

# 3. Concept of Operations

*This section of the EOP provides concepts to guide the community through the phases of emergency operations, and provides a guide for multi-jurisdictional coordination and incident command.*

## 3.1 General

Primary roles involved during the initial emergency response will focus on first responders, such as fire services, law enforcement services, emergency medical 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 residents within this jurisdiction.

## 3.2 Disaster Declaration Process

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

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

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

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

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

- Diverting funds and resources to emergency operations to meet immediate needs.
- Authorizing implementation of local emergency plans and implementing extraordinary protective measures.

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- Receiving resources from organizations and individuals initiated through mutual aid and cooperative assistance agreement channels.
- Providing specific legal protection for actions initiated under emergency conditions.
- Setting the stage for requesting State and/or federal assistance to augment local resources and capabilities.
- Raising public awareness and encouraging the community to become involved in protecting its resources.

The County Counsel reviews and advises County Officials on possible liabilities arising from disaster operations, including the exercising of any or all of the above powers.

#### 3.2.1 Considerations for Declaration

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

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

#### 3.2.2 Content of Declaration

The following information will generally be included in the draft declaration prepared for presentation to the BCC:

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

#### 3.2.3 Submission to the State

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

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#### 3.2.4 Support to Cities

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

#### 3.2.5 State Assistance

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

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

#### 3.2.6 Federal Assistance

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

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

### 3.3 Incident Management

Clackamas County conducts disaster operations in accordance with the National Incident Management System. NIMS is flexible because it is applicable to any incident regardless of cause, size, location, or complexity and its components can be used to develop all-hazards plans, processes, procedures, agreements, and roles. Concepts set forth under NIMS include the Incident Command System (ICS) structure, a core set of terminology and organizational processes for all hazards, standardized resource management procedures for coordination among different jurisdictions and organizations, and training requirements for all staff involved in emergency response.

#### 3.3.1 Incident Command System (ICS)

ICS is a standardized, flexible, scalable, all-hazard incident management system designed to be utilized from the time an incident occurs until the need for management and operations no longer exists. The County will utilize ICS to manage resources and activities during an emergency response, in order to communicate with other responding agencies using common terminology and operating procedures.

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The County ICS structure can be expanded or contracted, depending on the incident's changing conditions. During a large-scale (Level 3) incident, the ICS structure can be staffed and operated by qualified personnel from any emergency service agency and from a variety of disciplines; however, County departments and personnel are primarily responsible for staffing the incident. The County ICS structure can also be utilized for lower-level emergencies such as a minor incident involving a single emergency response agency (Level 1) or in non-emergency situations (e.g., event planning) as an opportunity to practice the structure. The County has established a Disaster Management Structure, supporting EOC activation and ICS operational procedures, and position checklists. These checklists are available at the EOC.

#### 3.3.2 EOC Activation

A Disaster Management Duty Officer is on call 24 hours a day, seven days a week, and is advised of any threats, unusual events, or situations by CCOM. Reports may also originate from concerned residents, On-Scene Command, or other agencies. The Duty Officer has the responsibility to monitor and follow up on any threat that has the potential to impact the County. It is important to note that although the Duty Officer may be monitoring the progression of an incident or event, the EOC is not considered activated until Disaster Management staff are tasked to support the incident and are operating outside their normal scope of day-to-day business activities.

The County EOC activates in a Unified Command mode that may be composed of:

- Disaster Management (CCDM Director or designee).
- Law Enforcement (Sheriff or designee).
- Fire and EMS (Fire Defense Board Chief or designee).
- Public Works (DTD Director or designee).
- Human Services (H3S Director or designee).
- Public Health Officer under H3S

##### 3.3.2.1 EOC Activation Notification

Disaster Management 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. 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. Disaster Management notifies the state Office of Emergency Management of all levels of EOC activation.

The County Administrator, County Chief Operating Officer, Disaster Management Director, and Disaster Management Deputy, or designee, have the authority to activate the EOC. County Department Directors may request activation to the Disaster Management Director. When that decision is made, EOC activation status will be conveyed in a declarative manner to Disaster Management staff and any EOC staff already engaged in incident monitoring and assessment.

