



ESF 5: Information and Planning

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ESF 5 Tasked Agencies

Primary County Agency	Clackamas County Disaster Management (CCDM)
Supporting Agencies	All other departments, divisions, and agencies
Community Partners	City Emergency Management Agencies
State Agency	Oregon Office of Emergency Management (OEM)
Federal Agency	Department of Homeland Security (DHS) Federal Emergency Management Agency (FEMA)

1 Introduction



1.1 Purpose

Emergency Support Function (ESF) 5 describes how the County will support incident information and planning needs to develop and maintain a common operating picture in support of response and short-term recovery activities. ESF 5 activities include information collection and sharing, resource tracking, and incident planning.

1.2 Scope

Activities encompassed within the scope of ESF 5 include:

- Serve as a hub for the receipt and dissemination of emergency management-related information.
- Collect, process, analyze, and disseminate information to guide emergency response.
- Coordinate with on-scene Incident Commanders, Departmental Operations Centers, state, regional, city, tribal, and private sector emergency management organizations to facilitate the flow and tracking of situation and resource information.
- Collect and aggregate situational awareness and track local declarations.
- Coordinate incident planning and support in the Emergency Operations Center (EOC) including development of information products for public information, notification and messaging.

1.3 Policies and Agreements

Under Clackamas County Code, the BCC may declare a State of Emergency and issue enforceable emergency measures during the proclaimed emergency period. During major emergencies and disasters in the county, the Board of County Commissioners (BCC) appropriates funds to meet disaster expenditure needs, establishes short- and long-term recovery priorities, and implements other emergency measures. The BCC coordinates with other community partners and elected and senior officials as the Policy Group lead.

The County Administrator delegates authority to the Director of Disaster Management to implement the Clackamas County Emergency Operations Plan (EOP) in response and short-term recovery operations.

2 Situation and Assumptions



2.1 Situation

Clackamas County government, as outlined in Oregon Revised Statutes (ORS) 401, is responsible for preparing and maintaining an EOP and an emergency operations facility, including trained staff. Using the County all-hazards risk assessment as a point of reference, the County implements a comprehensive emergency management program that provides both a proactive approach to managing risk and a strategic ability to react when incidents occur.

The County faces a few hazards that may require information and planning support. The following considerations should be taken into account when planning for and implementing ESF 5 activities:

- The information and planning function includes the methodologies and processes for the collection of incident and resource status information and the sharing of that information between on-scene Incident Commanders, city, district, and agency EOCs, activated County DOCs, the County EOC, and the State ECC.
- During major emergencies or disasters communication can be hampered due to the loss of telecommunication infrastructure requiring that procedures exist to capture and coordinate information and resources needed to effectively respond.

When the EOC is activated, planning for incident response is the responsibility of the EOC Planning Section. While Operations is involved with immediate response to the disaster, Planning provides forward planning and considers possible contingencies and alternate means of action. It has the primary responsibility to produce action plans and works directly with other EOC staff elements to coordinate operational requirements.

All affected Clackamas County departments, jurisdictions, and participating organizations are to provide information to the Planning Section related to their organization's current and planned response activities. The Planning Section will compile, review, analyze, and synthesize the information and disseminate a consolidated situation report (SitRep) to all affected entities to provide countywide situational awareness to develop a common operating picture. This situational awareness and common operating picture are only achieved through information flow and dissemination.

The Planning Section Chief organizes briefings/meetings, provides key advice on objectives, and

anticipates future needs. As part of the General Staff, the Planning Section Chief is part of the leadership team tasked with determining incident objectives and strategies for the assigned operational period. Their section is responsible for developing and maintaining the Incident Action Plan (IAP) and tracking the status of each objective. The Planning Section Chief determines the times and locations for incident status briefings/meetings.

Typically, the Planning Section Chief supervises three subordinate units:

- Situation Unit
 - Evaluate the disaster situation, including information gathering, verification, and status reporting.
 - Assess damage, including information gathering, verification and reporting.
 - Initiate and update demobilization and initial recovery planning.
 - Brief and update the EOC staff.
- Resources Unit
 - Track and list all incoming staged and deployed resources not tracked by an Incident Management Team or Incident Command.
 - Assist in resource requests, staging and demobilization.
- Documentation Unit
 - Post and display pertinent information.
 - Maintain a detailed activities log.
 - Document all key incident information, including damage assessments, situation reports, plans, committed and requested resources, etc.

