

# 4

## Concept of Operations

*This section of the EOP states the community's response and recovery priorities, provides concepts to guide the Community through the phases of emergency operations, and provides a guide for multi-jurisdictional coordination and incident command.*

### 4.1 General

Primary roles involved during the initial emergency response will focus on first responders, such as fire services, police services, and public works departments. Depending on the type of incident, initial response also may include hospitals, local public health departments, and hazardous material teams. In all emergencies, saving and protecting human lives is the top priority of the County and emergency response personnel.

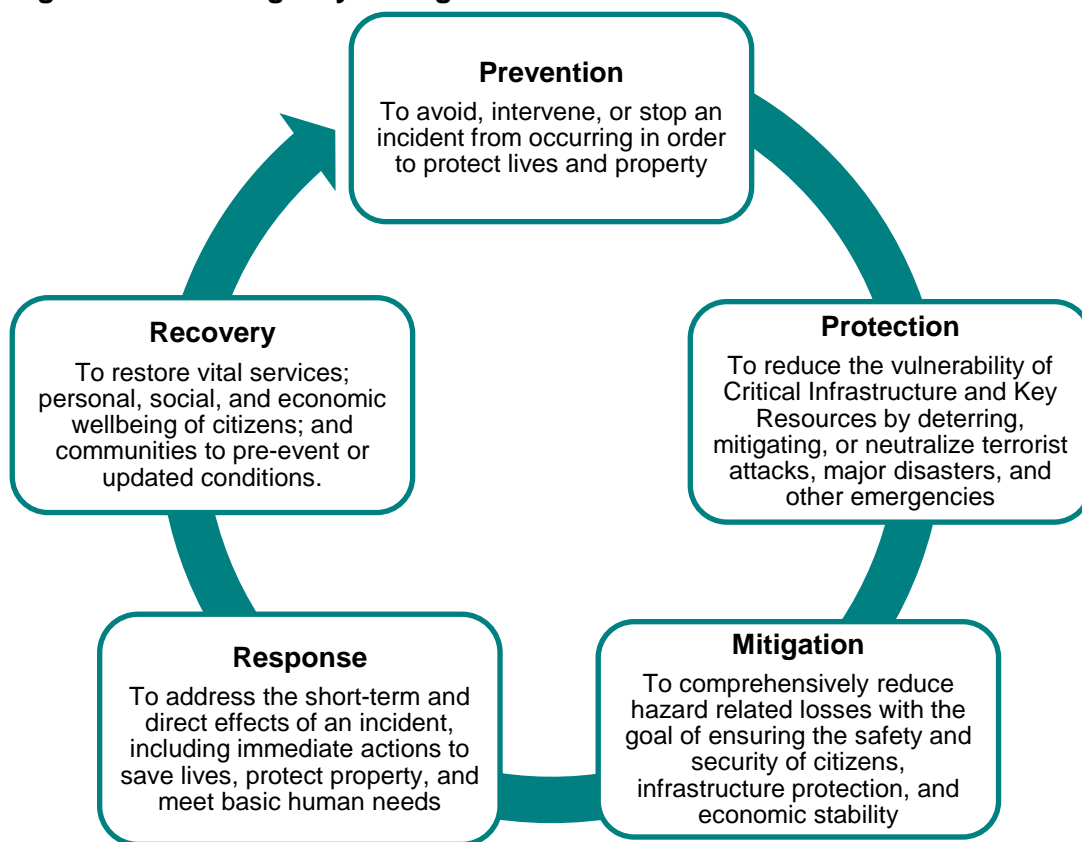
The County is responsible for disaster management and protecting life and property of citizens within this jurisdiction. This EOP will be used when the County or individual emergency response agencies are reaching or have exceeded their capabilities to respond to an emergency. It may also be used during non-routine incidents or pre-planned events where County resources are limited and/or have been expended.

### 4.2 Emergency Management Mission Areas

This plan adheres to the emergency management principle of all-hazards planning, which is based on the fact that most responsibilities and functions performed during an emergency are not hazard-specific. The focus of this EOP is response and short-term recovery actions. Nevertheless, this plan impacts and is informed by activities conducted before and after emergency operations take place and is designed to assist the County in the following five mission areas.

