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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 stakeholders 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 from, and mitigate

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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 [DAFN]) 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 citizens 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 citizens 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 citizens 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 or 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.

The primary users of this plan are elected officials, department heads and their senior staff members, disaster management staff, coordinating response agencies, and other stakeholders that

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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 County Board of 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 Basic Plan

The purpose of the Basic 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 Basic 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 implementation 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) focus on 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 defines escalation pathways and procedures for requesting resources and seeking additional support from State of Oregon (State) agencies.

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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 Basic 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 Relationship to Other Plans

The County EOC Library contains disaster management plans and protocols referenced in this plan. CCDM administers the County EOC Library.

1.5.1 Federal Plans

The following federal plans guide emergency preparedness, response, and recovery at the federal level and provide support and guidance for state and local operations:

- **Presidential Policy Directive 8.** Describes the Nation's approach to preparing for the threats and hazards that pose the greatest risk to the security of the United States.
- **National Preparedness Goal.** Describes the Nation's security and resilience posture through identifying key mission areas and core capabilities that are necessary to deal with great risks, using an integrated, layered, and all-of-Nation approach as its foundation.
- **National Preparedness System.** Provides guidance, programs, processes, and systems that support each component of the National Preparedness System to enable a collaborative, whole community approach to national preparedness that engages individuals, families, communities, private and nonprofit sectors, faith-based organizations, and all levels of government.
- **National Incident Management System.** Provides a consistent nationwide framework and comprehensive approach to enable government at all levels, the private sector, and nongovernmental organizations to work together to prepare for, prevent, respond to, recover from, and mitigate the effects of incidents regardless of their cause, size, location, or complexity.
- **National Response Framework.** Serves as a guide to how State and federal government should conduct all-hazards response. It is built upon a scalable, flexible, and adaptable coordination structure to align key roles and responsibilities across the country. It describes specific authorities and best practices for managing incidents

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that range from the serious, but purely local, to large-scale terrorist attacks or catastrophic natural disasters.

- **National Disaster Recovery Framework.** Provides guidance that enables effective recovery support to disaster-impacted states, tribes, and local jurisdictions. It provides a flexible structure that enables disaster recovery managers to operate in a unified and collaborative manner. It also focuses on how best to restore, redevelop, and revitalize the health, social, economic, natural, and environmental fabric of the community and build a more resilient nation.

1.5.2 State Plans

The following State plans guide emergency preparedness, response, and recovery at the State level and provide support and guidance for local operations:

- **State Emergency Management Plan.** The State Emergency Management Plan consists of four volumes:
 - **Volume I: Oregon Natural Hazards Mitigation Plan.** Identifies and prioritizes potential actions throughout Oregon that would reduce the State's vulnerability to natural hazards. In addition, the plan satisfies the requirements of the Federal Emergency Management Agency (FEMA) to ensure that Oregon is eligible to receive hazard mitigation and disaster assistance funds from the federal government.
 - **Volume II: State of Oregon Preparedness Plan (in development).** Includes the plans and guidance necessary for the State to prepare for the effects of a disaster including guidance and requirements for the State's training and exercise program.
 - **Volume III: State of Oregon Emergency Operations Plan.** Establishes the procedures by which the State coordinates response to an emergency including processes for resource requests from local and tribal partners, established roles and responsibilities for State agencies, and procedures for activation and operation of the State Emergency Coordination Center (ECC). The plan identifies 18 ESF annexes which serve as the mechanism for response support to local and tribal partners.
 - **Volume IV: State of Oregon Recovery Plan.** Establishes a State Recovery Organization and describes how the State will coordinate short, intermediate, and long-term recovery activities. The plan identifies seven State Recovery Functions that serve as the delivery mechanism for recovery support local and tribal partners.
- **Cascadia Subduction Zone Catastrophic Operations Plan.** Describes the roles and responsibilities of state agencies in addressing emergency response and recovery missions in a coordinated manner with local, tribal, and federal agencies after a catastrophic earthquake and tsunami.
- **State Debris Management Plan.** Provides a framework for State agencies and municipalities to facilitate and coordinate the evaluation, removal, collection, and disposal of debris following a disaster.

