



# **SA 4 – Public Health**

## **Clackamas County Public Health Division**

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## PLAN UPDATE CYCLE

### Support Annex 4. Public Health

Plan updates are recorded using the following form.

Plan updates are performed every three (3) years to incorporate the following elements:

- Emerging public health and emergency preparedness trends (PHT);
- Improvements recommended by exercises and real events (AAR/IP);
- State and federal guidance (SFG), training needs assessments (TNA); and
- Scheduled annual revisions (S).

REVIEWER	DATE	PLAN: SUMMARY OF CHANGES
Jack Nuttall	October 2018	Drafted as recommended to meet Project Public Health Ready standards.
Kirsten Ingersoll	February 2020	Changed levels of response from V to I to I to V to correspond with PH incident response categories.
Kirsten Ingersoll	July 2021	Updated Public Health operational group to reflect new program names.

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# 1 Introduction

## 1.1 Purpose

The purpose of this plan is to outline how Clackamas County will respond to public health emergencies caused by existing or emerging health threats such as communicable diseases, which include water-, vector-, and food-borne diseases; toxins; bioterrorism events; natural disasters and technological disasters. The plan establishes the framework within which the County's public health staff will work to ensure that appropriate and coordinated public health measures are implemented in a timely and effective manner. This emergency response plan is an all-hazards response plan. Frequently during the initial response to an emergency (whether a natural disaster, an accident, or a purposeful act of terrorism) there is not a specific Public Health role in the immediate aftermath and response. At these times, Clackamas County Public Health Division (CCPHD) will support the county overall response, as needed and as assigned by the County Emergency Operations Center. Once the initial response has passed, and impacts and implications to the health of the public are anticipated, this plan will be implemented. The utilization and continuous improvement of CCPHD's written all-hazards response plan will increase the agency's ability to protect the public's health. The ultimate goal, then, is to decrease the public's burden of mortality and morbidity during any emergency in Clackamas County.

This Support Annex and its Appendices are a part of the overall county Emergency Operations Plan maintained by the Clackamas County Office of Disaster Management. The county's Emergency Operations Plan (EOP) and this Annex are compliant with the National Incident Management System (NIMS). The county EOP coordinates emergency response among multiple county government agencies.

This plan does not address emergency medical services, healthcare operations, or mass fatality incident management (i.e., mortuary services). Those functions are addressed in the Essential Support Function #8 – Health & Medical annex of the Clackamas County EOP.

## 1.2 Plan Organization

The *Public Health Annex* consists of 3 main sections:

- 1) The Introduction covers the plan's purpose, an overview of the CCPHD organizational structure and approach to jurisdictional planning, and finally, the planning process and plan update cycle.
- 2) The Base Plan cover the key policies and procedures for CCPHD with regards to mitigation, preparedness, response and recovery.
- 3) The Appendices provide tools, forms, templates and checklists to be used by staff in responding to emergencies, hazards, or functional divisions of the CCPHD. Unless they are referenced in this annex, additional resources are noted and will be maintained separately.

### 1.3 CCPHD Organizational Structure

The Clackamas County Department of Health, Housing and Human Services (H3S) is one of the largest departments in Clackamas County, with the mission of to remove barriers for vulnerable individuals and families on their path to improved health, wellness, prosperity, and inclusion. The Public Health Division of H3S is divided into the following operational groups:

**The Public Health Administration Program** - provides contract and grant coordination and compliance, budget control and fiscal management, and personnel recruitment, retention, and maintenance services to Public Health management and staff and other key internal and external stakeholders so they can experience continued and predictable funding to carry out Public Health initiatives. Vital statistics and record keeping sit within this group. ***This program area serves in the Finance, Logistics & Administration Sections of the Department Operations Center during an incident activation, exercise or drill. The assigned Safety Officer will also be a staff member within this program area.***

**Office of Public Health Emergency Services**- provides Clackamas County Health Officer, Emergency Medical Services coordination and Public Health Emergency Preparedness and Response. ***This program area serves in several areas within the Department Operations Center during an incident, activation, exercise or drill, including Command, Planning Section and Operations Section.***

**The Center for Population Health** - provides health data information, policy development and recommendations, research, and public health communications and messaging services to county and community partners so they can access the tools they need to improve the identified health priorities within the 10 health equity zones. ***This program area serves in several areas within the Department Operations Center during an incident, activation, exercise or drill, including Command, Public Information Officer, Liaison Officer and the Planning Section.***

**The Access to Preventive Health** - provides coordinated opportunities for care, referrals, education, and support services to eligible residents so they can get the care they need to improve their health. Women Infants and Children (WIC) services also sits within this group. ***This program area serves in the Operations Section of the Department Operations Center during an incident activation, exercise or drill.***

