



## **ESF 6 – Mass Care**

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ESF 6 Tasked Agencies*	
<b>Primary County Agency</b>	Department of Health, Housing, and Human Services (H3S)
<b>Supporting County Agency</b>	Clackamas County Disaster Management (CCDM) Sheriff's Office Department of Transportation Development (DTD) Public and Governmental Affairs
<b>Community Partners</b>	American Red Cross Local fire departments and districts Local
<b>State Agency</b>	Department of Human Services
<b>Federal Agency</b>	Department of Health, Housing, Human Services (H3S)
*See Section 3 for more information about Tasked Agencies.	

# 1 Introduction

## 1.1 Purpose

Emergency Support Function (ESF) 6 describes how the County will support the efforts of City and tribal governments, and nongovernmental organizations to address the mass care, emergency assistance, temporary housing, and human services needs of people impacted by disasters.

## 1.2 Scope

Activities encompassed within the scope of ESF 6 include:

- Mass care
  - Sheltering for the general population and populations with disabilities, and access and functional needs (DAFN)
- Collecting and providing information on those affected by the disaster to family members
- Family reunification
- Housing:
  - Providing short-term housing solutions for those affected by the disaster. It may include rental assistance, repairs, loans, manufactured housing, semi-permanent and permanent construction, referrals, identification and provision of accessible housing, and access to other sources of housing assistance.
- Human services:
  - Assist as able in disaster unemployment insurance
  - Disaster legal services
  - Veteran's support
  - Services for DAFN populations
  - Other needs for assistance as they arise

The following are not covered in this ESF:

- Medical sheltering is addressed in ESF 8
- Animal sheltering is addressed in ESF 17
  - Feeding operations
  - Emergency first aid
  - Bulk distribution of emergency relief items

### 1.3 Policies and Authorities

The following policies and authorities are currently in place:

- All appropriate governmental and volunteer agency resources will be used as available.
- All services will be provided without regard to economic status or racial, religious, political, ethnic, or other affiliation.
- Tracking of displaced citizens will be accomplished by the American Red Cross Disaster Welfare Inquiry procedures.

## 2 Situation and Assumptions

### 2.1 Situation

The County is faced with a variety of hazards that may impact large numbers of persons requiring mass care, personal emergency assistance, short-term housing, and other types of human services as part of response and recovery actions. Considerations that should be taken into account when planning for and implementing ESF 6 activities include:

- Hazards may affect widespread areas and emergency care personnel in unaffected neighboring communities may be overwhelmed with victims from neighboring communities.
- Evacuees may contribute to the scarcity of resources as an influx of evacuees can increase the population of a receiving community during a significant disaster or emergency event.
- Mass care needs may range from emergency sheltering operations for a limited number of visitors and citizens to more intermediate and long term housing.
- In accordance with the American Red Cross's organizational documents and charter, ratified by the United States Congress on January 5, 1907, as well as the Disaster Relief Act of 1974, the Red Cross (national organization and local chapters) provides an array of 'Mass Care Services' to emergency and disaster victims routinely under its own authority. Furthermore, the Red Cross is tasked as the primary agency responsible for federally supported Mass Care Services per the National Response Framework (ESF 6) despite being a nongovernmental organization.
- Disaster conditions are likely to require evacuation and care of domestic animals and livestock. Animals (with the exception of service animals) are not allowed in public shelters.

## ESF 6. Mass Care

- The diverse nature of the County will be reflected by shelter populations, and will likely include a significant number of persons with access/functional needs (e.g., elderly, persons with language barriers, physical challenges, or other limiting medical or mental health condition) and/or persons who are vulnerable to becoming marginalized or those with specialized needs (e.g., students, inmates, registered sex-offenders, the indigent, persons with chemical dependency concerns, etc.)
- Local emergency operations plans (EOPs) should contain strategies and procedures for addressing the needs of vulnerable populations in emergency situations.