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- **Mount Hood Coordination Plan.** Outlines how various agencies will coordinate their actions to minimize the loss of life and damage to property before, during, and after hazardous geologic events at the Mount Hood volcano.
- **State Emergency Alert System Plan.** This plan, mandated by the Federal Communications Commission, outlines the organization and implementation of the State of Oregon Emergency Alert System (EAS). It is the guideline for State broadcasters and cable television operators, and State and local entities authorized to use the EAS, to determine the distribution of the President's message, mandated and optional monitoring assignments, and participation by the National Weather Service and local and State emergency agencies.

1.5.3 Clackamas County Plans

This County EOP is part of a suite of plans that address various elements of the County's disaster management program. While EOP focuses on response and short-term recovery, other plans address the County's approach to mitigation, continuity, and other aspects of disaster management. These plans work in concert with the County EOP, and are outlined below:

- **Debris Management Plan.** The Debris Management Plan guides the County in coordinating clearance, removal, and disposal of disaster debris.
- **Natural Hazards Mitigation Plan.** The Natural Hazards Mitigation Plan creates a framework for risk-based decision making to reduce deaths and injuries, property damage, and economic impact from future disasters. Mitigation plans form the foundation for a community's long-term strategy to reduce disaster losses and break the cycle of disaster damage, reconstruction, and repeated damage. Hazard mitigation is sustained action taken to reduce or eliminate long-term risk to people and their property from hazards.
- **Public Health Emergency Preparedness Program.** The County Health, Housing, and Human Services Department (H3S) is responsible for developing plans to address how public health personnel plan for, respond to, and recover from all hazards that may impact public health, including communicable disease, pandemic scenarios, chemical incidents, radiological incidents, and bioterrorism. The department maintains guidelines for public health personnel responding to a public health incident in the County.
- **Community Wildfire Protection Plan.** The County's Community Wildfire Protection Plan improves upon historical fire planning efforts by providing a more localized and accurate approach for determining wildfire hazards and implementing best practices for wildfire protection. The plan balances wildfire protection with sustainable ecological management and economic activities throughout Clackamas County. A copy of the plan is available in the County EOC Library and at (<http://www.co.clackamas.or.us/emergency/ccwpp.html>).
- **Continuity of Operations (COOP) Plan.** The Clackamas County Continuity of Operations Plan identifies mission-essential functions of each department, division and office of County government, and the means by which these services will be maintained during major emergencies and disasters. The plan addresses:
 - 24-hour contact information
 - Mission essential functions

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- COOP teams
- Orders of succession
- Delegations of authority
- Primary and alternate facilities
- Communications
- Security, access, and evacuation
- Hazards/risk assessment
- Vital records/resources
- Alert notification procedures
- Go kits
- Test, training and exercise/plan maintenance
- References/authorities

1.5.4 City Plans

Pursuant to Oregon Revised Statutes (ORS) 401.305, each city in Clackamas County “may” establish an emergency management agency and implement a program similar to that of the County.

City officials have primary responsibility for the safety and welfare of their citizens and maintain oversight of resources and operations within their jurisdictions. Cities are encouraged to coordinate their emergency planning and response operations with the County. All cities use NIMS/ICS to manage incidents. Cities are requested to provide a copy of their current EOPs for inclusion in the County EOC Library.

The following cities within the County have developed EOPs intended to complement the County’s EOP:

- | | |
|----------------|---------------|
| ■ Canby | ■ Milwaukie |
| ■ Estacada | ■ Oregon City |
| ■ Gladstone | ■ Sandy |
| ■ Happy Valley | ■ West Linn |
| ■ Lake Oswego | |

1.5.5 Support Agency Plans

The County is supported by a number of partner agencies. To the greatest extent possible, the County encourages support agencies to design their plans to complement the County EOP, and the County will seek to engage support agencies in the EOP update process to ensure appropriate linkages.

