5   Command and Control

This section of the EOP highlights the setting in which the EOC exists. It details the location, capabilities, and policies of the EOC. Additionally, this section outlines a process for establishing operations within the EOC, including activation, EOC procedures, and deactivation.

5.1   General

The ultimate responsibility for command and control of County departments and resources lies with the County Administrator; however, the CCDM Director, will maintain direction and control of the County EMO, unless otherwise delegated. County disaster operations, both on-scene and in the County EOC, will be conducted in a manner consistent with NIMS, including use of ICS.

During a County-declared disaster, control is not relinquished to State authority but remains at the local level for the duration of the event

5.2   On-Scene Incident Management

Initial response to an incident will be managed by the responding agency (i.e., Transportation and Development, CCSO, and/or Fire District), who will assign an on-scene Incident Commander. The on-scene Incident Commander is responsible for performing or directing such duties as enforcing emergency measures and designating emergency areas. During the initial response, the on-scene Incident Commander may establish an Incident Command Post and may assume the responsibilities of Command Staff until delegated. Upon establishment of ICS, the on-scene Incident Commander will notify the CCDM Duty Officer and may request activation of the County EOC, as appropriate. The on-scene Incident Commander may also establish an on-scene Unified Command structure with County and State leads.

5.3   Emergency Operations Center Support to On-Scene Operations

Depending on the type and size of incident, or at the request of the on-scene Incident Commander, the County may activate the EOC and assign an EOC Command and establish Unified Command. The EOC will support on-scene operations and coordinate County resources.

The request will be submitted to the CCDM Duty Officer, who will determine whether to activate the County EOC and will assume, or designate, the role of EOC Command. In most instances, the on-scene Incident Commander will retain tactical control over the incident, relying on the County EOC for resource coordination, communications, and public information support. In a more complex incident, the Incident Commander may relocate to the County EOC to serve as part of the Unified Command or Multi-Agency Coordination Group, ensuring proper coordination of resources across agencies. Outside assistance from neighboring jurisdictions or

from private contractors will be requested and used as an adjunct to existing County services, and then only when a situation threatens to expand beyond the County's response capabilities.

Upon activation of the County EOC, Unified Command and/or the EOC Command is empowered to assume executive control over all departments, divisions, and offices of the County during a state of emergency. If appropriate, the on-scene Incident Commander, Unified Command or EOC Command may request that the BCC declare a state of emergency.

5.4   Emergency Operations Center

The EOC supports incident response activities, including tracking, management, and allocation of appropriate resources and personnel, and may also serve as a Multi-Agency Coordination Center, if needed. The EOC will be activated upon notification of a possible or actual emergency. During large-scale emergencies, the EOC may become the County seat of government for the duration of the crisis.

5.4.1   Emergency Operations Center Activation

A CCDM Duty Officer is on call 24 hours a day, seven days a week, and is advised of any threats, unusual events or situations by C-COM. Reports may also originate from concerned citizens, On-Scene Command, or other agencies. The Duty Officer has the responsibility to monitor and follow up on any threat that has the potential to impact the County. It is important to note that although the Duty Officer may be monitoring the progression of an incident or event, the EOC is not considered activated until CCDM staff are tasked to support the incident and are operating outside their normal scope of day-to-day business activities. CCDM management staff have the authority to activate the EOC. When that decision is made, EOC activation status will be conveyed in a declarative manner to CCDM staff and any EOC staff already engaged in incident monitoring and assessment.

The County EOC activates in a Unified Command mode composed of:

- ■   Disaster Management (CCDM Director or designee).

- ■   Law Enforcement (Sheriff or designee).

- ■   Fire and EMS (Fire Defense Board Chief or designee).

- ■   Public Works (DTD Director or designee).

- ■   Human Services (H3S Director or designee).

- ■   Public Health Officer under H3S

See Appendix B – EOC Action Planning Cycle for more information on the activities that generally occur during an operational period and the development of an Emergency Operations Center Action Plan (EAP).