## 2.2 Assumptions

ESF 6 is based on the following planning assumptions:

- Widespread damages may necessitate the relocation of victims and the need for mass care operations.
- Some victims will go to shelters, while others will find shelter with friends and relatives. Some may stay with or near their damaged homes.
- Shelters may have to be opened with little notice. Local government personnel will have to manage and coordinate shelter and mass care activities. They may be supported by Red Cross personnel, if available, and assume responsibility for managing such shelters.
- The demand for shelters may prove to be higher than what is available.
- Volunteer and faith based organizations other than the County or Red Cross may open shelters. Some of these organizations and groups may coordinate their efforts with the County and the Red Cross, while others may operate these facilities independently.
- Public and private services will be continued during mass care operations. However, for an incident that requires a large-scale shelter and mass care operation, normal activities at schools, community centers, places of worship, and other facilities used as shelters may have to be curtailed.
- Emergency operations for most human services organizations (mass care, individual assistance, sheltering, special medical needs, and access and functional needs) will be an extension of normal programs and services.

## 3 Roles and Responsibilities of Tasked Agencies

The County has identified primary and supporting agencies and community partners to ensure that ESF 6–related activities are performed in an efficient and effective manner during all phases of the emergency management cycle. This document does not relieve tasked agencies of the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement their assigned tasks.

- **Primary County Agency(s)** – County agency(s) may be assigned as the primary agency based on the agency’s responsibilities, authority, functional expertise, resources, and capabilities in managing incident activities. Primary agencies may not be responsible for all elements of a function, and will work with supporting agencies to manage capabilities and resources to support ESF 6–related activities.

## ESF 6. Mass Care

- **Supporting County Agency(s)** - County agency(s) may be assigned as supporting if they may have a substantial support role during incidents based on their capabilities and resources.
- **Community Partners** – May be assigned tasks if they meet one or more of the following criteria: the organization’s self-defined mission includes emergency response (e.g., disaster relief nonprofit organizations); the organization receives formalized tasking by governmental agencies (e.g., American Red Cross); the entity’s jurisdictional authority, or the entity’s resources and capabilities.

Roles and responsibilities for state and federal agencies are identified in the State of Oregon EOP and National Response Framework, respectively.

*See Appendix B for a checklist of responsibilities for tasked agencies by phase of emergency management.*

## 4 Concept of Operations

### 4.1 General

On-Scene Command will request Clackamas County Communications to notify the Health, Housing, and Human Services (H3S) and the Red Cross whenever it appears that a major emergency or disaster has displaced or will displace a significant number of people.

Command will determine the at-risk area, estimate the number of people involved, and identify any critical needs. The H3S and Red Cross, if involved, will use this information to coordinate shelter activation with potential providers. The Oregon Trail Chapter of the American Red Cross may assign a Liaison to the County EOC to coordinate reception, shelter, and mass care activities.

If the Red Cross takes on the sheltering responsibility, EOC staff will help coordinate shelter support throughout the County, including logistics, security, communications, transportation, public health, behavioral health, and social services.

On-Scene Command will determine whether evacuees have been exposed to chemical, biological, radiological, nuclear, or explosive agents or other hazardous materials and will manage decontamination operations prior to victims leaving the incident scene if exposure has occurred, or provide transport to a healthcare facility where the evacuee may be decontaminated.

Clackamas County will coordinate with cities and other stakeholders to provide essential services for DAFN populations, and ensure that their care providers and service animals remain with them.

During major shelter and mass care operations in Clackamas County, the EOC staff representing H3S will be the County’s primary liaison with the American Red Cross and other shelter operators.

All mass care-related activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.



**ESF 6. Mass Care**

- In accordance with the Basic Plan and this ESF Annex, H3S is responsible for coordinating mass care–related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Requests for assistance with mass care will first be issued in accordance with established mutual aid agreements and once those resources have been exhausted, a request may be forwarded to the State Emergency Coordination Center.
- The County EOC will provide guidance for the coordination mass care resources.