1.5.6 Regional Emergency Plans

The Regional Disaster Preparedness Organization (RDPO) is a regional preparedness program created to improve all-hazards incident planning, prevention, response, and recovery in a five-county area (Clackamas, Columbia, Multnomah, and Washington Counties in Oregon and Clark County, Washington). Regional plans are maintained in the County EOC Library.

The County is a partner in a number of regional planning efforts, including:

- Disaster Debris Planning Project
- Regional Multi-Agency Coordination System and Concept of Operations Plan
- Access and Functional Needs Plan Assessment
- Threat and Hazard Identification and Risk Assessment (THIRA)

1.6 Authorities

1.6.1 Legal 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 an Emergency Management Organization (EMO) and appoint a CCDM Director who will be responsible for the organization, administration and operation of the EMO.

The County EMO 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.

Through promulgation of this plan, CCDM has been identified as the lead agency in the EMO. The CCDM Director has authority and responsibility for the organization, administration, and operations of the EMO. The CCDM Director may delegate any of these activities to designees, as appropriate.

The County EMO is consistent with NIMS, and procedures supporting NIMS implementation and training for the County will be developed and formalized by the CCDM Director.

Table 1-1 sets forth the federal, State, and local legal authorities upon which the organizational and operational concepts of this EOP are based.

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Table 1-1 Legal Authorities

Federal	
–	Federal Emergency Management Agency (FEMA) Policy <ul style="list-style-type: none"> ○ Crisis Response and Disaster Resilience 2030 (January 2012) ○ FDOC 104-008-1: A Whole Community Approach to Emergency Management (December 2011) ○ FEMA Administrator’s Intent (2015-2019) ○ FEMA Incident Management and Support Keystone (January 2011) ○ FEMA Publication: 1 The Federal Emergency Management Agency (November 2010) ○ FEMA Strategic Plan 2011-2014 ○ National Disaster Housing Strategy (January 2009) ○ National Disaster Recovery Framework (September 2011) ○ National Incident Management System (December 2008) ○ National Preparedness Goal (September 2011) ○ National Response Framework (January 2008)
–	Executive Order 13347, July 2004, Individuals with Disabilities in Emergency Preparedness
–	Homeland Security Presidential Directive 5: Management of Domestic Incidents (2003)
–	Pet Evacuation and Transportation Standards Act of 2006, Public Law 109-308, 2006
–	Presidential Policy Directive 8: National Preparedness (2008)
–	Public Law 107-296 The Homeland Security Act of 2002
–	Public Law 109-295 The Post-Katrina Emergency Management Reform Act (2007)
–	Public Law 93-288 Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended (last amended April 2013)
State	
–	Oregon Administrative Rules Chapter 104 Oregon Military Department, Office of Emergency Management
–	Oregon Revised Statutes (ORS) 279B.080 Emergency Procurements
–	ORS 294.481 Authorization to Receive Grants or Borrow or Expend Moneys to Respond to Public Emergency
–	ORS 401 Emergency Management and Services
–	ORS 402 Emergency Mutual Assistance Agreements
–	ORS 403 Public Safety Communications System
–	ORS 404 Search and Rescue
–	ORS 431 State and Local Administration and Enforcement of Health Laws
–	ORS 433 Disease and Condition Control; Mass Gatherings; Indoor Air
–	ORS 476 State Fire Marshal; Protection From Fire Generally
–	ORS 477 Fire Protection of Forests and Vegetation
–	State of Oregon Emergency Operations Plan
County	
–	Code Section 6.03 Emergency Regulations
–	Resolution 2005-26, February 2005 – Adoption of NIMS/ICS
–	Board Order #2008-154, September 2008 – Local Public Health Administrator designation

1.6.2 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). 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

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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 mutual aid agreement
- Intra-County emergency resource sharing with cities and special districts

Copies of existing agreements can be accessed through CCDM. 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 CCDM.