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Figure 4-1 Emergency Management Mission Areas



### 4.3 Response and Recovery Priorities

#### 4.3.1 Response

Response activities within the County are undertaken immediately after an incident. The County's response priorities are defined below:

1. **Lifesaving:** Efforts to save lives and operations that minimize risks to public health and safety.
2. **Property:** Efforts to reduce impacts to CIKR and minimize property damage.
3. **Environment:** Efforts to mitigate long-term impacts to the environment.

#### 4.3.2 Recovery

Recovery activities will begin as soon as conditions permit following an incident. It is the responsibility of all levels of government to assist the public and private sectors with recovery from disaster. A widespread disaster will impact the ability of businesses to function, disrupt employment, interrupt government services, and impact tax revenues within the County. This EOP is not a recovery plan; however, the County recognizes that response and recovery activities often take place concurrently until life safety and emergency protective actions are completed.

Recovery operations are the actions taken to restore vital services, help citizens resume self-sufficiency, and help communities return to pre-event or "new normal" conditions. Short-term

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recovery involves the restoration of critical services such as communications, water supply, sewage service, emergency medical capabilities, and electricity, as well as garbage and debris removal. These functions must occur early in the emergency response to support the life, health, and safety of the population and to support other emergency operations. The County's recovery priorities for CIKR are defined below:

1. **Initial Damage Assessment:** Determine structure impacts to the County.
2. **Debris Removal:** Coordinate debris clearance, collection, and removal.
3. **Infrastructure Restoration:** Facilitate restoration of CIKR.

### 4.4 Incident Management

#### 4.4.1 Incident Levels

The County generally operates within the levels outlined below.

##### 4.4.1.1 Level 1 (Monitoring and Assessment)

In some instances, the EOC and/or Department Operations Centers (DOCs) may be activated at a monitoring level in order to assess a small incident or event that could rapidly escalate, such as a weather event or wildfire. Situations are referred to as "routine" crisis management or emergency situations that can be handled by CCDM staff using minimal resources. The EOC is considered activated at the lowest level. For these situations, it may not be necessary to implement the EOP.

##### 4.4.1.2 Level 2 (Partial)

Level 2 Partial Activations are characterized by a need for response assistance from outside agencies (specialized equipment or personnel, insufficient or inadequate on-site resources, etc.). Partial activation is used to establish hazard-specific functions without activating the entire response organization. This approach may be optimal for planned public events, incidents of moderate size and scope or incidents requiring specialized resource support. CCDM will determine initial staffing. EOC Command will determine which portions of the EOP to implement.

##### 4.4.1.3 Level 3 (Full)

Level 3 situations are major incidents that require application of a broad range of community resources to save lives and protect property. The level of activation would be a complete and full activation with all organizational elements at full staffing. Examples of such situations include an airline crash in a populated area, a major earthquake, etc. Emergency plans will be implemented and the EOC will be activated to coordinate response and recovery activities.

#### 4.3.2 NIMS Incident Levels

While the Community uses incident levels that are consistent with the County EOP, incident types at the federal level are based on the five levels of complexity that ascend from relatively minor incidents (Type 5, e.g., vehicle fire) to a major disaster (Type 1) resulting in high impact on the Community and requiring national response resources (source: U.S. Fire Administration). For more information see <https://training.fema.gov/emiweb/is/icsresource/assets/incidenttypes.pdf>