2.2 Assumptions

ESF 5 is based on the following assumptions:

- There will be an immediate and continuing need to collect, process, and disseminate situational information, identify urgent response requirements before, during, and immediately following a major emergency or disaster to plan for continuing response, recovery, and mitigation activities.
- Assessment of damage impacts and EOC operations may be delayed due to minimal staffing.
- Jurisdictions impacted the most will be given priority for assistance and support as needed and available.
- During the early stages of an incident, little information may be available, may be vague and incomplete and the need to verify this information may challenge response support.
- Reporting from local municipalities to the EOC will improve as the incident progresses.
- Normal forms of communication may be severely delayed or interrupted during the early phases of an emergency or disaster.

- Transportation to affected areas may be cut off due to weather conditions or damage to roads, bridges, airports, and other means of transportation.

3 Concept of Operations

3.1 General

The County EOC serves as the single point of coordination among state, regional and local jurisdictions, County Department Operation Centers, and on-scene Incident Command. All information and planning-related activities will be performed in a manner that is consistent with the National Incident Management System (NIMS). In accordance with the Base Plan and this ESF Annex, Clackamas County Disaster Management (CCDM) is responsible for coordinating information and planning related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.

Initial on-scene information will be gathered by the Incident Commander and transmitted to the dispatch center covering the incident. All organizations and response personnel should be prepared to contribute to an initial report, and subsequent periodic reports of how the emergency situation generally impacts the county from their organization's perspective, and specifically on how the emergency situation impacts their current operations, and future continuity of operations, to include what capabilities and resources they now need, or will need in the immediate future. Information will be consolidated and evaluated in the Clackamas County EOC to determine emergency actions, plans, and priorities. Information will be documented by the on-scene Incident Commander or Planning Section and distributed to assigned incident personnel in IAPs, situation reports, briefings, or other means.

Throughout the incident, the EOC Planning Section will produce SitReps, which will be distributed to the Board of County Commissioners, on-scene Incident Command, EOC personnel, County DOCs and departments, local agencies, media, the State ECC, and others as required. EOC staff will support short- and long-term planning activities by providing updates for their respective units. The EOC Planning Section will compile, record, and update all relevant incident information from on-scene Incident Command, County DOCs and departments, and other sources. Plans will be short and concise, based on priorities established by the EOC Command in consultation with the on-scene Incident Commander(s). EOC staff will record activities planned and track their progress. The response priorities for the next operational period may be addressed in the SitRep.

All command posts, operations centers, and organizations involved in the emergency will maintain appropriate activity records including logs, case records, resource and personnel records, and daily situation updates for use during the event. For state or federally declared disasters, reimbursement for some resources and expenditures may become available. Individual agencies should maintain a current accounting of resource expenditures, including personnel costs, during disaster operations and for an extended period after the end of the disaster.

3.2 EOC Activation

When a disaster occurs, CCDM may, based on the size and complexity of the incident, activate the County EOC and assume the role of EOC Command. EOC Command will establish communications with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.

EOC Command will coordinate with supporting county agencies to assess and report current capabilities to the EOC and activate Department Operations Centers (DOCs) as appropriate. Supporting County agencies may be requested to send a representative to staff the EOC and facilitate information and planning-related activities.

3.3 Coordination with Other ESFs

The following ESFs support information and planning-related activities:

All ESFs: All functions will provide situation status updates to ESF 5 to guide incident action planning activities.

4 Emergency Coordination



4.1 County

The BCC has responsibility for making policies, declaring emergencies, and providing financial support and coordination for disaster response and recovery operations.

The County Administrator provides overall direction to County government response and continuity operations and short-term recovery activities for all departments.

On-scene public safety responders organize under the Incident Command System (ICS), and on-scene Incident Command is assisted by staff trained in incident management. They manage resources assigned to the incident. Significant situational information, resource shortages and critical public information issues are communicated to the County EOC to ensure a countywide picture of the situation and to coordinate support for operational needs.