1.7 Emergency Powers

1.7.1 General

Based on local ordinances and State statutes, a local declaration by the County Board of Commissioners allows for flexibility in managing resources under emergency conditions, such as:

- Diverting funds and resources to emergency operations to meet immediate needs.
- Authorizing implementation of local emergency plans and implementing extraordinary protective measures.
- Receiving resources from organizations and individuals initiated through mutual aid and cooperative assistance agreement channels.
- Providing specific legal protection for actions initiated under emergency conditions.
- Setting the stage for requesting State and/or federal assistance to augment local resources and capabilities.
- Raising public awareness and encouraging the community to become involved in protecting its resources.

The County Attorney should review and advise County Officials on possible liabilities arising from disaster operations, including the exercising of any or all of the above powers.

1.7.2 County Disaster Declaration Process

ORS.401 authorizes each city, county, or municipal corporation to declare a state of emergency within its jurisdiction and to enact city/county codes to define the conditions that constitute an emergency, the emergency measures that can be invoked, and the agency or individual authorized to declare that an emergency exists.

ORS 401.165(6) provides that the County will transmit declaration requests submitted by a city to OEM. If a city is divided between two counties, the city emergency declaration is submitted to the county in which the majority of the city is located.

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Clackamas County Code 6.03 restricts the Board of County Commissioners' (BCC's) authority to declare an emergency for the unincorporated areas of the County unless one or more cities have asked to be included in the declaration. County and city officials must coordinate emergency declarations closely when incidents cross city/county boundaries to ensure inclusion for anticipated needs.

An Emergency Declaration grants the BCC the authority to exercise any or all of the emergency measures included in Clackamas County Code, Section 6.03. If circumstances prohibit timely action by the BCC, the Chair or other commissioner may declare a state of emergency and seek approval of a majority of the BCC at the first available opportunity.

1.7.2.1 Conditions for Declaration

The BCC may declare an emergency when the need arises for:

- Centralizing control of county assets under the Chair; authorizing implementation of extraordinary emergency protective measures.
- Providing specific legal protection for actions initiated under emergency conditions.
- Setting the stage for requesting State and/or federal assistance to augment local resources and capabilities.

1.7.2.2 Content of Declaration

The following information will be included in the draft declaration prepared for presentation to the BCC (*see Appendix A for a sample disaster declaration forms*):

- Description of the major emergency or disaster event.
- Designation of the geographic boundaries of the area where the emergency exists, as well as the portion of the affected area lying within County boundaries.
- Estimate of the number of individuals at risk, injured, or deceased.
- Initial estimate of damage to property.
- Description of special powers enacted.
- Description of local resources applied to the disaster.
- The type of assistance or resources required to respond to the emergency.
- Estimate of the length of time during which the designated area will remain in an emergency status.
- The specific regulations or emergency measures imposed as a result of the declaration of emergency.

1.7.2.3 Submission to the State

When a major emergency or disaster occurs and a locality has responded to the best of its ability and is, or will be, overwhelmed by the magnitude of the damage, the community requests assistance from the State of Oregon. The Governor, after examining the situation, may direct that the assistance provisions in the State's emergency plan be executed and direct the use of State resources, as appropriate to the situation. If it is evident that the situation is, or will be, beyond the combined capabilities of local and State resources, the Governor may request that the President declare that a major emergency or disaster exists in the state, under the authority of the Stafford Act.

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1.7.2.4 Support to Cities

When a major emergency or disaster exists within a city, and the local ability to respond is, or expected to be, exceeded, the chief executive(s) of that city will send an emergency declaration to the County for submission to the State.

1.7.3 State Assistance

The Oregon Office of Emergency Management (OEM) Operations Officer coordinates with the agencies represented in the State ECC to determine the best way to support local government requests. Local government requests will be made by the CCDM Director. The State Operations Officer evaluates resource requests based on the goals and priorities established by the OEM Director. Agency representatives keep the Operations Officer informed of resources assigned, resources available for commitment, and the status of resources.

