critical emergency resources. The agreements prescribe procedures for requesting and responding in a timely and efficient manner. Resources include equipment, supplies, personnel, and services. The County is a signatory party to multiple mutual aid agreements. Two prominent agreements are:

- Inter-County Omnibus Mutual Aid Agreement
- Intra-County emergency resource sharing with cities and special districts

Copies of existing agreements can be accessed through Disaster Management. During a major emergency or disaster situation, a local declaration may be necessary to activate these agreements and allocate appropriate resources.

*A list of existing mutual aid agreements are maintained separately and are available through the Office of Disaster Management.*

## 1.6 Continuity of Government and Lines of Succession

Table 1-1 presents the policy and operational lines of succession during a major emergency or disaster for the County. Order of succession guidelines for emergency coordination and emergency policy and governance are kept within the vital records packet at the EOC.

**Table 1-1 County Lines of Succession**

Emergency Coordination	Emergency Policy and Governance
1. County Administrator	1. Chair of the BCC
2. Disaster Management Director	2. Vice-Chair of the BCC
3. Disaster Management Deputy Disaster Manager	3. Remaining Board Members (in order of seniority)
	4. County Administrator, or designee

Each County department is responsible for pre-identifying lines of succession in management’s absence within the department’s Continuity of Operations Plan (COOP) plan. All employees must be trained on the protocols and contingency plans required to maintain leadership within the department. Disaster Management will provide guidance and direction to department heads to maintain continuity of government and operations during an emergency. Individual department heads within the County are responsible for implementing their respective COOP plans and procedures to ensure continued delivery of vital services during an emergency.

## 1.7 Safety of Employees and Family

All department heads or designees are responsible for the safety of employees. Employees should attempt to contact their supervisors and managers as soon as possible following an

**1. Introduction**

incident. The 9-1-1 service should only be utilized if emergency assistance is needed. Agencies and departments will implement their respective COOP plans to establish alternate facilities and staff locations as needed. Notification procedures for employee duty assignments will follow required procedures established by each agency and department.

In addition to COOP call trees, the countywide Employee Disaster Reporting (EDR) will be activated. This process allows employees to self-report status and availability via an external website, telephone number, and email. The process was developed in an effort to augment COOP call trees, which will be difficult to manage during a major emergency or disaster.

Maintaining a resilient workforce is essential to providing overall response and recovery activities. Personnel should be provided with appropriate resources and hazard information to protect themselves and their families, suitable to hazard conditions. Safety precautions and personal protective equipment will be specific to the type of incident and may require just-in-time training among the first responder community and other support staff to implement appropriate procedures.

While all County departments and employees are expected to contribute to the emergency response and recovery efforts of the community, employees' first responsibility is to their own and their families' safety. Each employee is encouraged to develop family emergency plans to facilitate family safety and self-sufficiency, which in turn will enable employees to assume their responsibilities to the County and its residents as rapidly as possible. The Office of Disaster Management offers Clackamas County employees annual training on personal preparedness. *See County Employee Policy and Practice (EPP) #55.*