Figure 5-1 reflects the communication flow between County officials/ agencies and the EOC during emergencies.
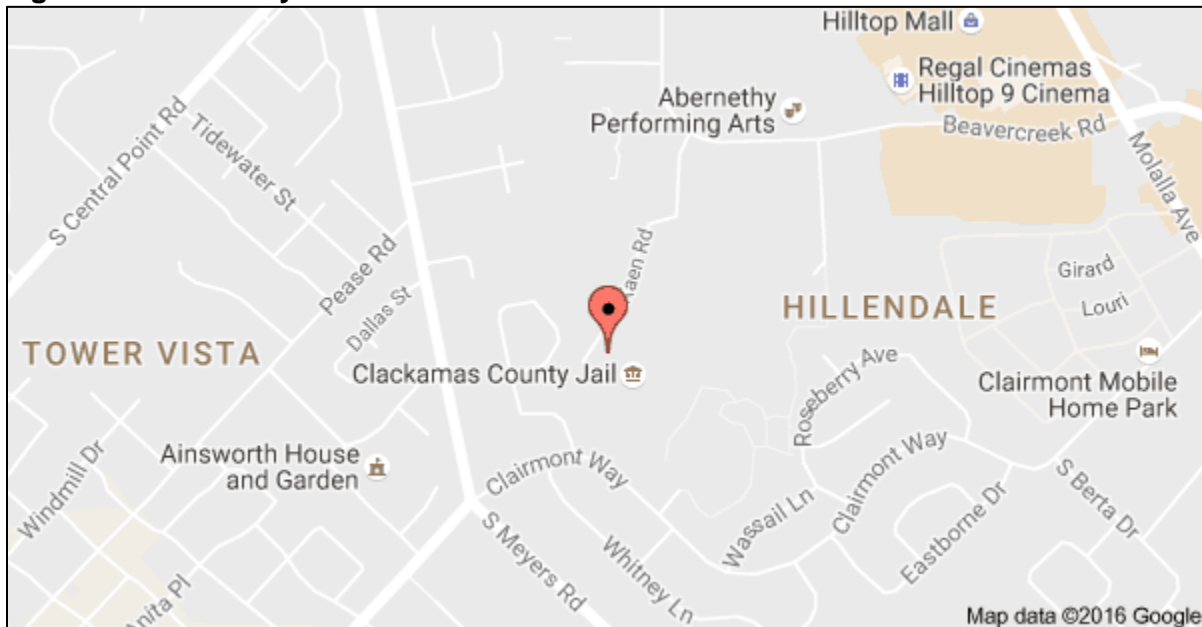
Figure 5-1   Communication Flow between County Officials/Agencies during Emergencies
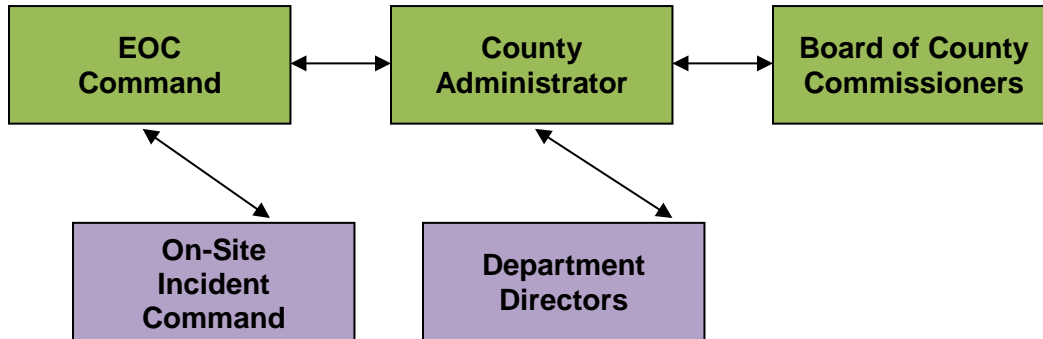
5.4.2   Emergency Operations Center Location