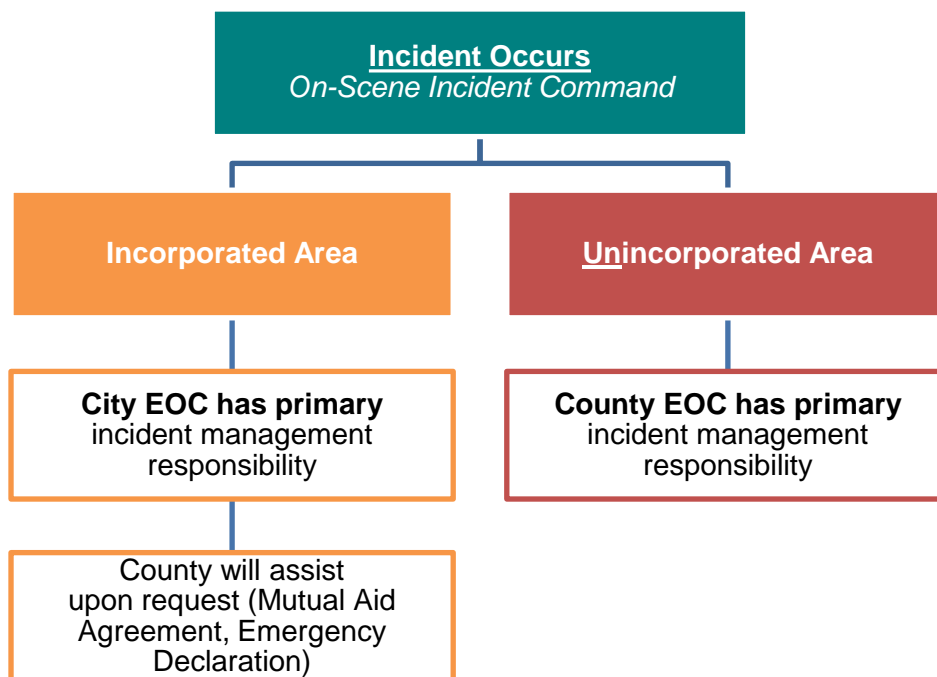
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## 4.4.3 Jurisdictional Authority

The jurisdiction in which the incident occurs has jurisdictional authority and primary responsibility for managing the incident:

- Initial response is provided by local first responders and directed by On-Scene Command. Activities may include rescue, firefighting, emergency medical services, crime scene investigations, traffic and crowd control, evacuation and emergency public information, among others. On-Scene Command may establish a Unified Command to integrate jurisdictional authority and functional responsibility of participating organizations.
- If the incident occurs within an incorporated area, the city in which it occurs has jurisdictional authority and primary incident management responsibility. 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 incidents that occur in the unincorporated area of the County, and for health emergencies county-wide. If the incident impacts both the unincorporated and an incorporated area, the County and impacted cities share responsibility.

Figure 4-2 Incident Management in Clackamas County



All jurisdictions with incident management responsibility are likely to activate their EOCs in a major emergency or disaster. EOC staff coordinates resources in support of field activities, shares incident information, conducts multi-agency planning, and operates the Joint Information System (JIS). All participating agencies/jurisdictions collaborate to establish and maintain a Common Operating Picture.

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The County EOC exists to provide a facility from which the response can be effectively coordinated. It is the hub for the emergency management organization and is the central point for coordinating all incident-related activities. EOC operations are focused on advisory and coordinating functions to ensure all response efforts are in support of common objectives.

### 4.4.4 Alert and Warning

CCDM will monitor developing or occurring hazardous events, evaluate the need for activation of the EOC or DOCs, confer with department representatives, and issue notifications for EOC activation. CCDM will alert the County Administrator or designee and contact EOC personnel as appropriate. An email update will be provided to all EOC staff and County employees notifying them of the activation with pertinent details. The Clackamas County Emergency Notification System may also be used to notify EOC staff of an EOC activation. OEM will be notified of all Level 3 activations.

*See ESF 2 - Communications for more details.*

### 4.4.5 Communications

The ability of responders from different agencies and disciplines to work together depends greatly on their ability to communicate with each other. Plain language is essential to first responder and public safety and will be used by all County personnel during emergencies. The use of common terminology enables emergency responders, EOC personnel, and County staff, as well as personnel from neighboring jurisdictions or the State, to communicate clearly with each other and effectively coordinate response activities, regardless of an incident's size, scope, or complexity.

The County has established a public warning and broadcast system to provide emergency information and instructions during a pending or actual emergency incident or disaster.