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### 3.3.3 Clackamas County Incident Levels

Incident levels assist local, county, and state response agencies in recognizing the degree of intensity and potential impact of a particular situation. The County uses three (3) incident levels as described in Table 3. Because each incident has the potential to intensify or expand to a higher level, general benchmarks are set here based on historical events in Clackamas County. The Incident Level will be determined by the Incident Commander.

Table 3-1 Clackamas County Incident Levels

Incident Level	Description	Incident
<b>Level 1 Monitoring &amp; Assessment</b>	In some instances, the EOC and/or Department Operation Centers (DOCs) may be activated at a monitoring level 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 emergencies that can be handled by Disaster Management 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.	Brush Fire (May 2021)  Chlorine Shortage (June 2021)
<b>Level 2 Partial Activation</b>	Level 2 Partial Activation is 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.	Extreme Heat (June 2021)  Winter Storm (January 2024)
<b>Level 3 Full Activation</b>	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.	Pandemic (Feb 2020)  Wildfire (Sept 2020)  Ice Storm (Feb 2021)

### 3.3.4 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

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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 residents.
- 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.

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.

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.

#### 3.3.5 Multi-Agency Coordination

In the event that the County is coordinating a response with other jurisdictions or agencies with authority over the incident, it may choose to implement a Multi-Agency Coordination Group (MAC Group). Typically, administrators/executives, or their appointed representatives, who are authorized to commit agency resources and funds are brought together to form MAC Groups. Other names for MAC Groups include “multiagency committees” and “emergency management committees.” A MAC Group can provide coordinated decision-making and resource allocation among cooperating agencies and may establish the priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities.

#### 3.3.6 EOC Deactivation

Each incident will be evaluated to determine the need for continued operation of the EOC after the emergency response phase of the incident has been completed. This decision is made by the on-scene Incident Commander, EOC Command, and/or County Administrator.

During the initial phase of the recovery period for a major disaster, it may be desirable to continue to operate the County EOC during the day with limited staffing to facilitate dissemination of public and local government disaster relief information. This alternative should be weighed against the option of immediately requiring the County Administrator and staff to manage recovery operations as part of their daily responsibilities.

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Disaster Management and the County Administrator has the final approval authority for activation and closure of the EOC. Once the decision has been made to limit hours/staff or close the EOC, notification must be disseminated to the same agencies that were notified it was activated. If necessary, the EOC may also be re-opened and emergency operations re-initiated at any time. As with initial activation, re-activation of the EOC would occur at the direction of the Disaster Management Director.

## 3.4 Communications

The ability of responders from different agencies and disciplines to work together depends greatly on their ability to communicate with each other. 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.

### 3.4.1 Interoperability

Interoperability allows emergency management/response personnel and their affiliated organizations to communicate within and across agencies and jurisdictions via voice, data, or video-on-demand, in real-time, when needed, and when authorized - this includes equipment and the ability to communicate. Recognizing 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.

## 3.5 Public Information

Pre-planning, message maps, easily adapted messages to be recorded, and the creation of partnerships can assist the Public Information Officer (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, Disaster Management 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.

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

Once the EOC is activated, a Joint Information System (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 Joint Information Center (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. EOC Command authorizes activation of the JIC. 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 15 – Public Information.*

#### 3.5.1 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.
- **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.
- **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.



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- **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. The County will translate materials to meet the community’s needs.
- **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.
- **Public Meetings** – Virtual or in-person public meetings allow responders, Command Staff and other officials to provide an update directly to community members and answer questions from the community.
- **Information Booths and Tables** – If it is safe to do so, PIO representatives may host information booths or tables within the community to provide information directly to community members impacted by the disaster.

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.

## 3.6 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.

### 3.6.1 Reporting and Documentation

Proper documentation and reporting during an emergency is critical for the County to receive proper reimbursement for emergency expenditures and to maintain a historical

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record of the incident. County staff will maintain thorough and accurate documentation throughout the course of an incident or event. Incident documentation should include:

- Sign-in rosters
- Incident Action Plans
- Incident and damage assessment reports
- Activity Logs
- Cost recovery forms
- Incident critiques and After Action Reports (AARs)

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

#### 3.6.2 Preservation of Vital Records

The County has included vital records/resources in its Continuity of Operations (COOP) Plans. The COOP plans contain records essential to executing emergency functions including this EOP, emergency operating records essential to the continued function of the County Disaster Management Structure, including the current call-down list, a vital records inventory, necessary keys or access codes, and a list of primary and alternate facilities.