State resources are provided to the County EMO or to the on-scene Incident Commander as agreed by the entities concerned. The OEM Director makes final decisions in cases of conflicting interest such as competing resource requests or priority questions.

1.7.4 Federal Assistance

FEMA provides resources, coordination, planning, training, and funding to support State and local jurisdictions when requested by the Governor.

In the event that the capabilities of the State are not sufficient to meet the requirements as determined by the Governor, federal assistance may be requested. OEM coordinates all requests for federal assistance through the State ECC. FEMA coordinates the Governor's Presidential request for assistance in accordance with the National Response Framework.

1.8 Continuity of Government**1.8.1 Lines of Succession**

Table 1-2 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 1-2 County Lines of Succession	
Emergency Coordination	Emergency Policy and Governance
1. County Administrator	1. Chair of the BCC
2. CCDM Director	2. Vice-Chair of the BCC
3. CCDM Administrative Services 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 COOP plan. All employees must be trained on the protocols and contingency plans required to maintain leadership within the department. CCDM 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

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implementing their respective COOP plans and procedures to ensure continued delivery of vital services during an emergency.

1.8.2 Preservation of Vital Records

The County has included vital records/resources in its Continuity of Government (COG) plan. The COG plan contains records essential to executing emergency functions including this EOP, emergency operating records essential to the continued function of the County EMO, including the current call-down list, a vital records inventory, necessary keys or access codes, and a list of primary and alternate facilities.

Each County department must provide for the protection, accessibility, and recovery of the agency's vital records, systems, and equipment. These are rights and interests records, systems, and equipment that, if irretrievable, lost, or damaged, would materially impair the agency's ability to conduct business or carry out essential functions. Each agency should have a maintenance program for the preservation and quality assurance of data and systems. The program should take into account the cost of protecting or reconstructing records weighed against the necessity of the information for achieving the agency mission.

1.9 Administration and Logistics

1.9.1 Request, Allocation, and Distribution of Resources

Resource requests that cannot be filled at the local level, and emergency/disaster declarations, must be submitted by the CCDM Director to the Director of OEM according to provisions outlined under ORS Chapter 401. Clackamas County Code Chapter 6.03.070 authorizes the BCC to extend government authority to nongovernmental resources (e.g., personnel, equipment) that may support regular governmental forces during a major emergency or disaster. The BCC may also enter into agreements with other public and private agencies for use of resources. *See ESF 7 – Resource Support for more information.*

The executives of the County's incorporated cities are responsible for the direction and control of their communities' resources during emergencies and for requesting additional resources required for emergency operations. All assistance requests will be made through CCDM. The County EMO processes subsequent assistance requests to the State.

Requests for State/federal assistance need to include:

- Language stating that local and county critical resources are depleted or expected to be depleted and there are no viable options left.
- Specific assistance or resource requirements to be requested (e.g., type and quantity of equipment needed, purpose for which it is needed and location of the area in need). Multiple requests on the same declaration may be necessary. The declaration should provide detailed information and explanation of the requested mission, not "who" could provide the requested resources.
- Expected duration of the incident or expected time required to gain control.

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In the case of emergencies involving fires threatening life and structures, the Emergency Conflagration Act (ORS 476.510) can be invoked by the Governor through the Oregon Office of State Fire Marshal. This act allows the State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations.

When, in the judgment of the local Fire Chiefs or County Fire Defense Board Chief, an emergency is beyond the control of the local fire suppression resources, including primary mutual aid, the Fire Defense Board Chief shall report the conditions of the emergency to the State Fire Marshal Office and/or request mobilization of support for the department and/or district. After verifying the need for mobilized support, the State Fire Marshal shall, if appropriate, request authorization from the governor to invoke the Emergency Conflagration Act.

