

Clackamas County
**Emergency
Operations
Plan**

March 2022
(Rev. March 2024)



Acknowledgements

Clackamas County developed this Emergency Operations Plan through collaboration across County departments, local jurisdictions, special districts, and community partners. The overall success of this plan update was due to the dedication and commitment of the project team members, who were essential in providing and gathering subject matter expertise related to preparedness and response efforts from departments across the County. Community partners also played a critical role in providing insights and firsthand experiences, informing the County's future response strategies. The steering committee guided and supported the project, and was instrumental in elevating the importance of disaster preparedness throughout departments in Clackamas County. Thank you to all that supported this important project.

Steering Committee

- Cheryl Bledsoe, Director, Clackamas County Communications
- Rod Cook, Director, Health, Housing, and Human Services
- Jodi Cochran, Internal Auditor, Treasurer Department
- Martine Coblentz, Equity and Inclusion Officer, County Administration
- Sarah Eckman, Interim Director, Business and Community Services
- Sue Hildick, Director, Public and Government Affairs
- Tonia Holowetzki, Deputy Director, Public and Government Affairs
- Dan Johnson, Director, Department of Transportation and Development
- Jenna Morrison, Undersheriff, Clackamas County Sheriff's Office
- Brad O'Neil, Captain, Clackamas County Sheriff's Office
- Mary Rumbaugh, Director, Behavioral Health System

Project Team

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- Cindy Moore, Economic Development Coordinator, Business and Community Services
- Kevin Galusha, Special Projects Coordinator, Technology Services
- Steve Williams, Principal Transportation Planner, Transportation and Development

Community Partners

American Red Cross

Adventist Community Services

Bridging Cultures

Clackamas County Fire District #1

Clackamas Service Center

Foothills Community Church

Hope City Church

Iglesia Del Dios Vivo Columna Y Apoyo de la Verdad, La

Luz del Mundo

Love One

Mennonite Disaster Services

Molalla Church of the Nazarene

Northwest Family Services

Oak Grove United Methodist Church

Salvation Army

Southern Baptist Disaster Relief Northwest

Trauma Intervention Program Northwest

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Executive Summary

Overview

The Clackamas County Emergency Operations Plan (EOP) is a flexible, multi-hazard document that addresses the County's planned response and short-term recovery to extraordinary emergency situations associated with natural disasters, technological incidents, and national security emergencies. It is the goal of the County that responses to such conditions are conducted in the most organized, efficient, and effective manner possible. To aid in accomplishing this goal, the County has formally adopted the principles of the National Incident Management System, including the Incident Command System and the National Response Framework. The EOP does not address normal day-to-day emergencies or the well-established and routine procedures used in coping with such emergencies. Instead, the operational concepts reflected in this plan focus on potential large-scale disasters that can create unique situations requiring unusual responses.

The EOP is a preparedness document, designed to be read, understood, and exercised prior to an emergency or disaster. It directs Clackamas County departments and community partners on their roles and responsibilities as part of a coordinated structure of incident management. The EOP provides basic planning information, and describes authorities and practices for managing and coordinating the response to incidents that range from the serious but isolated, to large-scale incidents and natural disasters. County departments and community partners must prepare standard operating procedures and, in most cases, more detailed checklists that will describe their internal operations under emergency or disaster conditions.

The EOP is always in effect, and elements can be implemented at any time. The structures, roles, and responsibilities described in this document can be partially or fully implemented in the context of a threat or hazard, in anticipation of a significant event, or following an incident. Selective implementation of the EOP allows for a scalable and deliberate delivery of specific resources and capabilities, and a level of coordination appropriate for each incident.

Plan Development: EOP Update (2022-2026)

The Emergency Operations Plan is a living document that outlines types of emergencies or disasters that may affect the County, and describes how people and property will be protected. The EOP is updated every four years, in compliance with state requirements, with revised processes for coordination during emergency response and recovery operations. Continuous updates are necessary to ensure that departments and organizations know their roles and responsibilities, understand resources available to them during incidents, and execute a coordinated response that supports the needs of the whole community.

This EOP update cycle focused on incorporating lessons learned from recent disaster events to inform the County's understanding of vulnerabilities, update the resources and capabilities available to the County to respond to emergencies, and assign roles and responsibilities accordingly. The following section describes three key areas of focus and revision during this plan update cycle.

Equity. The organizational response structure was revised to ensure consistency with the County's practical and applied Emergency Operations Center structure. This included the addition of an Equity Officer in the Incident Command System (ICS) structure and a defined role for the Liaison Officer as the coordinator for communications with local jurisdictions and community-based organizations. Equity was elevated throughout the EOP planning process through targeted workshops with community organizations representing populations that have not historically been involved in the planning process.