The **primary location** for the County EOC is collocated with CCDM and C-COM offices at 2200 Kaen Road, Oregon City, OR.
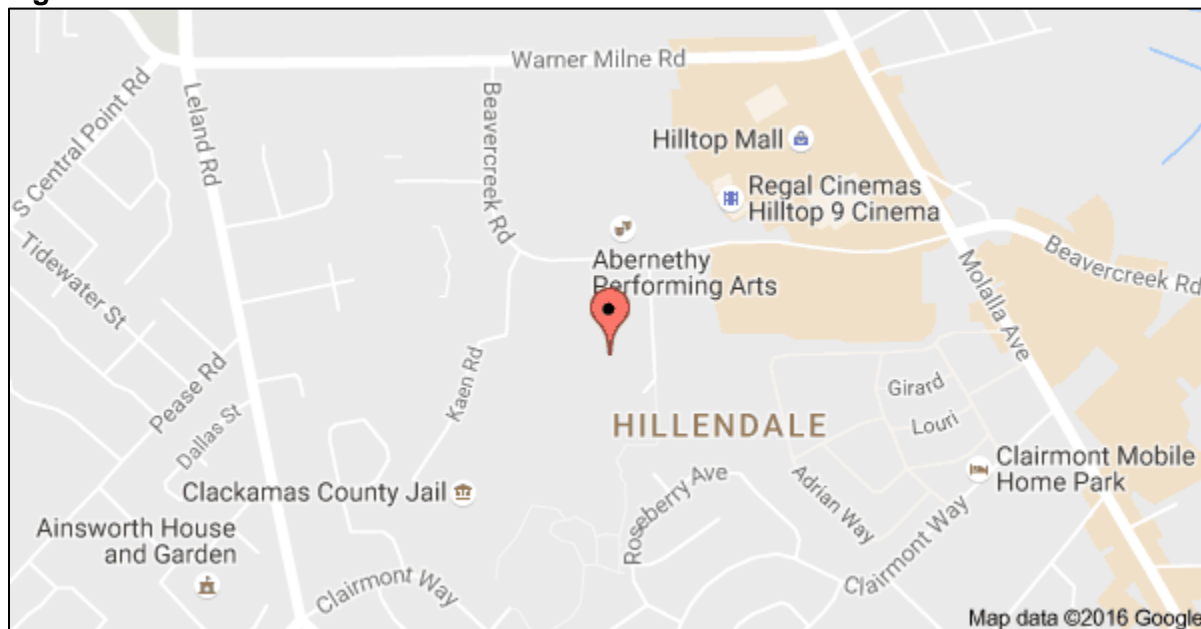
Figure 5-2   Primary EOC Location

If necessary, the **alternate location** for the County EOC is the County Clerk Offices at 1710 Red Soils Court, Oregon City, OR in the Elections Office (ballot counting room).

Figure 5-3   Alternate EOC Location

The location of the EOC can change as required by the needs of the incident. Coordination and control for County emergency resources will take place from the EOC as long as environmental and incident conditions allow. However, if conditions require relocation of the EOC, then the EOC Command will designate an alternate facility.

5.4.3   Emergency Operations Center Staffing

Depending on the incident type, County departments will provide staff to the EOC. At any time, if the incident expands or contracts, changes in jurisdiction or discipline, or becomes more or less complex, the on-scene Incident Commander and Unified Command may change to meet the needs of the incident. In the event that local staffing resources are not adequate to maintain County EOC operations, the County may request support from the State.

County departments involved in emergency response and personnel assigned to Command and General Staff (if previously designated) are required to report to the EOC upon activation. Personnel assigned to the EOC have the authority to make the decisions associated with their Command and General Staff positions.

Due to limited personnel and resources available in the County, it is imperative that all primary and alternate EOC staff be trained on ICS functions outside their areas of expertise. Regularly exercising ICS, including sub-functions and liaison roles, with volunteers and other support staff will improve overall EOC operation efficiency.

