



# **ESF 7:** Logistics Management and Resource Support

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## ESF 7 Tasked Agencies

<b>Primary County Agency</b>	Finance
<b>Supporting Agencies</b>	Clackamas County Disaster Management (CCDM) Office of the Treasurer
<b>Community Partners</b>	Clackamas County ARES Clackamas County Voluntary Organizations Active in Disaster (CCVOAD) American Red Cross (ARC)
<b>State Agency</b>	Oregon Department of Emergency Management (OEM)
<b>Federal Agency</b>	Federal Emergency Management Agency (FEMA)

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# 1 Introduction



## 1.1 Purpose

Emergency Support Function (ESF) 7 describes how the County will provide logistics and resource support during emergencies, as well as track and document the overall costs of the County's response.

## 1.2 Scope

Activities encompassed within the scope of ESF 7 include:

- Coordinate the acquisition, procurement, and provision of County, mutual aid, and private sector resources during an emergency.
- Receive and respond to resource requests from County departments and local response partners.
- Provide logistics and resource support for needs not specifically addressed in other ESFs.
- Monitor and track available and committed resources involved in the incident.
- Monitor and document the costs of acquiring and utilizing resources to include the costs of using County and mutual aid resources, purchasing or contracting for goods and services, transportation, and above normal staffing.
- Document the hours of volunteer time contributed to the County's response.

## 1.3 Policies and Agreements

Clackamas County Code Section 6.03.070 provides the following:

“Under this section, the Board of County Commissioners is authorized to extend government authority to non-governmental resources (i.e., personnel, equipment) that may support regular government forces during an emergency and may enter into agreements with other public and private agencies for either use of governmental resources in aid of authorized private agency efforts related to the emergency or for private resources to aid governmental efforts. When real or personal property is taken under power granted by this section, the owner of the property shall be entitled to immediate notice of the requisition by the County under its authority hereunder and to receive reasonable compensation within a reasonable period.”

Under the provisions of Oregon Revised Statutes (ORS) Chapter 401, the Board of County Commissioners must declare an emergency and certify that all local resources have been expended before asking for state resource assistance.

Clackamas County is a party to several mutual aid / assistance agreements which are listed and discussed in Section 3.5 of this document.

# 2 Situation and Assumptions



## 2.1 Situation

The County faces a number of hazards that may require resource support. The following considerations should be taken into account when planning for and implementing ESF 7 activities:

- Upon request, ESF 7 provides the resource support needed to maintain the response capacity of the County and local response partners.
- Personnel can be acquired through reassignment of staff from normal duties, use of mutual aid agreements, activation of affiliated volunteer groups (e.g., amateur radio, Medical Reserve Corps, Sheriff's Posse, etc.), and use of non-affiliated volunteers.
- Non-affiliated volunteers and donated goods and services will be managed as outlined in ESF 16: Volunteers and Donations Management and the separate Volunteer and Donations Management Plan.
- Equipment and supplies are acquired from current stocks or, if necessary, from commercial sources, using locally available sources when possible. Some equipment may also be available through mutual aid.
- When the demand for mutual aid and other resources exceeds availability, the County will suspend mutual aid to allow for centralized incident prioritization and scarce resource acquisition and allocation.

## 2.2 Assumptions

ESF 7 is based on the following planning assumptions:

- Local and tribal partners will expend resources and implement mutual aid agreements under their own authorities.
- Unless mutual aid has been suspended, local and tribal partners will exhaust their local and mutual aid resources prior to requesting support from the County. A request may be made to the County if exhaustion of local resources is imminent.
- Normal forms of communication may be severely 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

In accordance with the Base Plan and this ESF Annex, Clackamas County Finance is the agency responsible for coordinating resource support-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.

Efficient resource management is one of the pre-requisites for effective incident management. This includes knowing:

1. What resources are available and their capabilities and/or inventory.
2. How to access those resources.
3. How to allocate resources to satisfy incident priorities; and
4. Anticipating what resources are or may become critical during an incident.

The County's local government partners meet initial resource requirements using locally owned, contracted, and mutual aid resources. If additional resources are required, they request County assistance, normally through the emergency declaration process.

The County attempts to satisfy city/district resource requests using County-owned, contract, or mutual aid resources. If a request cannot be met, the County forwards a request for assistance to the state. This can be achieved initially through an emergency declaration and later supplemented by communicating requests on an as needed basis. In a situation where multiple incidents are competing for scarce resources, the County may ask mutual aid participants to suspend resource-sharing to prioritize incidents and allocate incident-specific scarce/critical resources as necessary.

## 3.2 EOC Activation

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

Notification will be made to the primary County agency listed in this ESF. The primary County agency will coordinate with supporting County agencies to assess and report current capabilities to the EOC and activate Departmental Operations Centers (DOCs) as appropriate. Primary and supporting County agencies may be requested to send a representative to staff the EOC and facilitate resource support activities.

### 3.3 Resource Allocation Priorities

The resource prioritization concept is to “do the most good for the most people” to alleviate disaster impacts on residents and public entities.