**4.2 EOC Activation**

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

Notification will be made appropriate agencies listed in this ESF. The H3S will coordinate with supporting agencies and community partners to assess and report current capabilities to the EOC and activate Departmental Operations Centers as appropriate. Appropriate agencies may be requested to send a representative to staff the EOC and facilitate mass care-related activities.

**4.3 EOC Operations**

When mass care–related activities are staffed in the EOC, the mass care representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to mass care.
- Share situation status updates related to mass care to inform development of the Situation Report.
- Participate in, and provide mass care-specific reports for, EOC briefings.
- Assist in development and communication of mass care-related actions to tasked agencies.
- Monitor ongoing mass care–related actions.
- Share mass care-related information with ESF 14, Public Information, to ensure consistent public messaging.
- Coordinate mass care-related staffing to ensure the function can be staffed across operational periods.

**4.4 Disabilities, and Access and Functional Needs**

Provision of mass care-related activities will take into account DAFN populations. The needs of children and adults who experience disabilities or access and functional needs shall be identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

A formal registry for DAFN populations has not been developed to date. Community emergency response and recovery planning to provide special needs services to residents of the County have

not been formalized or finalized among the various first responder agencies and volunteer organizations supporting this jurisdiction.

#### **4.5 Shelters and Mass Care Facilities**

Red Cross may have agreements in place for use of specific shelters that can be activated by alerting the local chapter. This information will be available to the County EOC during a major emergency or disaster. Red Cross may assist in the registration of evacuees, and as applicable, will coordinate information with appropriate government agencies of those evacuees who are housed in Red Cross-supported shelters.

Options for temporary shelter during an incident available to the County include:

- Pre-determined sheltering sites and supplies available through Red Cross.
- General purpose tents available through the Oregon National Guard and requested by the County EOC to the Oregon Office of Emergency Management.
- Tents and other resources available via the fire cache located at the Redmond Air Center.
- If a Presidential declaration has been made, temporary buildings or offices requested through the Federal Coordinating Officer.

A designated member of H3S staff will serve as the County ESF 6 Representative. Services will be provided through the coordinated efforts of staff members, Red Cross, Salvation Army, other state supported agencies, volunteer agencies, and mutual-aid agreements with various support groups. Law enforcement agencies will provide security at shelter facilities where possible and also support back-up communications if needed. A list of all reception and care facilities established for the County is maintained by the Red Cross and can be accessed through the County EOC during a major emergency or disaster.

#### **4.6 Feeding**

Feeding is provided to victims through a combination of fixed sites, mobile feeding units, and bulk distribution of food. Feeding operations are based on nutritional standards and should include meeting requirements of victims with special dietary needs, if possible.

Red Cross will coordinate all mass feeding and other services needed at open Red Cross shelters within the County's jurisdiction with H3S via the County EOC.

The County EOC staff, with assistance from H3S, will coordinate all mass feeding and other services needed at County sites.

#### **4.7 Bulk Distribution**

Emergency relief items to meet urgent needs are distributed via established sites within the affected area. Distribution of food, water, and ice requirements through Federal, State, local, and non-governmental organizations is coordinated at these sites. Red Cross will coordinate all bulk distribution activities needed within the county's jurisdiction with H3S via the County EOC.

*See ESF 11 – Food and Water for additional detail.*

## 4.8 Housing

All housing needs identified during and following emergency incidents or disasters impacting the County will be coordinated through Clackamas County Disaster Management via the County EOC. Liaisons will be assigned to the command staff in order to manage and coordinate resources and activities with regional, state, federal, and private sector entities. In some disaster situations, the federal government may be requested to provide emergency housing. Disaster victims will be encouraged to obtain housing with family or friends or in commercial facilities.

## 4.9 Crisis Counseling and Mental Health

H3S will coordinate mental health services to the general public. Specific concerns within the first responder community can also be addressed through the Police Chaplaincy and the Oregon Office of the State Fire Marshal, which coordinate mental health and crisis counseling services for first responders.