**The Environmental Health Program** - provides environmental health inspections, licenses, and education services to restaurants, childcare providers, lodging, pools, and small drinking water systems so they can continue to operate in a healthy and safe manner for the public. ***This program area serves in the Operations Section of the Department Operations Center during an incident activation, exercise or drill.***

**The Population Health Strategies Program** - provides collaborative policy and systems assessment, development, and implementation services to family and community leaders so they can take action to support healthy, clean, and safe places to live, work, and play. ***This program area serves in the Planning Section of the Department Operations Center during an incident activation, exercise or drill.***

**The Infectious Disease Control and Prevention Program** - provides, in partnership with the healthcare community, disease monitoring, prevention, investigation, and control

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services to the residents of Clackamas County so they can be protected from the spread of infectious diseases of public health significance. ***This program area serves in the Operations Section of the Department Operations Center during an incident activation, exercise or drill.***

The Public Health Director and Assistant Public Health Director serve as command in either the Department Operations Center or Emergency Operations Center at the County. In addition, CCPHD contracts with a county Health Officer an EMS Medical Director and Assistant EMS Medical Director who have consultation roles in public health emergency responses.

## 2 Situation and Assumptions

### 2.1 Situation

Clackamas County is subject to a number of natural and technological hazards such as disease outbreaks, severe earthquakes, and acts of terrorism that could significantly affect the health of the public and place extraordinary demands on the delivery of public and environmental health services. In the case of a pandemic, duration, geographical distribution and the population affected will influence the availability of state or federal resource support.

The Clackamas County Public Health Division has very broad responsibility and specific legal authority for protecting the population (including residents and visitors) of the County from public health threats. Clackamas County public health services are provided as a function of County government and are delivered countywide. The county's cities, special districts, non-governmental organizations, businesses, and residents are dependent upon those services on a daily basis and during emergency response and recovery operations. During emergencies affecting public health, the County's unique role in the delivery of public health services greatly increases the need for effective situation, information, resource, and policy coordination.

Chapter 431 of the Oregon Revised Statutes (ORS Chapter 431) and Chapter 333 of the Oregon Administrative Rules (OAR Chapter 333) address the administration and enforcement of public health programs and laws at the state and local levels. Under ORS 431.110, the Oregon Health Authority (OHA) has full power in the control of communicable diseases. All state and local public health officers and employees, including peace officers, are authorized to enforce rules adopted by OHA relating to public health and other health matters subject to state authority. County governments and health districts established under ORS 431.443 are the local public health authorities responsible for management of local public health services. The County Board of Health (the Board of County Commissioners for Clackamas County) is the County policymaking body in implementing the duties of local departments of health. Activities include epidemiology, control of preventable diseases and disorders, and environmental health services. All County public health administrators (including the Director of the Clackamas County Department of Health and Human Services, and the Division Manager for the Public Health Division, who is the delegated Public Health Authority for the county) possess the powers of constables or other peace officers in all matters pertaining to public health (ORS 431.440).



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This plan can be activated by the Board of County Commissioners, the Director of the Clackamas County Department of Health, Housing and Human Services, and the Division Director for the Public Health Division.

The County Department of Health, Housing and Human Services manages its public health responsibilities and authorities on a daily basis through its Public Health Division.

The Public Health Division (referred to in this plan as CCPHD) employs staff from a wide variety of disciplines with a variety of technical expertise; nurses, disease intervention specialists, physicians, epidemiologists, dietitians, certified environmental health practitioners, community health workers, health educators, nutrition technicians, program coordinators, data analysts and administrative support. A number of CCPHD staff are also bilingual, with Spanish fluency being the most common. CCPHD staff oversees and provides public health services for all Clackamas County residents. They maintain a small inventory of medical supplies and routine vaccines.

Infectious Disease Control and Prevention is responsible for monitoring disease outbreaks and patterns, conducting disease investigations, and developing appropriate recommendations to protect public health. During a disease investigation, an epidemiologist defines the population at risk (who is getting the disease and where they live and work), and then uses the information to develop and implement appropriate recommendations regarding prevention, control and treatment of the disease for those exposed, healthcare providers, and the public.

The Clackamas County Environmental Health (EH) program includes a staff of environmental health specialists and health educators responsible for monitoring environmental health conditions, conducting inspections intended to prevent outbreaks of water-, food-, or vector-borne diseases, and educating the public about environmental health issues and problems. The staff inspects food preparation and handling practices at restaurants and other public eating facilities; approves septic systems; inspects and tests small public water supply systems, public swimming pools and fountains; responds to and investigates animal bites; and monitors for vector-borne diseases such as West Nile Virus. The EH staff are also responsible for inspection of general sanitation within emergency shelters, to include water and food safety, proper sewage and solid waste disposal, and animal and insect control.