Crosswalk of ESFs and Department/Agency Responsibilities. To simplify understanding of coordination, responsibilities are organized by department rather than by Emergency Support Function (ESF). One County Department was identified to lead each Emergency Support Function. In larger departments, a specific Program Area is assigned the primary coordinator role within the department.

Quick Sheets. To reduce complexity and make the document more user-friendly, responsibilities by department/agency, and general assignments of Emergency Operations Center activities, were organized into Quick Sheet reference documents at the beginning of each ESF.

Organization of the Emergency Operations Plan

The Emergency Operations Plan is organized into two main sections: 1) Base Plan, and 2) Annexes. The following describes the organization of the plan and descriptions of the content in each section.

- **Base Plan.** Explains the Disaster Management Structure and describes how resources and coordination are organized during a response. Operational concepts describe how they interact during emergency response and initial recovery. General roles and responsibilities are outlined for departments and agencies during all phases of emergency management.
- **Emergency Support Function Annexes.** Describe coordinating structures that group resources and capabilities into functional areas most frequently needed during a disaster. Annexes identify primary coordinating agencies, include the scope of Emergency Operations Center activities, and provide quick reference sheets of roles and responsibilities by department/agency.
- **Supporting Annexes.** Describe the framework to ensure sufficient incident management among coordinating departments, agencies, and community partners. Actions described are applicable to nearly every type of incident. Annex includes checklists of key roles and responsibilities by phase of emergency management.
- **Incident Annexes.** Describe situations requiring incident-specific implementation of the Emergency Operations Plan. Annex describes the policies, situation, concept of operations, and responsibilities pertinent to the type of hazard situation.
- **Informational Annex.** Describes the internal County process for updating the 2022-2026 EOP. Includes acronyms, definitions, authorities and references, project management materials, and community partner outreach.

Approval and Promulgation

The EOP was reviewed by all departments/agencies assigned a primary and supporting function in the Emergency Support Function Matrix, as well as community response partners. Upon completion of review and written concurrence by departments/agencies, the EOP was submitted to the Board of County Commissioners (BCC) in February 2022 for review and approval. Upon concurrence by the BCC, the EOP was officially adopted and promulgated in March 2022.

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Letter of Promulgation

To all Recipients:

Promulgated herewith is the Emergency Operations Plan for Clackamas County (County). This plan supersedes any previous plans. It provides a framework within which the County can plan and perform its emergency functions during a disaster or national emergency.


This Emergency Operations Plan is a component of the County’s comprehensive approach to emergency management that ensures that the County is prepared to prevent, protect against, mitigate the effects of, respond to, and recover from the hazards and threats that pose the greatest risk to the County.

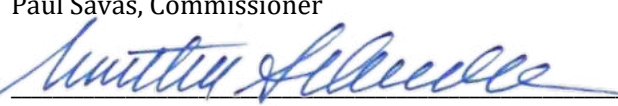
Focused on response and short-term recovery activities, this Emergency Operations Plan provides a framework for how the County will conduct emergency operations. The plan identifies key roles and responsibilities, defines the primary and support roles of County agencies and departments, outlines the steps for coordinating with response partners, and establishes a system for incident management. The outlined framework is consistent with the Standardized Emergency Management System and the National Incident Management System.


This plan has been reviewed by the Clackamas County Disaster Management Director and approved by the Board of County Commissioners. It will be revised and updated as required. All recipients are requested to advise the Clackamas County Disaster Management Director of any changes that might result in its improvement or increase its usefulness. Plan changes will be transmitted to all addressees on the distribution list.




Tootie Smith, Chair



Paul Savas, Commissioner

Martha Schrader, Commissioner

Sonya Fischer, Commissioner

Mark Shull, Commissioner

3/31/22
DATE

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Plan Administration

Clackamas County Disaster Management will coordinate review, revision, and re-promulgation of this plan every four years or when key changes occur, such as lessons learned from exercises or events. Changes to the annexes and appendices, and non-substantive changes to the Basic Plan, may be made by the Clackamas County Disaster Management Director without formal County Board of Commissioners approval.

Record of Plan Changes

All updates and revisions to the plan will be tracked and recorded in the following table. This process will ensure that the most recent version of the plan is disseminated and implemented by emergency response personnel.