*See ESF 8 – Health and Medical for additional detail.*

## 4.10 Coordination with Other ESFs

The following Emergency Support Functions support mass care-related activities:

- **ESF 8 – Health and Medical.** Coordinate health inspections of mass care facilities; coordinate sheltering of populations with medical needs.
- **ESF 11 – Food and Water.** Coordinate food and water to support mass care operations.
- **ESF 14 – Public Information.** Inform the public about mass care operations.
- **ESF 15 – Volunteers and Donations Management.** Coordinate volunteers and donated goods to support mass care operations.
- **ESF 16 – Law Enforcement.** Provide security for mass care facilities.
- **ESF 17 – Agriculture and Animal Protection.** Provide care and shelter for animals including service animals, pets, and livestock.

## 5 Direction and Control

If an incident occurs in an incorporated area, the city in which it occurs has jurisdictional authority and primary incident management responsibility, including providing shelter and mass care to displaced citizens. If two or more cities are impacted, the cities share responsibility for incident management and the safety and well-being of their citizens.

The County has jurisdictional authority and primary incident management responsibility for shelter and mass care operations in the unincorporated area. If the incident impacts both unincorporated and incorporated areas, the County and impacted cities share responsibility. The County will respond to city requests for assistance, manage critical resources, and coordinate with outside agencies, adjoining counties, and the Oregon Office of Emergency Management.

All jurisdictions with incident management responsibility are likely to activate their EOCs during an incident requiring extensive sheltering or mass care. EOC staffs will coordinate resources, share incident information, conduct multi-agency planning, and operate the Joint Information

System. All participating agencies/jurisdictions will collaborate to establish and maintain a common operating picture.

## 5.1 Cities

Cities are asked to notify the County immediately if they anticipate implementing mass care, shelter, or food/water distribution operations. If cities need County assistance, they can request it through mutual aid assistance or by submitting an Emergency Declaration to the county requesting assistance. The County will alert adjoining jurisdictions and coordinate critical resources, emergency declarations, and emergency measures.

Cities are encouraged to coordinate shelter and mass care planning and operations with nongovernmental organizations, faith community, and other local service organizations. Cities should coordinate shelter and mass care activities with County EOC staff.

## 5.2 County

H3S representatives serving on the EOC staff and will coordinate shelter and mass care operations and serve as primary contacts for the American Red Cross EOC Liaison.

## 5.3 Regional

Clackamas County participates in the Inter-County Omnibus Mutual Aid Agreement that provides a framework for counties to request mutual aid resources from each other in emergencies. Emergency assistance may include resources such as personnel, equipment, and supplies, or the direct provision of services. A copy of the agreement and current participants is available in the EOC Library.

The Intra-State Mutual Assistance Compact provides for non-reimbursable assistance among local governments. To receive reimbursement for resource assistance provided under this statute, participants must agree to a reimbursement request in writing before resources are dispatched.

The Urban Area Security Initiative (UASI) Region provides a regional plan for sheltering of pets. CCEM is a part of the planning effort and provides a regional shelter for pets. See the UASI Region Pet Sheltering Plan.

## 5.4 State and Federal Assistance

The Oregon Department of Human Services will assist in obtaining supplemental resources to meet emergency needs.

If the County needs resources beyond those available (including mutual aid), Command will recommend that the Board of County Commissioners enact an emergency declaration requesting state assistance.

# 6 ESF Annex Development and Maintenance

The H3S will be 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.