Clackamas County's Infectious Disease Control and Prevention staff routinely collaborate with neighboring counties during an outbreak to identify contacts and provide appropriate prophylaxis and information to control the spread of disease. They also routinely collect specimens and transport them to the Oregon State Public Health Laboratory (OSPHL).

Infectious Disease Control and Prevention works closely with the Oregon Health Authority's Acute and Communicable Disease Prevention (ACDP) section during disease outbreaks. ACDP provides consultation, expertise, and occasional staffing assistance when requested. ACDP also provides assistance in coordinating multi-county outbreaks and is often the agency that recognizes an outbreak is occurring in more than one county.

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In very large or unusual events, the federal Centers for Disease Control and Prevention (CDC) are also consulted for information and technical assistance. Data on diseases and outbreaks are routinely transmitted from ACDP to the CDC.

In addition to its Infectious Disease and Control staff, the Oregon Health Authority provides several other services and has specific operational responsibilities that work in support of the County's public health program. These services and responsibilities include:

- Receipt, staging, storage, and delivery of the Strategic National Stockpile (SNS), a federal asset with significant pharmaceutical and medical supplies.
- Maintaining and updating the Health Alert Network (HAN), a secure website where alerts and warnings regarding health and security issues are posted, as well as an alerting and notification system for public health and other officials.
- Operating the state's Radiation Protection Services, which works to protect Oregonians from unnecessary exposure to radiation.
- Operating the state's Drinking Water Program (DWP), which administers and enforces drinking water quality standards for public water systems in the state of Oregon. The DWP focuses resources in the areas of highest public health benefit and promotes voluntary compliance with state and federal drinking water standards. The DWP also emphasizes prevention of contamination through source water protection, provides technical assistance to water systems, and provides water system operator training.
- Operating the Oregon State Public Health Laboratory (OSPHL). The OSPHL provides laboratory testing to support the state and local health departments. The lab performs the following tasks:
  - Provides specified laboratory testing.
  - Provides printed and Web-based instructions on specimen collection and evidence-control for health care providers.
  - Provides specimen collection material, as needed.
  - Refers selected specimens to the CDC as appropriate.
  - Communicates testing results to clinicians and to local, state, and federal health officials.
  - Participates in the state's Laboratory Response Network (LRN).
  - Assists public and private sentinel laboratories by providing training and support in specimen collection, storage, and shipment, evidence-control measures, and recognition of chemical and biological terrorism agents.
  - Collaborates with the World Health Organization (WHO) and CDC laboratory network.
  - Develops and distributes novel disease testing criteria in collaboration with ACDP and CDC.

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According to ORS 433.441, the Governor may declare a state of public health emergency to protect the public health. Such a declaration gives power to the Oregon Department of Human Services pursuant to ORS 433.443(2) to order, authorize, and adopt reporting requirements, diagnostic and treatment protocols; order, or authorize local public health administrators to order, public health measures appropriate to the public health threat presented; authorize pharmacists licensed under ORS chapter 689 to administer vaccines to persons who are three years of age or older; and to impose civil penalties for non-compliance.

The Oregon Military Department operates a Civil Support Team (CST), a National Guard unit whose mission is to augment local and regional terrorism response capabilities in the event of a known or suspected weapons of mass destruction (WMD) incident. The team has sophisticated communications, sampling, and testing equipment that can assist local public health, HazMat, and law enforcement officials with identification of chemical, biological, and radiological agents, assessment of incident consequences, and development of appropriate response and protective actions.

The CDC and other divisions of the U.S. Department of Health and Human Services, along with the U.S. Department of Homeland Security, support and maintain a number of national resources that are available to support state and local public health operations during major emergencies and disasters. These resources include:

- The Strategic National Stockpile of medical supplies and pharmaceuticals
- The National Disaster Medical System (NDMS), which has three components: response (including specialty teams like DMAT and VMAT), forward movement of casualties, and definitive care for inpatients
  - **Disaster Medical Assistance Teams (DMAT)** – highly trained and equipped medical and public health professionals that can assist in the handling of medical/hospital surge events
  - **Veterinary Medical Assistance Teams (VMAT)** – highly trained and equipped veterinary professionals who can provide care to pets and other animal populations in affected areas

Pursuant to Presidential Decision Directive 39, the Federal Bureau of Investigation (FBI) has lead responsibility for investigation of terrorist acts. An actual or suspected terrorist act involving a biological agent (e.g., anthrax) will require a coordinated investigative and epidemiological response between the FBI, the CDC, local law enforcement, and local public health officials.

Many agencies in Clackamas County and the State of Oregon support public health emergency response. Agencies coordinate for various aspects of a public health response, including command and control, detection, investigation, communication, containment and prevention, and recovery.