5.4.4   Access and Security

During an emergency, access to the County EOC will be limited to designated emergency operations personnel due to the large volume of incoming and outgoing sensitive information.

The EOC may allow access on an individual, case-by-case basis. Appropriate security measures will be in place to identify personnel who are authorized to be present.

5.4.5   Incident Management Software

The County utilizes WebEOC incident management software to help gather, analyze, and disseminate information in the County EOC. The CCDM Technology and Outreach Coordinator is responsible for training EOC staff on the use of software, and a User's Manual is maintained in the County EOC.

5.4.6   Deactivation

Each incident will be evaluated to determine the need for continued operation of the EOC after the emergency response phase of the incident has been completed. This decision is made by the on-scene Incident Commander, EOC Unified Command, EOC Command, and County Administrator.

During the initial phase of the recovery period for a major disaster, it may be desirable to continue to operate the County EOC during the day with limited staffing to facilitate dissemination of public and local government disaster relief information. This alternative should be weighed against the option of immediately requiring the County Administrator and staff to manage recovery operations as part of their daily responsibilities.

CCDM has the final approval authority for activation and closure of the EOC. Once the decision has been made to limit hours/staff or close the EOC, notification must be disseminated to the same agencies that were notified it was activated. If necessary, the EOC may also be re-opened and emergency operations re-initiated at any time. As with initial activation, re-activation of the EOC would occur at the direction of the CCDM Director.

5.5   Department Operating Centers

DOC are established and activated by individual departments to coordinate and control actions specific to that department during an emergency event. A DOC is a physical facility or location similar to the EOC. However, one purpose of a DOC is to tactically manage department owned and controlled resources and maintain public services during an emergency situation. The authority to activate resides with the director of the individual department based on the department mission. If the EOC is activated, a DOC holds a subordinate position in the allocation of resources and management of public information countywide.

The DOCs will work to restore their departments' critical business functions, perform high priority response activities, and share objectives, strategies, and status updates at regular intervals with the EOC. Personnel selected by the department to be part of a DOC receive training and participate in drills and exercises to develop their skills. A liaison from the DOC will be assigned to the County EOC. Because DOCs are primarily for departments that play a role in immediate response during a disaster or emergency, not all departments will require a DOC.

5.6 Incident Command System

ICS is a standardized, flexible, scalable, all-hazard incident management system designed to be utilized from the time an incident occurs until the need for management and operations no longer exists. The County will utilize ICS to manage resources and activities during an emergency response, in order to communicate with other responding agencies using common terminology and operating procedures (Figure 5-4).

The County ICS structure can be expanded or contracted, depending on the incident's changing conditions. During a large-scale (Level 3) incident, it can be staffed and operated by qualified personnel from any emergency service agency and from a variety of disciplines. The County ICS structure can also be utilized for lower level emergencies such as a minor incident involving a single emergency response agency (Level 1) or in non-emergency situations (e.g., event planning) as an opportunity to practice the structure. The County has established an EMO, supporting EOC activation and ICS operational procedures, and position checklists. These checklists are available at the EOC.

See ESF 5—Information and Planning for more information on the County's EMO command structure.

5.6.1 Command Staff

5.6.1.1 Unified Command

In some incidents, several organizations may share response authority. ICS has the advantage of combining different local, county, regional, state, and federal agencies into the same organizational system, maximizing coordination of response activities and avoiding duplication of efforts. A structure called EOC Unified Command allows the Incident Command position to be shared among several agencies and organizations that maintain jurisdiction. Unified Command members work to resolve countywide issues in a cooperative fashion to enable a more efficient response and recovery.