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

*See ESF 5 – Information & Planning for more information.*

### 3.7 Finance and Administration

Emergency management operations will be supported by administration and financial procedures, processes, resources, and personnel. In many cases, department representatives will use the same procedures and processes during emergency operations that are used during daily operations to manage similar functions. In other cases, unique emergency-related procedures and protocols may be accessed or developed to meet the needs of the emergency.

During an emergency, all financial actions are required to be documented for the purposes of tracking all expenditures and providing appropriate documentation for possible reimbursement. Representatives from the County's Finance Department will staff the Finance Section of the EOC to ensure that all finances are tracked and accounted for during emergency operations, using procedures and protocols that are implemented during normal day-to-day operations. Considerations for services and procedures related to Finance and Administration include:

- Tracking and documentation of expenses
- Managing both financial and in-kind donations

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- Procuring necessary equipment, resources, and additional support
- Tracking and documentation of County employee working hours
- Managing compensation and claims related to emergency operations

All emergency expenditures must be documented and approved by the Incident Commander, or appropriate budget authority. In the event that the Incident Commander is not available, all expenses are to be approved by the Disaster Management Director, or designated successor.

#### 3.7.1 Financial Management

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

The County Finance Department is responsible for conducting financial activities related to recovery, including the development of Initial and Preliminary Damage Assessment (IDA/PDA) reports necessary to pursue federal aid. Two prominent programs managed by the Finance Department after disasters are described below.

**Public Assistance.** In the case where a Federal declaration is granted and required eligibility thresholds are met, FEMA's Public Assistance awards grant funding to assist state and local governments and certain private nonprofit entities with response and recovery activities. Specifically, the program provides assistance for debris removal, emergency protective measures, and permanent restoration of infrastructure. The federal share of these expenses typically cannot be less than 75 percent of eligible costs.

**Individual Assistance.** In the case where a federal declaration is granted and specific thresholds of damages are met, Disaster Assistance is made available to provide monies or direct assistance to individuals, families, and businesses in an area whose property has been damaged or destroyed and whose losses are not covered by insurance. Disaster Assistance is rarely awarded, even when Presidential Disaster Declarations are made. The program is designed to assist with critical expenses that cannot be covered in other ways. This assistance is not intended to restore damaged property to its condition before the disaster.

### 3.8 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. Outside assistance from neighboring jurisdictions or from private contractors will be requested and used as an adjunct to existing County services, and then only when a situation threatens to expand beyond the County's response capabilities. 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:

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- Protection of life and responding resources
- 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, Joint Information Center (JIC), or the Public Inquiry Center (PIC). Use local media to provide residents 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.

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.

#### 3.8.1 Request, Allocation, and Distribution of Resources

Resource requests that cannot be filled at the local level, and emergency/disaster declarations, must be submitted by the County Emergency Operations Center (EOC) to the State Emergency Coordination Center (ECC) according to provisions outlined under ORS Chapter 401. Clackamas County Code Chapter 6.03.070 authorizes the BCC to extend government authority to nongovernmental resources (e.g., personnel, equipment) that may support regular governmental forces during a major emergency or disaster. The BCC may also enter into agreements with other public and private agencies for use of resources.

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

Requests for State/Federal assistance need to include:

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

*See ESF 7 – Logistics Management & Resource Support for more information.*

### 3.9 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 period will occur during which emergency responders will hand responsibility for emergency coordination to agencies involved with short- and long-term recovery operations. This transition from response to recovery may occur at different times in different areas of the County.

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.