*See ESF 2 – Communications for detailed information regarding how these systems are accessed, managed, and operated throughout an emergency's duration.*

#### 4.4.5.1 Interoperability

Interoperability is the ability of public and private agencies, departments, and other organizations to operate and communicate effectively together through the use of systems, personnel, and equipment. In recognition that successful emergency management and incident response operations require the continuous flow of critical information among jurisdictions, disciplines, organizations, and agencies, interoperability plans or procedures should be developed that include training and exercises, SOPs, new technology, and considerations of individual agency governance, as well as consideration of use within the stressful and often chaotic context of a major response. Interoperable voice, data, or video-on-demand communications systems allow emergency management/response personnel to communicate within and across agencies and jurisdictions in real time, when needed, and when authorized.

*See the Urban Area Security Initiative Tactical Interoperable Communications Plan and the State Interoperability Communications Plan for more information.*

**4. Concept of Operations****4.4.6 Situational Awareness and Intelligence Gathering**

Situational awareness and intelligence gathering are necessary to maintain a common operating picture among response agencies and provide the basis for emergency alert and warning (when an incident alert is not received by an outside agency). Situational awareness is the ongoing process of collecting, analyzing, and sharing information across agencies and intergovernmental levels, and the private sector. Intelligence gathering is the collecting of security and operational information, such as collection of severe weather forecasts from the National Weather Service. Intelligence gathering may also be used to detect, prevent, apprehend, and prosecute criminals planning terrorist incidents.

On a day-to-day basis, and during Level 1 and 2 incidents when the EOC is not fully activated, the County, primary agencies, and supporting response agencies will:

- Be aware of their surroundings and identify and report potential threats and dangerous situations.
- Share and evaluate information from multiple sources.
- Integrate communications and reporting activities among responding agencies.
- Monitor threats and hazards.
- Share forecasting of incident severity and needs.

If activated, the EOC Planning Section Chief will lead situational awareness and intelligence gathering activities and functions, unless otherwise designated. If a criminal or terrorist incident is suspected, the CCSO will notify the Oregon Terrorism Information Threat Assessment Network Fusion Center (OTFC). During a terrorist incident, the OTFC will support situational awareness and intelligence gathering functions.

**4.4.7 Resource Management**

When the EOC is activated, the Logistics, Operations, and Planning Sections have primary responsibility for coordinating the resource management effort and have authority under emergency conditions to establish priorities for the assignment and use of all County resources. In a situation where resource allocations are in dispute, the County Administrator has the final allocation authority. County resources will be allocated according to the following guidelines:

- Deploy resources according to the following priorities:
  1. Protection of life
  2. Protection of responding resources
  3. Protection of public facilities
- Protection of private property.
- Distribute resources so that the most benefit is provided for the amount of resources expended.
- Coordinate citizen appeals for assistance through the PIO at the EOC or Joint Information Center (JIC). Use local media to provide citizens with information about where to make these requests.
- Activate mutual aid agreements as necessary to supplement local resources.
- When all local resources are committed or expended, issue a request to the County for County, State, and federal resources through an emergency declaration.

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The County utilizes resource typing, which is a method for standardizing equipment requests and managing resources during an incident in accordance with NIMS. A resource typed list can increase the usefulness of the tools requested during an emergency and may reduce costs by eliminating orders for equipment that are inaccurate or inappropriate for the situation. County response personnel and support staff are trained and exercise using resource typing lists to ensure familiarity with the standard terminology for commonly requested resources.

*See ESF 7 – Resource Support for more information.*

At this time, the County has not implemented a formalized credentialing program. Should one be implemented, the program will be developed with technical assistance from OEM and provide for documenting personnel and authenticating and verifying their qualifications.

### 4.4.8 Populations with Disabilities, and Access and Functional Needs

Access to emergency services shall not be denied on the grounds of color, national origin, sex, age, sexual orientation, or functional needs. DAFN Populations (also referred to as Vulnerable Populations and Special Needs Populations) are members of the community who experience physical, mental, or medical care needs and who may require assistance before, during, and after an emergency incident after exhausting their usual resources and support network.

Examples of individuals who have access and functional needs include, but are not limited to:

- Individuals who are deaf or hard of hearing
- Individuals with limited English proficiency
- Children
- Elderly
- Individuals without vehicles
- Individuals with special dietary needs
- Individuals who experience physical disabilities
- Individuals with medical needs
- Pregnant women

Persons with DAFN within the County have the primary responsibility for minimizing the impact of disasters through personal preparedness activities. To the greatest extent possible, CCDM will assist them in carrying out this responsibility by providing preparedness information, emergency public information, and critical public services in an accessible manner.