The local Fire Chief is responsible for:

- Contacting the Fire Defense Board Chief to request that the Conflagration Act be invoked.
- Participating in an incident conference call.
- Providing local geographic information system (GIS) capabilities or maps.
- Working with the Incident Management Team (IMT) to locate a base camp.
- Maintaining communications with the IMT throughout the deployment to assist with emergency management and other local issues.

The Fire Defense Board Chief is responsible for:

- Notifying the State Fire Marshal via the Oregon Emergency Response System.
- Providing the following information to the Oregon State Fire Marshal Duty Officer or Chief Deputy:
 - Incident name
 - Contact information
 - Type and location of incident
 - Situation description
 - Confirmation that local and mutual aid resources are depleted.
 - Incident Commander information
 - Weather information
 - What resources are being requested
- Participating in incident conference calls.

Requests for conflagration should be made when a significant threat exists, e.g.:

- Life threatening situations (firefighter or public safety)
 - Evacuations currently taking place
 - Advisory evacuations
 - Evacuation plans in place
 - Road, highway, or freeway closure
- Real property threatened
 - Number of structures, commercial, and/or residents

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- Number of subdivisions
- Population affected
- Historical significant cultural resources
- Natural resources, such as crops, grazing, timber, watershed
- Critical infrastructure, such as major power lines
- High damage potential
 - Long-term or short-term damage potential
 - Plausible impacts on community
 - Fuel type; fire size and growth potential
 - Political situations
 - Severity, extreme behavior, and fuel conditions

Source: 2013 Fire Service Mobilization Plan

1.9.2 Financial Management

During a major emergency or disaster, the County is likely to find it necessary to redirect funds to effectively respond to the incident. The authority to adjust department budgets and funding priorities rests with the BCC. If an incident in the County requires major redirection of County fiscal resources, the County Administrator, in consultation with EOC Command, will meet to decide how to address emergency funding needs and will request a declaration of emergency if not already in process.

Financial activities related to recovery include the development of Initial and Preliminary Damage Assessment (IDA/PDA) reports necessary to pursue federal aid. Two prominent programs include:

- **Public Assistance.** In the case where a Federal declaration is granted and required eligibility thresholds are met, FEMA's Public Assistance awards grant funding to assist state and local governments and certain private nonprofit entities with response and recovery activities. Specifically, the program provides assistance for debris removal, emergency protective measures, and permanent restoration of infrastructure. The federal share of these expenses typically cannot be less than 75 percent of eligible costs.
- **Disaster Assistance.** In the case where a federal declaration is granted and specific thresholds of damages are met, Disaster Assistance is made available to provide monies or direct assistance to individuals, families, and businesses in an area whose property has been damaged or destroyed and whose losses are not covered by insurance. Disaster Assistance is rarely awarded, even when Presidential Disaster Declarations are made. The program is designed to assist with critical expenses that cannot be covered in other ways. This assistance is not intended to restore damaged property to its condition before the disaster.

1.9.3 Legal Support and Liability Issues

Legal support for the County's disaster management organization is provided by the County Office of County Counsel.

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Liability issues and potential concerns among government agencies, private entities, and other response partners and across jurisdictions are addressed in existing mutual aid agreements and other formal memoranda established for the County and its surrounding areas.

1.9.4 Reporting and Documentation

Proper documentation and reporting during an emergency is critical for the County to receive proper reimbursement for emergency expenditures and to maintain a historical record of the incident. County staff will maintain thorough and accurate documentation throughout the course of an incident or event. Incident documentation should include:

- Sign-in rosters
- Incident and damage assessment reports
- Incident Command logs
- Cost recovery forms
- Incident critiques and After Action Reports (AARs)

All documentation related to the County's disaster management program will be maintained in accordance with Oregon's public records and meetings law (ORS 192), subject to applicable exemptions such as for "Public Safety Plans," as appropriate.

1.10 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 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 Wellbeing Check-in (EWC) 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 citizens as rapidly as possible. CCDM offers Clackamas County employees annual training on personal preparedness. *See County Employee Policy and Practice (EPP) #55.*