## 2.2 Assumptions

- All government agencies will maximize use of their own human, material, and financial resources before requesting assistance from another unit of government.

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- Mutual aid agreements with neighboring counties will be invoked as needed for localized incidents/emergencies.
- Use of mutual aid agreements in widespread emergencies will be minimized to facilitate the allocation of resources to the highest priority incidents by county, regional, state, and/or federal incident managers.
- A portion of the County’s public health staff will be affected by the emergency and will not be available to respond. However, CCPHD has developed a robust Continuity of Operations Plan that is web-based, and exists in paper copies to assist programs to continue necessary operations.
- Outside public health resource support will be available to assist the County’s public health staff except in catastrophic or other emergencies with broad geographic and/or transportation impacts.
- Federal resources generally will not be available for 24-72 hours from the time of request.
- Physicians, nurses, and other medically trained residents will volunteer to assist. They may do so through the organized and pre-identified Clackamas County Medical Reserve Corps or in a spontaneous, non-affiliated way. However, concerns about personal safety and/or family welfare may limit the number of medical personnel willing to volunteer in certain incidents.
- Residents will volunteer to assist public agencies. However, concerns about personal safety and/or family welfare may limit the number of volunteers willing to provide assistance.

### 3 Acronyms and Explanation of Terms

#### 3.1 Common Public Health Acronyms and Abbreviations

<b>ACDP</b>	Acute and Communicable Disease Prevention section within the Center for Public Health Practice of the Oregon Health Authority
<b>AOC</b>	Agency Operations Center (state agency)
<b>DCAP</b>	Disease Control and Prevention
<b>DM</b>	Disaster Management
<b>DMAT</b>	Disaster Medical Assistance Team (a federal asset of trained medical professionals)
<b>DOC</b>	Department Operations Center (county or other local department)
<b>ECC</b>	Emergency Coordination Center
<b>EOC</b>	Emergency Operations Center
<b>FBI</b>	Federal Bureau of Investigation or Foodborne Illness
<b>HAN</b>	Health Alert Network
<b>JIC</b>	Joint Information Center
<b>LPHA</b>	Local Public Health Authority

<b>LRN</b>	Laboratory Response Network (statewide)
<b>NDMS</b>	National Disaster Medical System
<b>OSPHL</b>	Oregon State Public Health Laboratory
<b>PHD</b>	Oregon Public Health Division, a division of the Oregon Health Authority
<b>PIC</b>	Public Inquiry Center
<b>POD</b>	Point of Dispensing
<b>PPE</b>	Personal Protective Equipment (e.g., masks and gloves)
<b>SNS</b>	Strategic National Stockpile (a federal asset with large quantities of medicines and medical supplies)
<b>VMAT</b>	Veterinary Medical Assistance Team (a federal asset of trained veterinary professionals)
<b>CCPHD</b>	Clackamas County Public Health Division (the local public health authority in Oregon for Clackamas County)
<b>WHO</b>	World Health Organization

## 3.2 Definitions and Explanations of Terms

### **Epidemiology**

The study of health and disease in populations

### **Isolation**

The sequestration of individuals or groups of people who are ill with an infectious disease in order to prevent transmission of that disease to others.

### **Mutual Aid**

Written agreements between agencies and/or jurisdictions to assist one another on request by furnishing personnel, equipment, and/or expertise in a specified manner.

### **Prophylaxis**

A preventive measure used to maintain health and prevent disease.

### **Social Distancing**

Measures used to restrict when and where people can gather, in order to stop or slow the spread of an infectious disease.

### **Surge Capacity**

Ability of the healthcare system (hospitals, clinics, etc.) to deal with a substantial increase in patient load that cannot be supported by routine methods.

### **Quarantine**

The sequestration of well individuals or groups of people identified as having been exposed to an infectious disease, in order to prevent the spread of that disease to others.

**Vector**

A carrier of a disease (for instance, mosquitoes are the vector that carries West Nile Virus)

**Zoonotic Diseases**

Infectious diseases of animals transmitted to humans.

## 4 Concept of Operations

CCPHD has integrated Incident Command System (ICS), National Incident Management System (NIMS) and National Response Framework (NRF) concepts and requirements into its all-hazards Emergency Response Plan and appendices. In accordance to NIMS compliance, CCPHD has workforce trained in the Incident Command System and has a current exercise and training plan.

During an emergency, CCPHD serves as the local lead agency in any incident involving an outbreak of infectious disease (including pandemic influenza, foodborne illness, vaccine-preventable disease or emerging infectious disease), a bioterrorism event (although the FBI would be the overall lead agency) and any emergency response actions primarily affecting the health and wellness of the population of Clackamas County. When CCPHD is the local lead agency, and when the county Emergency Operations Center (EOC) is activated, the Public Health Director or designee will act as the primary Incident Commander in the county's EOC.