#### 4.4.8.1 Americans with Disabilities Act Accessibility

The County will conduct emergency planning and response in a manner that complies with Title II of the Americans with Disabilities Act (ADA), which states that emergency programs, services, activities, and facilities must be accessible to people with disabilities. The County takes ADA accessibility into account through:

- Advanced planning for emergencies and disasters.
- Alerting the public to an emergency.
- Community evacuation and transportation.



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- Emergency sheltering programs (<https://www.ada.gov/pcatoolkit/chap7shelterchk.htm>).
- Access to social services, temporary housing, and other benefit programs.
- Repairing and rebuilding government facilities.

*See the ADA Best Practices Tool Kit for state and local governments for more information (<https://www.ada.gov/pcatoolkit/chap7emergencymgmt.htm>).*

### 4.4.9 Children and Disasters

Planning and preparing for the unique needs of children is of utmost concern to the County and, whenever possible, the County will consider preparedness, evacuation, shelter operations, and public outreach and education activities that identify issues particular to children.

Individuals with children have the primary responsibility for minimizing the impact of disasters to themselves and their children through personal preparedness activities. To the greatest extent possible, CCDM will assist in carrying out this responsibility by providing preparedness information, emergency public information, and critical public services.

Schools are encouraged to prepare for all hazards including sheltering in place for a number of days. CCDM may assist with planning and preparedness in the school (K–12) setting.

### 4.4.10 Animals in Disaster

While the protection of human life is paramount, the need to care for companion animals and/or domestic livestock plays into decisions made by people affected by disasters. Owners are responsible for preparing for the care of their animals during a disaster. However, the County may coordinate with local animal owners, veterinarians, and animal advocacy groups and charities sponsored by private organizations to address animal-related issues that arise during an emergency. If local resources are insufficient to meet the needs of animals during a disaster, the County may request assistance through the regional animal multi-agency coordination group or OEM.

### 4.4.11 Demobilization

As the emergency situation progresses and the immediate response subsides, a transition period will occur during which emergency responders will hand responsibility for emergency coordination to agencies involved with short- and long-term recovery operations.

The following issues will be considered when transitioning to recovery:

- Identification of surplus resources and probable resource release times.
- Demobilization priorities as established by the on-scene Incident Commander, EOC Unified Command, and/or EOC Coordinator.
- Released or demobilized response resources as approved by the on-scene Incident Commander, EOC Unified Command, and/or EOC Coordinator.
- Repair and maintenance of equipment, if necessary.



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The County Administrator, with advice from the EOC Unified Command, EOC Manager and/or on-scene Incident Commander, will determine when a state of emergency no longer exists, emergency operations can be terminated, and normal County functions can be restored.

### 4.4.12 Transition to Recovery

Once the immediate response phase has been completed, the County will turn towards recovery to restore government function and community services. A transition from response to recovery may occur at different times in different areas of the County.

Short-term operations seek to restore vital services to the community and provide for the basic needs of the public, such as bringing necessary lifeline systems (e.g., power, communication, water and sewage, disposal of solid and hazardous wastes, or removal of debris) to an acceptable standard while providing for basic human needs (e.g., food, clothing, and shelter). Once stability is achieved, the County can concentrate on long-term recovery efforts, which focus on restoring the community to a “new normal” or improved state.

During the recovery period, the County will review and implement mitigation measures, collect lessons learned and share them within the emergency response community, and reassess this EOP, including annexes to identify deficiencies and take corrective actions. Resources to restore or upgrade damaged areas may be available if the County demonstrates that extra repairs will mitigate or lessen the chances of, or damages caused by, another similar disaster in the future.

Efforts are in place to incorporate recovery planning more thoroughly into the next EOP update.

## 4.5 Public Information

Pre-planning, message maps, easily adapted messages to be recorded, and the creation of partnerships can assist the PIO in determining what message formats and dissemination methods will be the most accessible to the population of the County.