## **7 Appendices**

- Appendix A – ESF 6 Resources
- Appendix B – ESF 6 Responsibilities by Phase of Emergency Management
- Appendix C – ESF 6 Representative Basic Checklist

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## Appendix A      ESF 6 Resources

The following resources provide additional information regarding ESF 6 and mass care related issues at the local, state, and federal level:

### County

- Emergency Shelter Listing (For Official Use Only)
- Clackamas County Emergency Plan for People with Access and Functional Needs
- UASI Region Pets Sheltering Plan

### State

- Emergency Operations Plan
  - ESF 6 – Mass Care

### Federal

- National Response Framework
  - ESF 6 – Mass Care, Emergency Assistance, Temporary Housing, and Human Services

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## Appendix B ESF 6 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for ESF 6 – Mass Care. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support Mass Care function. All tasked agencies should maintain agency-specific plans and procedures that allow for them to effectively accomplish these tasks.

### Preparedness

Preparedness activities take place **before** an emergency occurs and include plans or preparations made to save lives and to help response and recovery operations. Preparedness roles and responsibilities for ESF 6 include:

#### All Tasked Agencies

- ☐ Develop plans and procedures for ESF 6 activities, as appropriate.
- ☐ Participate in ESF 6 related trainings and exercises as appropriate.

#### H3S

- ☐ Coordinate regular review and update of the ESF 6 annex with supporting agencies.
- ☐ Facilitate collaborative planning to ensure County capability to support ESF 6 activities.
- ☐ Develop and maintain a Mass Care Plan for the County that includes procedures for addressing:
  - Mass care
  - Emergency assistance
  - Housing
  - Human services
- ☐ Coordinate pre-incident public health inspections of shelters and verify sanitary conditions as required.
- ☐ Maintain the Clackamas County Emergency Plan for Serving People with Access and Functional Needs.

#### CCDM

- ☐ Maintain operational capacity of the County EOC to support Mass Care activities.
- ☐ Ensure that staff are identified and adequately trained to fulfill the finance function in the County EOC to include resources utilized to support Mass Care operations.
- ☐ Provide assistance to H3S as requested to maintain the Clackamas County Emergency Plan for Serving People with Access and Functional Needs.

#### Red Cross

- ☐ Enter into agreements with locations suitable to serve as emergency shelters in accordance with established guidelines.
- ☐ Recruit, train, and maintain a volunteer staff with the capacity to operate shelters if needed.

- ☐ Participate in Mass Care planning for the County.

## Response

Response activities take place **during** an emergency and include actions taken to save lives and prevent further property damage in an emergency situation. Response roles and responsibilities for ESF 6 include:

### All Tasked Agencies

- ☐ Provide situational updates to the County EOC as required to maintain situational awareness and establish a common operating picture.
- ☐ Provide a representative to the County EOC, when requested, to support ESF 6 activities.

### H3S

- ☐ Coordinate support for ESF 6 operations as required and serve as the County's liaison for ESF 6.
- ☐ Coordinate transportation, health and medical services, and behavioral health and social services for shelter operations.
- ☐ Coordinate environmental health services with local, regional, and State public health agencies to ensure safety of food, water, and wastewater systems.
- ☐ Prioritize requests for health, medical, and behavioral health services, and coordinate their delivery.
- ☐ Coordinate medical and social services for people with access and functional needs and vulnerable clients.
- ☐ Evaluate the environmental aspects of temporary housing, including but not limited to food safety, water safety, and sewage.
- ☐ Coordinate volunteer registration and placement for shelter staff.

### Red Cross

- ☐ Coordinate the emergency shelter operations to provide for the temporary housing and feeding needs of citizens displaced by emergencies/disasters.
- ☐ Assign a liaison to the County EOC.

### CCDM

- ☐ Activate the EOC.
- ☐ Coordinate with the EOC Planning Section to identify unmet needs.
- ☐ Establish a Mass Care Branch in the County EOC if needed.
- ☐ Facilitate the emergency declaration process.
- ☐ Assist in multi-agency/jurisdictional and resource coordination.
- ☐ Track the use of Mass Care resources through the EOC Finance Section.

### CCSO

- ☐ Coordinate security at shelters, reception centers, and food/water distribution centers.

- ☐ Provide traffic and crowd control.