In all situations where it serves as local lead agency, CCPHD will prioritize those actions that decrease population morbidity and mortality. Such actions may include:

- Epidemiological Investigation and Surveillance
- Public Notification and Health Education
- Environmental Health Disaster Response (for instance, coordinating the restoration of disrupted drinking water systems or monitoring sanitary conditions in emergency shelters)
- Mass Prophylaxis/Vaccination
- Isolation, Quarantine and Social Distancing Measures

In situations other than those listed above, CCPHD will not serve as the local lead agency. Instead, CCPHD will support the efforts of Clackamas County Disaster Management (DM) and the county's EOC to successfully coordinate multi-agency response to, recovery from, and mitigation of the incident. In all major and catastrophic events, key CCPHD staff will integrate into the county's EOC.

In addition, CCPHD always bears the following responsibilities in emergency response:

- To adhere to NIMS standards and guidelines
- To implement clear command and control in an emergency or disaster by using the Incident Command System

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- To provide accurate, honest and up-to-date information about the incident to response partners and to the public, using the principles of risk communication
- To abide by applicable state and national laws
- To honor and uphold residents' right to due process, per state and federal law and the Constitution of the United States, in situations where CCPHD must exercise its legal authority for conducting emergency health measures such as mandatory isolation and quarantine, closure of public venues, or other aggressive disease control actions.

## 4.1 Roles and Levels of Response

Clackamas County public health emergency response operations are framed by both the nature and extent of public health impacts. The local (i.e., county) public health authority (LPHA) may play a lead or supporting role depending on the nature or type of the incident/event and may manage response to an incident on an internal basis or as part of a larger countywide, regional, or national response depending on the extent of incident impact.

### 4.1.1 Agency Role

CCPHD has the legal authority and responsibility for managing public health incidents such as bioterrorism or a pandemic that threatens or impacts the residents of the County. They will share incident management (i.e. unified command) with local and/or federal law enforcement officials when the public health incident creating the threat or impact involves terrorism or other criminal action. The incident may originate from one or more of the following sources:

- communicable disease
- vector-borne disease
- food-borne illness
- water-borne illness
- toxins of biological origin
- intentionally caused disease (bioterrorism)

CCPHD will assume a supporting agency role when adverse health threats or impacts result from other incidents such as:

- natural disasters (e.g., floods, fires, earthquakes, and volcanic eruptions)
- technological disasters (e.g., intentional or accidental hazardous material incidents and significant power outages)

### 4.1.2 Levels of Response

Whether acting in a lead or supporting role, the public health response will be tied to the scope or severity of an event.

- **Type I (Routine Operations)** – Incidents comprise normal daily activities that are manageable by division resources without the need for higher-level coordination. Type I incidents are not addressed in this plan.
- **Type II (Complex Routine Event)** – An incident that is larger in scope than those typically occurring on a day-to-day basis. This may be confined to a small area of

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the County, present few, if any, operational or policy issues, generate little or no media interest, and can be handled with CCPHD resources following internal procedures. The event may affect multiple counties and the State may also be involved, but the public health impact is still limited in scope. Coordination with local governments is accomplished through direct contact with impacted/affected agencies. Type II incidents are not addressed in this plan.

- **Type III (Minor Event)** – An event that is confined to the County but which has the potential to expand. It may also affect other counties, but the public health impacts are still limited in scope. The event involves minor operational and/or policy issues and generates local media interest, and could require some outside assistance from the State or other local health departments. More intense staff time, and the involvement of other County departments is necessary to deal with the policy, resource management, and/or media issues generated by the emergency and to more efficiently coordinate with impacted/affected local governments. Activation of the County Public Inquiry Center (PIC) may also be necessary to assist with public and media inquiries and the Joint Information Center may also be activated to deal with media inquiries.
- **Type IV (Major Emergency)** – An emergency that broadly affects the County or multiple counties, has significant operational and/or policy issues, and generates heavy media interest. The emergency cannot be handled with normal CCPHD resources and, therefore, requires the activation of additional internal resources and substantial assistance (both in staff and other resources) from other agencies. Other emergency response disciplines may also be heavily impacted, thereby increasing the need for multi-discipline and multi-agency coordination. The County EOC is activated as is the County Joint Information Center (JIC) and the County PIC. Coordination of public health policy, operational, and media issues is handled at the County EOC. The involved regional public health administrators may coordinate and form a Multi-Agency Coordinating (MAC) group. During a Type IV event, it may be necessary to activate a regional Multi-Agency Coordination System and a regional JIC to coordinate and unify policy, resource, and information management activities. The State ECC and Oregon Health Authority (OHA) Agency Operations Center (AOC) are activated to support county operations. A federal Joint Field Office (JFO) is activated if needed to coordinate federal resource support. If the emergency involves actual or suspected terrorism, the FBI's Joint Operations Center (JOC) is activated to coordinate investigative (and crisis management) activities.
- **Type V (Disaster/Catastrophic Emergency)** – An emergency that broadly affects the region or state or an even larger portion of the country. The event has extraordinary policy and operational issues and generates national and possibly international media interest. CCPHD and other emergency responder resources are overwhelmed and substantial assistance from the State and the Federal Government is needed. The County EOC is activated as is the County JIC and the County PIC. Coordination of public health policy, operational, and media issues are handled at the County EOC. If public health is the lead agency for a Type V event, the involved regional public health administrators will coordinate and form a MAC group. A regional EOC and a regional JIC will be activated to coordinate and unify policy, resource, and information management activities. The State ECC and OHA AOC are activated to support county operations and a