Emergency public information involves developing, coordinating, and disseminating information to the public, coordinating officials, and incident management and responders under all hazard conditions. To ensure that appropriate information is distributed to all populations within the County, CCDM will seek to develop public and private partnerships from a variety of organizations such as fixed and mobile service providers, local officials and state agencies, representatives from DAFN populations such as non-English-speakers and disabled residents, staff from nonprofit emergency support organizations, representatives from fixed facilities, third-party emergency alert and telephone notification vendors, and broadcasters. These partnerships help inform overall guidance and input into emergency public warning and public information, including emergency public information message development, standards of practice, and evaluation tools, and help to refine public information plans and procedures.

The PIO is a member of the Command Staff who is responsible for interfacing with the public, media, and other agencies during all emergency mission phases (*see Section 5.6.1.4 for more information*). During an emergency, the PIO gathers, verifies, coordinates, and disseminates accurate, accessible, and timely information and is an important link between the emergency management organization and the community. The information the PIO provides to a community can call people to action, educate and inform, change behavior and attitudes, create a positive

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impression of the County's emergency management organization, and prepare the community for an emergency.

Once the EOC is activated, a JIS may be utilized by the County to manage public information and provide critical information sharing and coordination across jurisdictions, organizations, and agencies during an incident. Similar to the function of the PIO in ICS, the JIS will be used to determine information to be communicated to the public, create clear and easily understood messages, ensure that information is accurate, and identify how messages should be conveyed and distributed to ensure consistency. Also similar to ICS, the JIS is scalable to the needs of the incident.

A JIC is a central location that facilitates the operation of the JIS. It is a physical or internet-based virtual location where PIOs can gather, increased information needs can be handled, and the media can gather information on all aspects of an emergency. Upon activation of the JIC, responding department PIOs and support staff will assemble at the JIC. Representatives from applicable agencies and organizations will also assemble at the JIC at the request of the lead PIO.

*For more information on the JIS and JIC, see ESF 2 – Communication.*

### 4.5.1 Methods of Public Information Dissemination

Clear, accurate, and consistent information must be disseminated to the public during an emergency for the public to take appropriate protective actions. The information must be distributed in a variety of methods to ensure accessibility and comprehensive penetration of the message. Methods of public information dissemination include:

- **Social Media** – Web-based platforms may be used for alerting the public in sudden onset and rapidly developing disasters, direct communication with large groups of constituents, building situational awareness, fostering transparency and accountability, obtaining feedback, and responding quickly to rumors and misinformation. Common types of social media are:
  - Blogs
  - Social networking (e.g., twitter, Facebook)
  - Media sharing (e.g., YouTube, Flickr, Pinterest, Instagram)
  - Wiki
- **Press Releases** – A press release is a prepared written news release that uses current data and information.
- **Media Briefing or Conference** – A briefing is an exchange of information on a single topic and typically includes a question-and-answer period, whereas a conference is a gathering of media where reporters expect to be able to ask questions on a variety of topics.
- **Print Media** – Print media, including newspapers, flyers, and magazines, allow PIOs to disseminate public information such as detailed information, background, and input from subject matter experts.
- **Radio** – In addition to warnings issued by the EAS, radio allows PIOs to release audio clips and sound bites to the public.
- **Television** – PIOs may utilize television to disseminate visual images, sound bites, and graphics to the public.

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- **Internet** – The internet is a dynamic communication conduit that includes webpages, rich site summary (RSS) feeds, and email and can be used as a strategic path for sharing information during an emergency.
- **Newsletters/Mailers** – Information sent directly to the public can provide details on events and activities, as well as background information on the County’s disaster management programs.
- **Call Center** – May be used as a way to divert unnecessary calls away from the 9-1-1 system, gather information to increase situational awareness of the incident, and disseminate emergency public information. Public Inquiry Center staff report to the PIO and issue readily deployable content to monitor and respond to social media, assisting the PIO with this critical function.

Each distribution method has strengths and weaknesses. The PIO must determine the best methods of media distribution to reach all populations within the County and must ensure that the weakness of each system is covered by the strength of another. Additionally, the PIO must ensure that all communications are accurate, consistent, and coordinated to avoid public confusion.

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