A unified EOC Command structure is the typical practice in the County EOC. The group meets bi-monthly to discuss and train for position tasks. In general, representatives from the Fire Defense Board, CCSO, H3S, DTD, and CCDM form the group. The composition of the EOC Command structure is determined by the nature of the hazard and the appropriate agency leads. A terrorist threat would include the Sheriff or designee acting as the lead EOC Commander. A wildfire lead would require the Fire Defense Board Chief or their designee. Those engaged as Unified Command agree on assignments in order to ensure specific Command tasks are accomplished. The structure enables members to resolve issues in a cooperative fashion and promotes a more efficient response. Primary duties include:

- Establish objectives and manage/coordinate EOC operations through the delegation process.
- Ensure that staff and responders have what they need to accomplish their mission, to the extent possible.
- Serve as an advisor to the BCC and Executive Group.

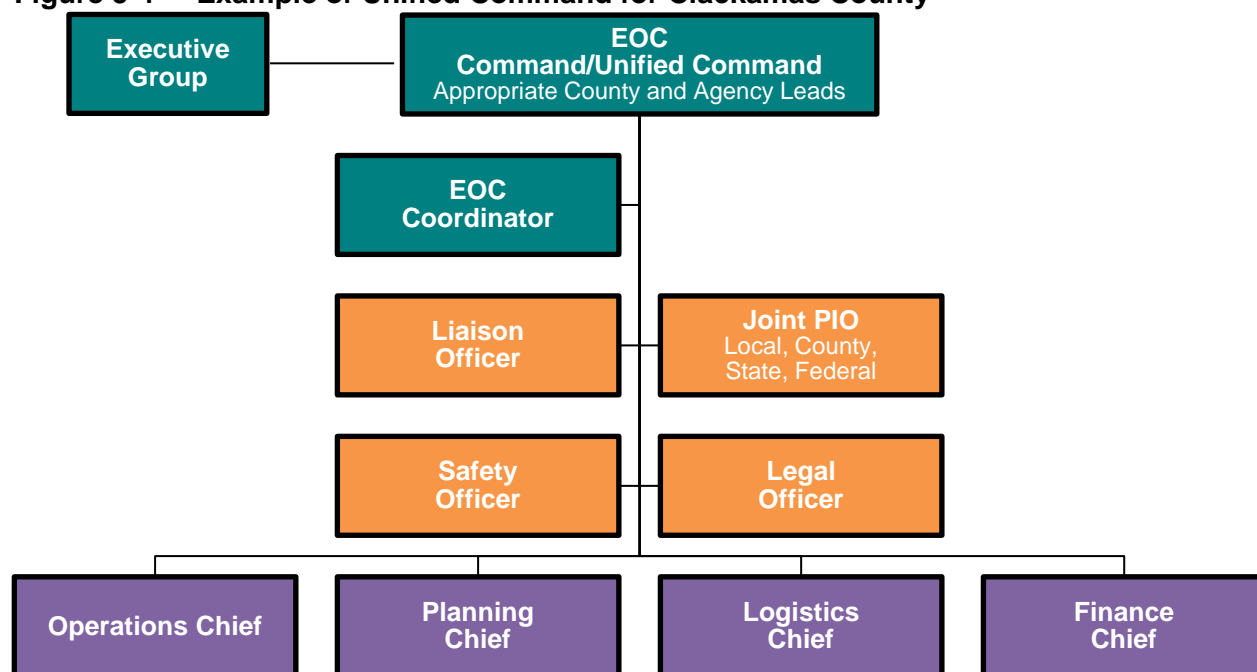**Figure 5-4   Example of Unified Command for Clackamas County**

Table 5-1 presents a comparison of a single Incident Commander and Unified Command.

Table 5-1 Comparison of Single Incident Commander and Unified Commander	
Single Incident Commander	**Unified Command**
The Incident Commander is solely responsible (within the confines of his or her authority) for establishing incident objectives and strategies. The Incident Commander is directly responsible for ensuring that all functional areas activities are directed toward accomplishment of the strategy.	The individuals designated by their jurisdictional and organizational authorities (or by departments within a single jurisdiction) must jointly determine objectives, strategies, plans, resource allocations, and priorities and work together to execute integrated incident operations and maximize the use of assigned resources.