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federal JFO is activated to coordinate federal resource support. If the emergency involves actual or suspected terrorism, the FBI's JOC is activated to coordinate investigative (and crisis management) activities.

## 4.2 Impact Assessment

For a number of years, Clackamas County has conducted a thorough analysis of the natural and technological hazards that can affect the jurisdiction. In response to the identified hazards, public health has developed a Hazard Response Checklist, for use in responding to emergencies.

One of the first public health actions taken during any emergency is to assess public and environmental health impacts. The assessment looks at the incidence and prevalence of disease and the environmental hazards threatening public health. The purpose of the assessment is to evaluate existing, emerging, and potential health threats to the community so that appropriate corrective and preventive actions can be initiated. The Hazard Response Checklist can be used to inform the appropriate corrective and preventive actions.

### 4.2.1 Epidemiological Investigation/Disease Surveillance

Working under the direction of the Infectious Disease Control and Prevention Manager and County Health Officer, the group will take the following steps as appropriate for the emergency:

- Notify the State and initiate collaboration with neighboring or other impacted counties;
- Continue passive surveillance and initiate or expand active surveillance, including active surveillance at shelters, if appropriate ;
- Conduct epidemiological investigations. Also partners with environmental health staff for food-borne illnesses and facility outbreaks;
- Conduct epidemiological investigations in partnership with the FBI and/or local law enforcement for criminal incidents; and
- Where lab testing is an integral component of the event characterization process, support the sample collection and tracking process in close coordination with the OSPHL. In a criminal incident, or act of terrorism, the FBI will also be involved in evidence collection and chain of custody procedures.

### 4.2.2 Environmental Health Hazard Assessment

Working under the direction of the Environmental Health Program Manager, the Environmental Health team will take the following actions as appropriate for the emergency:

- Conduct field surveillance to assess damage to food facilities;
- Conduct environmental health assessments at sites where epidemiological investigation has identified suspected cases of food-borne illness;

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- Contact water purveyors in damaged areas to determine if water service has been affected by the emergency;
- Determine the availability of laboratories to conduct water system testing;
- Determine the operational condition of public sewer systems;
- Determine if normal solid waste collection services are available and assess the storage and disposal needs of mass feeding sites, hospitals, mass care centers, and other public places;
- Determine the location, capacity, and condition of all significant or strategic emergency mass shelters and assess food handling and sanitation at those facilities; and
- Assess the effect of the emergency on known vector populations and the impacts those effects may have on human populations.

**4.2.3 Community Needs Assessment**

During a Type II emergency, if appropriate, and during every Type I emergency, the Infectious Disease Control and Prevention program will conduct a Community Assessment for Public Health Emergency Response (CASPER). This randomized sampling of households in affected areas of the County helps identify public health, social service, and other community impacts and assists with identification of resource needs. The CDC has standardized this community needs assessment, and put together the CASPER Toolkit. RAID and PHEP have customized the CASPER toolkit for use in Clackamas County.

**4.2.4 Healthcare System Assessment**

During any emergency when the EOC is activated, the EOC staff will assess impacts to healthcare system infrastructure and resources. This assessment will focus primarily on the County's hospitals and healthcare systems.

**4.3 Risk Communication**

Risk communication is an important part of public health response and recovery operations. It is a vital component of keeping the public, local governments, and others informed regarding events, and decreasing rumors and misinformation. Recognizing that the Portland metro area is a single media market, risk communication regarding any impact affecting the region must be developed in collaboration with the region's other public health agencies. CCPHD will use its Public Information Officer, the County Public Inquiry Center, the County or regional Joint Information System, the Health Alert Network, and other communications tools and resources as appropriate to deliver risk communication messages. Within CCPHD a specific protocol is followed in the event of that messaging is required. This protocol outlines the exact steps to be undertaken within the Division for communications that fall outside the exclusive scope of Disaster Management and Public and Government Affairs (PGA).