During emergencies, resources are allocated according to the following priorities:

5. Preserving life.
6. Stabilizing the incident/containing the hazard.
7. Protecting critical infrastructure, property, and the environment.

In some cases, it may be necessary to stabilize or contain the hazard before life safety operations can be conducted.

### 3.4 Sourcing Resources

Resources are normally obtained and used in the following sequence:

8. Resources owned or employed by the County
9. Mutual aid agreements
10. Contractors, commercial sources, and private industry
11. Volunteer groups or agencies
12. State resources
13. Federal resources

### 3.5 Funding assistance

In extraordinary circumstances, the County may receive funding assistance directly from Congress or the Oregon Legislature. This was the case during the COVID 19 pandemic when Congress passed the American Rescue Plan Act (ARPA). ARPA included billions of dollars for state, local, tribal, and territorial governments to assist with incident response and recovery. Funds awarded in this manner are received by the County Treasurer and allocated to County departments, agencies, and offices as directed by the Board of Commissioners.

### 3.6 Mutual Aid

Mutual aid is an important component of incident resource management and can take several forms, outlined in the following sections.

#### 3.6.1 Automatic Mutual Aid

Day-to-day incident response agencies (fire and law enforcement) have pre-coordinated assistance arrangements embodied in 9-1-1 dispatch protocols. When an on-scene response agency needs additional resources, they simply request them through dispatch and assume automatic approval, to the extent that the existing protocols allow. This practice typically means

the closest or most appropriate resource will be dispatched regardless of agency or location. Automatic mutual aid is normally discipline-specific and has no provision for reimbursement of lender expenses.

### 3.6.2 Fire Mutual Aid

Fire agencies have several discipline-specific mutual aid agreements and processes in place beyond automatic mutual aid, including district-to-district; Fire Defense Board to Fire Defense Board; and state-level conflagration and mobilization agreements. Conflagration fire mutual aid is closely managed by the Oregon State Fire Marshal consistent with the Oregon Fire Service Mobilization Plan. Participant costs are reimbursed by the State. Fire service mobilization for non-fire incidents is more loosely managed, is voluntary, and costs are not reimbursed by the State. See ESF 4: Firefighting for additional information.

### 3.6.3 Public Works Mutual Aid

The County and many of the local public works agencies (cities and districts) have mutual aid agreements and processes in place. The most common are:

- **Oregon Water and Wastewater Agency Response Network (ORWARN):** Water Environment Services (WES) and many of the county's cities and water and wastewater districts are signatories to the agreement.
- **Managing Oregon Resources Effectively (MORE):** The County, WES, and some of the cities and districts are signatory to this agreement.
- **Oregon Department of Transportation (ODOT) Flexible Service Agreement:** The County is signatory to this agreement.
- **Oregon Public Works Emergency Response Cooperative Assistance Agreement:** The County is signatory to this agreement.

### 3.6.4 Inter-County Mutual Aid Agreement

The Omnibus Inter-County Mutual Aid Agreement provides resource assistance in the form of equipment, supplies, personnel, and services and addresses the critical issues of risk management, workers comp, liability, and cost reimbursement. The County and nearly all the counties in western and central Oregon are signatories to this agreement.

### 3.6.5 Intra-County Mutual Aid Agreement

The Omnibus Intra-County Mutual Aid Agreement mimics the inter-county agreement in content but is designed for use by local agencies within the county. The County and many of the cities and districts are signatory to the agreement.

### 3.6.6 Intra-State Mutual Assistance

The Oregon Resource Coordination Assistance Agreement (ORCAA) is the intra-state mutual assistance agreement. The agreement provides for non-reimbursable assistance among local

governments (defined as any governmental entity authorized by the laws of the state of Oregon). To receive reimbursement for assistance provided under the agreement, the requestor and lender must agree in writing to a reimbursement amount and process before any resources are dispatched.

### 3.6.5 Emergency Management Assistance Compact

Each of the 50 states in the United States participates in a state-to-state mutual assistance arrangement to provide resources during an emergency. The Emergency Management Assistance Compact (EMAC) program is administered by the states, with no federal involvement. The Oregon Department of Emergency Management (OEM) coordinates all EMAC activities for the State.

## 3.7 Emergency Operations Center Resource Management

All four EOC sections (Operations, Planning, Logistics, and Finance) collaborate on managing incident resources.

- The Operations Section identifies resource needs and manages the volunteer and donations management program.
- The Planning Section documents resource assignments and provides advanced forecasts of critical resource needs.
- The Logistics Section, in collaboration with Operations and the Procurement Unit in the Finance Section, confirms resource needs and coordinates acquisition and allocation, directs the staging, storage, physical inventory, and deployment of assigned resources including tracking of deployed assets and monitoring terms and conditions of resource use. The Logistics section also provides post-event distribution, storage and/or disposal of remaining resources and deployed assets.
- The Finance Section coordinates funding sources and tracks costs; negotiates emergency contracts/agreements using emergency procurement procedures; and advises EOC Command regarding the ongoing financial impact of the emergency.