Source: ICS-300: Intermediate ICS for Expanding Incident Student Manual.

5.6.1.2   Emergency Operations Center Command

The EOC Command is responsible for operation of the EOC when it is activated. In general, the EOC Command is responsible for:

■ Maintaining EOC operations in accordance with the principles of ICS and NIMS.
■ Supporting implementation of an EAP.
■ Coordinating activities in support of emergency operations.
■ Approving release of information through the PIO (if Unified Command has not been established).
■ Performing the duties of the following Command Staff if no one is assigned to the position:
   ● Safety Officer

- PIO
- Liaison Officer

- At any time, if the incident expands or contracts, changes in jurisdiction or discipline, or becomes more or less complex, the EOC Command may change to meet the needs of the incident.

5.6.1.3 Safety Officer

The Safety Officer is responsible for the safety of emergency response personnel, EOC Command and General Staff, and their operations. The Safety Officer's responsibilities include:

- Identifying initial hazards, determining personal protective equipment requirements, and defining decontamination areas.
- Implementing site and access control measures.
- Monitoring and assessing the health and safety of response personnel and support staff.
- Preparing and implementing a site Health and Safety Plan and updating the Unified Command, on-scene Incident Command, and Operations Chiefs as necessary regarding safety issues or concerns.
- Exercising emergency authority to prevent or stop unsafe acts.

5.6.1.4 Public Information Officer

The PIO will coordinate and manage the County's public information network, including local, regional, and State agencies; tribal entities; political officials; and other emergency management stakeholders. The PIO's duties include:

- Developing and coordinating release of information to incident personnel, media, and the general public.
- Coordinating information sharing among the public information network through the use of a JIS and, if applicable, participating in a JIC.
- Implementing information clearance processes with Unified Command.
- Conducting and/or managing media briefings and implementing media-monitoring activities.

5.6.1.5 Liaison Officer

Specific liaison roles may be incorporated into the command structure established at the County EOC, depending on the type of emergency incident that has occurred. Liaisons represent entities and organizations such as hospitals, school districts, tribes, public works/utility companies, and volunteer services such as the Red Cross. Responsibilities typically associated with a liaison role include:

- Serving as the contact point for local government officials, agency or tribal representatives, and stakeholders.
- Coordinating information and incident updates among interagency contacts, including the public information network.
- Providing resource status updates and limitations among personnel, capabilities, equipment, and facilities to Unified Command, government officials, and stakeholders.

5.6.1.6   Legal Officer

Responsibilities typically associated with a legal officer role include:

- Advising county officials regarding the emergency powers of local government and necessary procedures for invocation of measures to:
  - Implement wage, price, and rent controls
  - Establish rationing of critical resources
  - Establish curfews
  - Restrict or deny access
  - Specify routes of egress
  - Limit or restrict use of water or other utilities
  - Remove debris from publicly or privately owned property
- Reviewing and advising County officials in determining how the County can pursue critical objectives while minimizing potential liability exposure.
- Preparing and recommending local legislation to implement emergency powers when required.
- Advising County officials and department heads regarding record keeping requirements and other documentation necessary for exercising emergency powers.
- Thoroughly reviewing and maintaining familiarity with current ORS 401 provisions as they apply to County government in disaster events.

The annexes attached to this plan contain general guidelines for County staff, volunteer organizations, neighboring jurisdictions, County officials and departments, and other response agency staff to carry out assigned Command Staff responsibilities at the County EOC, as well as at EOCs of the County and neighboring jurisdictions.