The County EOC acts as a centralized management center to facilitate policy making and coordination in large-scale emergency or disaster situations. CCDM oversees the functional operations of the EOC to ensure that response activities are performed in accordance with NIMS and ICS principles. Critical response objectives include but are not limited to:

- Maintain countywide situational awareness.
- Coordinate adequate communications.
- Obtain and coordinate limited critical resources.
- Provide crisis communications and public information.
- Evaluate hazards and formulate contingency plans.
- Support continuity of operations for essential County functions.

Some County departments may operate DOCs during an emergency event. A DOC is a physical facility or location similar to the EOC. The purpose of the DOC is to tactically manage department-owned and controlled resources and maintain public services during a major emergency or disaster. The authority to activate a DOC resides with the director of the individual department. If the EOC is activated, a DOC holds a subordinate position in the allocation of resources and management of countywide public information.

The Sheriff's Office, Health Housing and Human Services Department, Facilities Management

Division, and Transportation Maintenance Division are examples of County agencies that operate DOCs. They have mission-essential functions that require continued operations during a major emergency or disaster. DOCs share operational objectives, strategies, and status at regular intervals with the County EOC. While the DOCs for CCSO, DTD and Facilities may operate concurrently with the EOC, the H3S DOC and the County EOC do not activate simultaneously. The H3S DOC will always merge with and defer to 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.

4.2 Cities

City officials have primary responsibility for the safety and welfare of their citizens and maintain oversight of resources and operations within their jurisdictions. Emergency powers and orders of succession are established by city ordinance. ORS 401 grants cities the authority to establish their own emergency management agencies and to enter into mutual aid agreements with other agencies and organizations.

At the onset of an extraordinary threat or hazard, cities contact CCDM and/or the County EOC to:

- Share situation information.
- Collaborate on emergency declarations/emergency measures.
- Coordinate American Red Cross or community-based shelters.
- Share media and public information releases.
- Communicate resource needs and requests for assistance not available through mutual aid agreements.

Cities issuing a local state of emergency must submit the authorized signed document to the County EOC for submission to OEM.

4.3 Special Districts

Special districts have a separate system of governance, and their service areas often overlap with multiple city and county boundaries. Special districts provide emergency response and recovery activities for incidents within their districts using their own plans, policies and procedures. Activities are limited to those directly related to the service(s) they provide. During major emergencies or disaster situations they coordinate with the County EOC to share public information, local impacts and resource needs.

4.4 Regional

Clackamas County is part of the Portland metropolitan region, which includes the city of Portland, Clackamas, Columbia, Multnomah and Washington counties in Oregon, and Clark County in Washington. These six jurisdictions and several others in the region participate in the Regional Disaster Preparedness Organization (RDPO). At the early indication of a significant threat or hazard in the region, the involved RDPO agency emergency managers convene a conference

call to determine an appropriate incident support and coordination process and share critical situation information. Mutual aid agreements establish a network among agencies to share critical emergency resources. The agreements prescribe procedures for requesting assistance and responding in a timely and efficient manner. Resources include equipment, supplies, personnel and services. Clackamas County is a party to multiple mutual aid agreements. Three prominent agreements include:

- Omnibus Inter-County Mutual Aid Agreement
- Intra-County mutual aid agreement for emergency resource sharing with the County's cities and special districts
- Oregon Resource Coordination Assistance Agreement (ORCAA)

4.5 State/Federal

The EOC will keep state and federal partners apprised of incident updates as needed through the production of SitReps, updates via OpsCenter (the state's platform for processing resource requests and coordinating emergency response), state coordination calls, and other coordination with the Oregon Department of Emergency Management. If Clackamas County requires resources or capabilities beyond those provided through its mutual aid partners, private-sector or non-profit affiliates, EOC Command will request additional resources through OEM. Initially, an emergency declaration is sent to OEM outlining critical resource gaps. OEM forwards declarations to the governor, coordinates state resource assets and seeks a governor's declaration, if warranted, to acquire federal assets.

When federal resources are committed, it takes a minimum of 72 hours for them to arrive.

Limited assistance may be provided through a specific resource request to a single agency (e.g., U.S. Forest Service, Army Corp of Engineers), but federal support is generally provided under the Stafford Act through implementation of the National Response Framework. Federal assets in support of local and state operations are typically coordinated through a federal disaster field office.

5 ESF Annex Development and Maintenance



CCDM is responsible for coordinating regular review and maintenance of this annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.