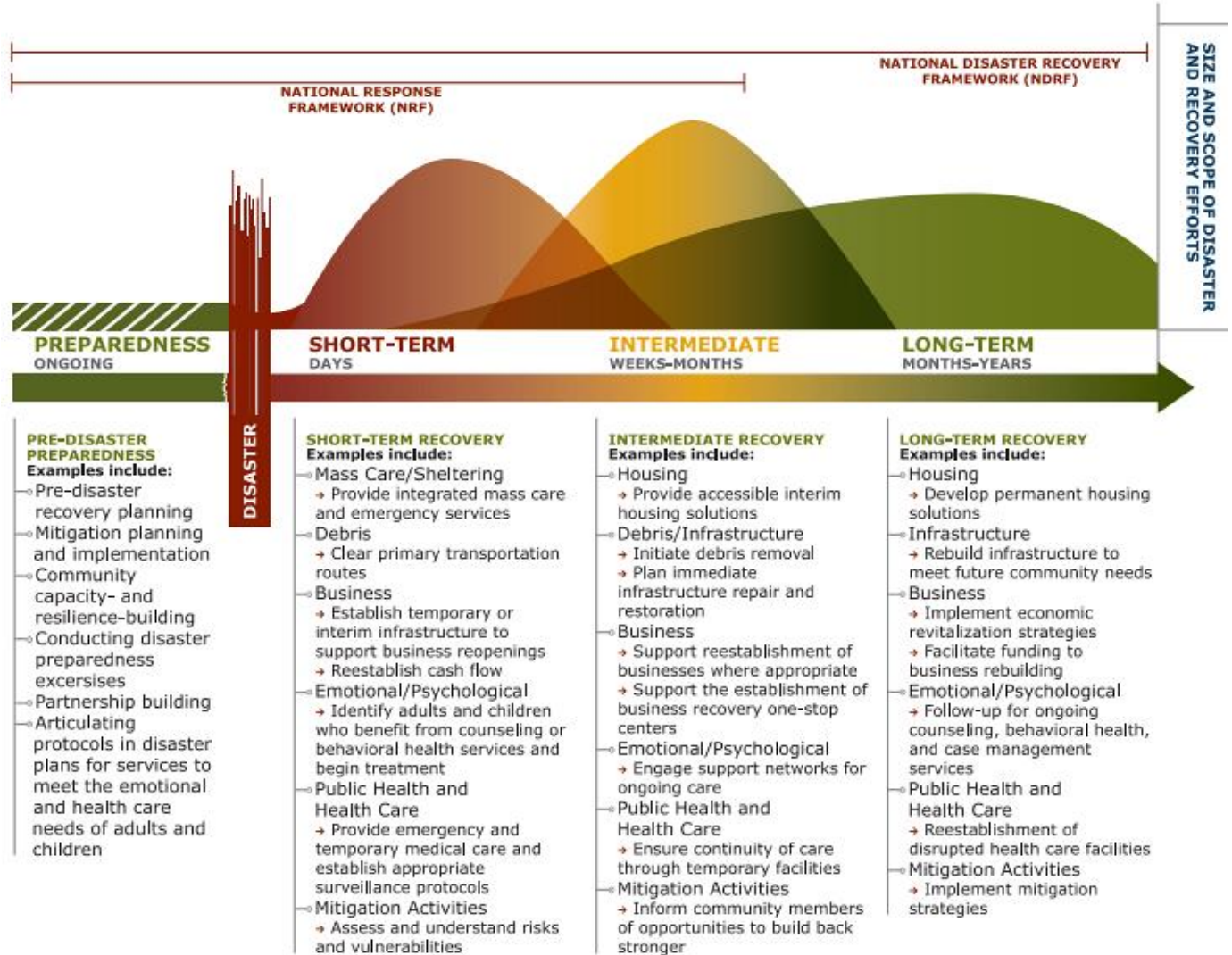
Repair and maintenance of equipment, if necessary. The County Administrator, with advice from the EOC Unified Command, EOC Manager and/or on-scene Incident Commander, will determine when a state of emergency no longer exists, emergency operations can be terminated, and normal County functions can be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

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.

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Figure 3-1 Recovery Continuum – Description of Activities by Phase



The recovery process is a sequence of interdependent and often concurrent activities that progressively advance a community toward a successful recovery. However, decisions made and priorities set early in the recovery process by a community will have a cascading effect on the nature and speed of the recovery progress. Four periods and their duration are shown in the graphic:

- Preparedness (ongoing, before the disaster)
- Short-term recovery (days)
- Intermediate recovery (weeks to months)
- Long-term recovery (months to years)

The vertical dimension shows the size and scope of disaster and recovery efforts. Both pre-disaster and post-disaster recovery planning are critical for communities to develop resilience and for successful and timely recovery.