## 3.8 Community-Based Disaster Response Organizations

### 3.8.1 American Red Cross

The American Red Cross provides and manages shelter and mass care operations for citizens who are victims of disaster and feeding and support services for emergency responders.

### 3.8.2 Oregon Voluntary Organizations Active in Disaster

Oregon Voluntary Organizations Active in Disaster (ORVOAD) consists of voluntary organizations with disaster relief roles, in partnership with state government. Partner organizations have disaster response programs and policies for commitment of resources (i.e., personnel, funds,

and equipment) to meet the needs of people affected by disaster. ORVOAD functions may include animal care, building repair, childcare, clothing, communication, counseling, damage assessment, financial assistance, and more.

The donation management system for Oregon is designed to control and facilitate the collection, storage, and distribution of donated goods and services. The system is jointly managed by a state representative appointed by the Director of OEM and representatives of ORVOAD. Partner agencies will be the primary work force behind the donation management system for Oregon.

### 3.8.3 Clackamas County Voluntary Organizations Active in Disasters

Clackamas County Voluntary Organizations Active in Disaster (CCVOAD) coordinates a network of voluntary organizations working together to encourage efficient service delivery to people affected by immediate, intermediate, and long-term disasters in the county.

#### 3.8.3 Citizen Corps

The mission of Citizen Corps is to harness the power of every individual through education, training, and volunteer service to make communities safer, stronger, and better prepared to respond to the threats of terrorism, crime, public health issues, and disasters of all kinds.

There are five (5) branches of Citizen Corps:

- Fire Corps,
- Volunteers in Police Services (VIPS),
- Community Emergency Response Teams (CERT),
- Medical Reserve Corps (MRC), and
- Neighborhood Watch

Clackamas County Public Health maintains and supports an MRC unit and several of the county's special districts and cities operate and maintain CERT programs.

### 3.8.4 Clackamas County Amateur Radio Emergency Service

Clackamas County Amateur Radio Emergency Service (CARES) volunteers are trained in the operation of amateur radio equipment. They are often utilized before, during, and after an emergency or disaster when normal radio, phone, cellular, or internet communications are not functioning. In a disaster or event that requires activation of CARES, volunteers use pre-positioned and maneuverable amateur radio equipment to provide communication support among all levels of government and agencies to support response and recovery efforts.

#### 3.8.4 211 Info

The non-profit organization 211 Info connects citizens to Oregon and Southwest Washington health and community services/resources. The information base includes thousands of non-

profit organizations, government entities, and faith-based institutions to benefit recovery. The network may also be utilized to provide referral information for volunteers and provide effective messaging to direct donations to the relief effort.

### 3.9 Coordination with Other ESFs

The following ESFs support resource-related activities:

- **ESF 1, Transportation:** Coordinate provision of transport and transit resources.
- **ESF 2, Communication:** Coordinate provision of communications resources.
- **ESF 3, Public Works:** Coordinate provision of public works resources.
- **ESF 4, Firefighting:** Coordinate provision of fire service resources.
- **ESF 13, Law Enforcement:** Coordinate provision of law enforcement resources.
- **ESF 16, Volunteers and Donations Management:** Coordinate volunteers and the provision of donated goods and services.

# 4 Emergency Coordination



## 4.1 County

During a declared emergency, the Board of County Commissioners may implement emergency measures including taking control of, and exercising authority over, all department, division, and office resources. The Board delegates incident-specific resource management responsibilities to on-scene and EOC Command. The EOC will work in coordination with on-scene command and activate County Department Operations Centers (DOCs) to identify resource needs and prioritize, acquire, and allocate incident resources.

Department directors provide resources as requested by EOC Command and manage remaining internal resources during an emergency. The EOC Finance Section coordinates the contracting, cost, and budget aspects of resource management. The EOC Logistics Section manages and coordinates the acquisition of resources. The EOC Operations Section identifies resource needs and coordinates incident-specific volunteer and donations management activities.

## 4.2 Cities and Districts

Cities and districts are responsible for emergency operations and management of agency resources within their respective jurisdictions and, unless mutual aid has been suspended, should use the agreements to which they are signatory to acquire resource support. When resources are exhausted and no longer available through mutual aid, districts should request resource support through the County EOC, and cities should request County assistance through the emergency declaration process. The County will acknowledge all requests and try to provide the requested assistance using County resources or, if necessary, forwarding a resource request to the State.

## 4.3 State and Federal Assistance

If local resources, including mutual aid, are inadequate to respond effectively to the emergency, EOC Command will work with the County Administrator and Board of County Commissioners to declare an emergency and request assistance from the State. The declaration and request for assistance are forwarded to the Oregon Department of Emergency Management (OEM). OEM coordinates the assignment of state resources to fulfill the request and seeks a state declaration if necessary. OEM may also request assistance through EMAC, which contains procedures for interstate mutual aid.

If federal assistance is required, the governor will declare an emergency and request assistance from FEMA. FEMA coordinates the request with the president and determines if a presidential emergency or major disaster declaration is warranted. If either declaration is made, federal resources are deployed according to the National Response Framework.

# 5 ESF Annex Development and Maintenance



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