5.6.2   General Staff

5.6.2.1   Operations Section Chief

The Operations Section Chief position is typically filled by the lead agency managing response activities for a specific type of incident. The Operations Section is organized into functional units representing agencies involved in tactical operations. The following agencies and organizations are typically included in the Operations Section under three branches (H3S, Public Safety, and Infrastructure):

- **Fire Services** – Handles emergencies dealing with fire, earthquake with rescue, or hazardous materials.
- **Law Enforcement** – Handles incident(s) involving civil disorder/disturbance, significant security/public safety concerns, transportation-related accidents, and/or criminal investigations.
- **Public Health Officials** – Handles contamination issues, disease outbreaks, and/or emergency incidents posing threats to human, animal, and environmental health.
- **Public Works** – Handles incidents resulting in major utility disruptions, damage to critical infrastructure, and building collapse.
- **Private Entities, Companies, and Nongovernmental Organizations** may also support the Operations Section. Examples of support these organizations may provide include:

- Grass roots social media support for situational awareness, as well as identifying and connecting resources to citizens in need.
- Non-hazardous debris clearance collection and disposal.

The Operations Chief is responsible for:

- Developing and coordinating operations to carry out the EAP.
  - Directing implementation of unit operational plans
  - Requesting resources as needed
- Managing and incorporating community partners and stakeholders (private entities, companies, and nongovernmental organizations) into response operations.

5.6.2.2 Planning Section Chief

The Planning Section is responsible for forecasting the needs of the response as well as implementing appropriate procedures and processes. This section is typically supported by four primary units: Resources, Situation, Documentation, and Demobilization. The Planning Chief is responsible for:

- Collecting and evaluating information, and distributing incident information through status summaries.
  - For terrorist incidents, liaise with the OTFC.
- Maintaining resource status.
- Preparing and disseminating the EAP.
- Conducting planning meetings.
- Providing GIS/mapping services.

5.6.2.3 Logistics Section Chief

The Logistics Section is typically supported by the units responsible for supplies, food, communications, medical services, facilities, and ground support. Depending on the incident's type and size, these units can be divided into two branches: Service and Support. The Logistics Chief is responsible for:

- Managing various resources to meet the needs of incident personnel, such as transportation-related equipment, EOC staff support services, supplies, facilities, and personnel.
- Coordinating with the Planning Section to estimate future support and resource requirements.
- Assisting with development and preparation of the EAP.

5.6.2.4 Finance/Administration

The Finance/Administration Section is activated for large-scale or incidents that require emergency funding or use of specialized services and equipment that are not within the County's resources. Potential units assigned to this section include Compensation/Claims, Procurement, Cost, and Time. Conversely, during some incidents, responding agencies may not require outside assistance, or relatively minor finance or administrative operations are otherwise required. In these instances, the Finance/Administration section can be staffed by a technical specialist in the Planning Section. The Finance and Administration Chief is responsible for:

- Monitoring costs related to the incident.
- Maintaining accounting, procurement, and personnel time records.
- Conducting cost analyses.

5.6.3   Area Command

An Area Command is a management structure established to oversee the organization of multiple incidents handled by separate ICS organizations, or very large incidents that involve multiple ICS organizations. Area Command is activated only if necessary, depending on the complexity of the incident and span-of-control, and does not have operational responsibilities. If activated, the Area Command:

- Sets overall incident-related priorities.
- De-conflicts incident management objectives with other ICS organizations and established policies.
- Allocates critical resources according to incident-related priorities.
- Identifies critical resource needs and reports them to the EOCs.
- Conducts oversight.
- Ensures proper management and effective communications and provides for personnel accountability and a safe operating environment.
- Ensures that short-term emergency recovery is coordinated to assist in the transition to full recovery operations.

5.6.4   Multi-Agency Coordination

In the event that the County is coordinating a response with other jurisdictions or agencies with authority over the incident, it may choose to implement a Multi-Agency Coordination Group (MAC Group). Typically, administrators/ executives, or their appointed representatives, who are authorized to commit agency resources and funds are brought together to form MAC Groups. Other names for MAC Groups include "multiagency committees" and "emergency management committees." A MAC Group can provide coordinated decision making and resource allocation among cooperating agencies and may establish the priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities.

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