### Public and Governmental Affairs

- ☐ Provide staff for the Public Information Officer and Joint Information Centers.
- ☐ Develop and coordinate a Joint Information System.
- ☐ Collaborate with the American Red Cross and H3S to produce timely, clear, and concise messages on shelter and mass care operations and food/water options.
- ☐ Provide access information on health, social, and medical services.
- ☐ Provide the public with updated information on shelter locations and systems for locating family, friends and pets.

### DTD

- ☐ Coordinate garbage and recycling services for shelters and food/water distribution centers.
- ☐ Assist with transportation options and resources.
- ☐ Provide building inspection for structural safety and sheltering sites.
- ☐ Provide updated mapping to assist in directing people to shelters safely.

## Recovery

Recovery activities take place **after** an emergency occurs and include actions to return to a normal or an even safer situation following an emergency. Recovery roles and responsibilities for ESF 6 include:

### All Tasked Agencies

- ☐ Demobilize response activities.
- ☐ Maintain incident documentation to support public and individual assistance processes.

### CCDM

- ☐ Compile and keep all documentation collected relating to the management of mass care activities.
- ☐ Coordinate all after-action activities and implement corrective actions as appropriate.

### H3S

- ☐ Strategize on interim and long-term housing solutions.

## Mitigation

Mitigation activities take place **before and after** an emergency occurs and includes activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Mitigation roles and responsibilities for ESF 6 include:

**All Tasked Agencies**

- ☐ Participate in the hazard/vulnerability identification and analysis process.
- ☐ Take steps towards correcting deficiencies identified during the hazard/vulnerability identification and analysis process as appropriate.

**Appendix C      ESF 6 Representative Checklist****Activation and Initial Actions**

- ☐ Report to the EOC Manager, Section Chief, Branch Coordinator, or other assigned supervisor.
- ☐ Become familiar with available job resources (e.g., plans, equipment, and staff) and EOC plans and forms
- ☐ Review the EOC organization and staffing chart and understand your role in working with the various branches and sections.
- ☐ Equip your work station with necessary equipment and supplies and test functionality of all equipment
- ☐ Obtain situation report(s), EOC Action Plan, and/or receive briefings from EOC and/or field personnel

**Initial Operational Periods**

- ☐ Obtain a briefing from the person you are replacing.
- ☐ Attend meetings and briefings, as appropriate.
- ☐ Establish and maintain your position log with chronological documentation.
- ☐ Follow procedures for transferring responsibilities to replacements.
- ☐ Follow staff accountability and check-in/-out procedures when temporarily leaving your assigned work station.

**Final Operational Periods**

- ☐ Complete and submit all required documentation
- ☐ Ensure all materials are returned to their proper storage location and file requests for replacement of resources that are expended or inoperative
- ☐ Follow check-out procedures.
- ☐ Share lessons learned at After- Action Conferences to contribute to the After-Action Report and inform future activations.

**Keys to Success: Information Management**

Information management is getting the right information to the right people, in the right form, at the right time. It includes receiving, sorting, prioritizing, and delivering information.

- ☐ The EOC information management role for ESF Leads and agency representatives includes:
- ☐ Filter information for what is accurate, distill that information to what is useful, and push it to the appropriate people within the EOC or agency, contributing to a Common Operating Picture.
- ☐ Serve as a conduit of information to and from agencies.
- ☐ Supply accurate, appropriate, and up-to-date information to the Situation Report.

**Keys to Success: Resource Management**

Resource management is getting the right resources to the right place, at the right time. The resource request process is at its core and supports coordinated management of resource requests by local, state, and federal partners. Resources include equipment, supplies, and personnel.

The EOC Resource Management support role for ESF Leads and agency representatives includes:

- ☐ Coordinate the contribution of resources from an agency to the response and recovery.
- ☐ Request resources from other sources and agencies.
- ☐ Keep the lines of communication open and provide specific information about what an agency can and cannot provide. The more specific and timely the information held by the Logistics Section is, the more efficiently it will support the request.