Date	Change No.	Summary of Change
2011	2011-000	Global Update through State EOP Planning Project
2016	2016-001	Update of information and brought overall information and formatting in line with the State's new 18 Emergency Supporting Function (ESF) structure.
2021	2021-001	<p>ESF Realignment: Clackamas County realigned several ESFs during the 2021 update to reestablish consistency with the state ESF numbering and accommodate new developments. The following ESF updates have been made throughout the plan to be consistent:</p> <ul style="list-style-type: none"> • ESF 6-Mass Care resumed the functions of the former ESF 11- Food and Water, which is now deprecated. • ESF 11-Agriculture and Animal Protection, renumbered and renamed from previous title of ESF 17-Agriculture, Animals, and Natural Resources. • ESF 13-Law Enforcement renumbered from ESF 16-Law Enforcement. • ESF 14-Business and Industry renumbered from ESF 18-Business and Industry. • ESF 15-Public Information renumbered from ESF 14-Public Information. • ESF 16-Volunteers and Donations renumbered from ESF 15-Volunteers and Donations. • ESF 17-Cyber and Critical Infrastructure Security is a new function developed based on event and exercise feedback. • ESF 18-Military Support renumbered from ESF 13-Military Support.
2023	2023-000	Debris Management Plan finalized and included as Support Annex 6.
2024	2024-000	Biennial Review. Updates to Section 2. Situation and Planning Assumptions, Section 4. Roles and Responsibilities (DTD, H3S, Finance), and Section 5. Emergency Coordination (Revised EOC Organizational Chart, roles and responsibilities in Command and General Staff)

Plan Distribution List

Clackamas County Disaster Management will maintain the Master Emergency Operations Plan (EOP) in the County EOC Library.

The primary method of EOP distribution is electronic, with a copy available on the County’s website. The secondary method of distribution is providing a CD copy upon request. The third method of EOP distribution is by controlled printed copy.

The following individuals and organizations will receive controlled printed copies of the EOP. Plan holders are expected to post and record EOP changes as they are received using the forms on these pages.

Department/Agency	Title/Name
Oregon Military Department, Office of Emergency Management	Operations and Preparedness Section Manager
Clackamas County Fire District #1 (CCFD#1)	Fire Chief
Portland General Electric (PGE)	Emergency Manager

Crosswalk of Emergency Supporting Functions and Tasked Departments/Agencies

Clackamas County ESFs and Organizations
 Effective Date: March 2024

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
	Transportation	Communication	Public Works	Firefighting	Information & Planning	Mass Care	Logistics Management & Resource Support	Health & Medical	Search & Rescue	Hazardous Materials	Agriculture & Animal Protection	Energy	Law Enforcement	Business & Industry	Public Information	Volunteers & Donations	Cyber & Infrastructure Security	Military Support
County Administration								○						○				
Business & Community Services (BCS)					○		○				○			●				
Communications/911 (CCOM)		○		○	○		○				○				○			
Clackamas Fire District #1 (CCFD#1)				○	○		○			○					○			
Disaster Management	○	○	○	○	●	○	○	○	○	○	○	○	○	○	○	○	○	○
Medical Examiners					○		○	○										
Finance					○		○											
Facilities Management			○		○	○	○			○		○				○		
Fire Defense Board (FDB)	○			○	○		○	○	○	○			○					
Health, Housing & Human Services (H3S)	○			○	○	○	○	○	○	○	○				○	○		
Behavioral Health					○	○	○	○										
Health Centers					○		○	○										
Public Health					○	○	○	○	○	○	○				○	○		
Social Services	○				○	○	○	○								○		
Public & Government Affairs (PGA)	○	○		○	○	○	○	○	○	○			○		○			
Sheriff's Office (CCSO)	○	○		○	○	○	○	○	○	○			○		○			○
Technology Services (TS)		○			○		○		○	○			○				○	
Transportation & Development (DTD)	○		○	○	○	○	○	○		○	○	○						
Dog Services					○	○	○				○							
Fleet Services	○				○		○											
Road Maintenance	○				○		○											
Sustainability & Solid Waste					○		○			○								
Water Environment Services (WES)			○	○			○			○								

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ESF 2. Communication	SA 2. Behavioral Health	IA 2. Geologic Emergencies
ESF 3. Public Works	SA 3. Animals in Disaster	IA 3. Terrorism
ESF 4. Firefighting	SA 4. Public Health	IA 4. Dam Failure (Bull Run)
ESF 5. Information & Planning	SA 5. Disaster Sheltering	IA 5. Dam Failure (Clackamas River)
ESF 6. Mass Care	SA 6. Debris Management Plan	IA 6. Dam Failure (Scoggins)
ESF 7. Logistics Management and Resource Support		
ESF 8. Health & Medical		
ESF 9. Search & Rescue		
ESF 10. Hazardous Materials		
ESF 11. Agriculture & Animal Protection		
ESF 12. Energy		
ESF 13. Law Enforcement		
ESF 14. Business & Industry		
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