Key risk communication responsibilities include:

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- Identifying the nature of the hazard, potentially affected populations, and audiences to whom public communication will be directed;
- Developing and issuing public health advisories and alerts, recommending public protective actions, and disseminating other important public health messages including those specifically addressing the needs of special populations; and
- Recommending protective actions for emergency responders and providing other important public health information to local governments, first responders, and medical providers.

## **4.4 Implementation of Preventive Measures**

Working through the County EOC, CCPHD will initiate or expand preventive measures to limit or contain the impacts of the emergency. These measures may include:

### **4.4.1 Mass Medication/Prophylaxis**

- Recommending activation of the Strategic National Stockpile (SNS) to support mass prophylaxis operations ; and
- Activating Point of Dispensing (POD) operations as needed to facilitate mass prophylaxis (medication or immunization) of the public. This will include the activation of county “Push Partners,” which are organizations which have elected to put together plans and operations to provide needed prophylaxis to their employees and identified others.

### **4.4.2 Isolation, Quarantine and Social Distancing**

- Making recommendations to local elected officials to control the spread of disease (e.g., school closures); and
- Issuing isolation/quarantine orders and coordinating enforcement with the Sheriff’s Office and other local law enforcement agencies.

### **4.4.3 Environmental Health Controls**

- Working with county water providers to notify the public of community water system conditions and any protective actions necessary including “boil water” or “do not use” orders;
- Assisting with arrangements for distribution of emergency drinking water supplies;
- Providing technical information on water disinfection and storage including information for homeowners whose wells may be contaminated;
- Notifying the public of the availability and location of potable water;
- If the normal solid waste collection, storage, and disposal system is not available, preparing instructions for disposal including special handling of infectious or hazardous wastes;
- Providing environmental health consultation and assistance to mass feeding sites;

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- Providing food safety information to assure that contaminated food is properly disposed of or salvaged;
- Assisting with emergency sewage and liquid waste disposal capabilities at hospitals and other healthcare facilities, emergency medical facilities, evacuation shelters, emergency operations centers, local government facilities, and affected neighborhoods;
- Advising the public to avoid contaminated areas;
- Applying vector control measures according to the vectors, the health risk they pose, and environmental conditions;
- Terminating use/stopping operations at non-compliant or unsanitary facilities;
- Requiring occupants to vacate premises where appropriate; and
- Requiring cleanup, repair, or correction of identified problems.

## 4.5 Resource Management

Based on its impact assessments, the CCPHD must identify resource needs, request appropriate resources to meet those needs, and manage the resources assigned. Resource management activities may include:

- Mobilizing and orienting pre-identified and pre-credentialed medical volunteers (e.g., Medical Reserve Corps).
- Organizing and managing emergent volunteers in support of POD or other emergency response and recovery operations; can include collaboration with cities to use CERT teams and other volunteers.
- Assess possible need for NDMS services, personnel, and/or materials, if local medical resources are exhausted or anticipated to be exhausted.
- Supporting acquisition of healthcare resources when hospitals and healthcare providers are unable to acquire those resources through their local suppliers or system/network providers.
- Requesting from County EOC Command to order medical countermeasures from the State of Oregon.

Needed surge staffing will be given Just in Time Training.

CCPHD does maintain a small supply of personal protective equipment (PPE) and other materials that can be utilized when responding to public health emergencies. The department also maintains a public health supplies connex that may utilized for additional PPE and other public health supplies.

## 4.6 Policy Determinations

- Under emergency conditions, the CCPHD may be faced with a number of significant public health policy issues. These conditions may require extraordinary actions to control the

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spread of disease and maximize the efficacy of the public health and healthcare systems. Such actions may include:

- Implementing crisis standards of care across the healthcare system;
  - Developing event-specific priorities for mass prophylaxis and treatment operations;
  - Implementing appropriate social distancing measures to control the spread of disease (e.g., closing schools; restricting travel; limiting social gatherings; etc.);
  - Identifying alternative treatment center locations and operations, including mass clinics;
  - Implementing appropriate vector control measures; and
  - In collaboration with the OHA Acute and Communicable Disease Prevention (ACDP) program, making animal vaccination recommendations to veterinarians to deal with zoonotic diseases.
- Any such policy actions should be appropriately coordinated with local, regional, and state elected officials and public and private senior executives.

## **5 Organization and Assignment of Responsibilities**

### **5.1 Board of County Commissioners**

- The governing body of Clackamas County.
- Act on recommendations made by the staff within CCPHD.
- Provide financial support within the limitations of the County budget and other available resources.
- Coordinate with private sector healthcare executives and elected officials at the local, regional, state, and federal level as appropriate for the event.

### **5.2 Disaster Management Department**

- Track public health situation and strategic resource status countywide (Planning).
- Assess impacts to public health and healthcare system infrastructure and resources (Planning, Operations).
- Receive and process resource requests from healthcare providers (Logistics).
- Strategically manage public and environmental health resources countywide (Command, Operations, Planning, Logistics).
- Formalize and release risk communication messages (Command, Operations, Public Information Officer/Joint Information Center).
- Distribute epidemiological summary reports and protective measure recommendations to local governments, businesses, and other affected organizations (Planning, Operations).

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- Notify Oregon Emergency Management’s Emergency Coordination Center of the possible need for the Strategic National Stockpile, if local medical supplies are anticipated to be exhausted (Command, Operations, Logistics).
- Notify Oregon Emergency Management’s Emergency Coordination Center of the possible need for NDMS services, personnel, and/or materials, if local medical resources are anticipated to be exhausted (Command, Operations, Logistics).

**5.3 Clackamas County Public Health Division (CCPHD)**

- Develop recommendations for crisis standards of care, mass prophylaxis and treatment priorities, social restrictions, animal vaccinations, and vector and disease control in consultation with state, regional, and other public health officials and healthcare providers.
- Initiate and manage the public health impact assessment process, the epidemiological investigation and the implementation of preventive measures.
- Track public health situation and tactical resource status countywide (may be shared with Planning Section at the EOC).
- Tactically manage and support assigned public and environmental health resources countywide.
- Develop content for risk communication messages in collaboration with the county or regional or state Joint Information Center/Joint Information System.
- Analyze data collected from impact assessment processes and provide summary reports to the EOC, healthcare providers, and OHA.
- Request activation of the County Public Inquiry Center if needed to support risk communication efforts.
- Coordinate with neighboring county, state, and federal public health agencies and local medical providers (may be done at the EOC Planning Section).

**5.4 County Public Inquiry Center**

- Assist the County EOC, as appropriate, with the distribution of incident-related information to the public.
- Receive offers of health-related assistance (volunteer services and/or donations) and coordinate response to those offers with the County EOC, as appropriate.

**5.5 Department of Health, Housing and Human Services**

- Act as liaison on behalf of CCPHD to Board of County Commissioners and County’s Executive Management Team.
- Implement Continuity of Operations Plans to assure continuance of H3S Essential Functions.

## 5.6 Sheriff's Office

- Partner with CCPHD to conduct epidemiological investigations as appropriate for the incident (with the FBI for suspected/actual terrorism and without the FBI for certain criminal acts).
- Partner with CCPHD and other local law enforcement agencies to enforce isolation/quarantine orders as needed, and as law enforcement resources allow.
- Provide security for PODs, mass vaccination clinics, and other epidemiological and environmental health functions as needed, and as law enforcement resources allow.
- Manage crowd control operations at PODs, mass vaccination clinics, mass treatment facilities, and other public health sites as necessary, and as law enforcement resources allow.
- Support deployment of CCPHD's portable shelters when requested.

## 5.7 Facilities Management Division

- Support deployment of CCPHD's portable shelters when requested.
- Lead warehousing activities for any resources needed during public health emergencies to support Receipt, Stage and Storing (RSS)

## 6 Emergency Coordination

- The CCPHD Director, the CCDM Director, the H3S Department Director, and the Board of County Commissioners all have the authority to activate this plan.
- The Board of County Commissioners provides overall guidance for the management of county resources, establishes policy, coordinates with other local elected officials, and supports County's response and recovery operations.
- In their capacity as the incident Policy Group, the County Administrator and department heads provide strategic direction to the Incident Commander regarding management of county resources, availability of funds for resource acquisition, and support to other jurisdictions. They keep the County Commissioners informed of resource requirements and policy and funding issues, and are responsible for continued oversight of day-to-day county government functions.
- Priorities for allocation and application of public and environmental health resources are established by the County EOC Incident Commander based on recommendations provided by CCPHD and the Health Officer, the Department of Health and Human Services, local healthcare providers, the EOC Command and General Staff, and the Policy Group.
- Tactical control of public and environmental health resources is exercised by CCPHD except in circumstances where those resources are temporarily assigned to another organization or incident commander.

## 7 Department Operations Center

### 7.1 Overview

During a declared emergency, the CCPHD will open and operate the Department Operations Center (DOC) in room 374 of the PSB. This facility is equipped with a variety of communications equipment enable external connectivity in a diverse set of conditions. The DOC will be run under the principles of Incident Command System (ICS).

### 7.2 ICS Structure in the DOC

#### 7.2.1 Command

Defines the incident goals and operational period objectives. The Command Staff include the Incident Commander, Deputy Incident Command, Public Information Officer, Liaison Officer, and Safety Officer.

#### 7.2.2 Operations

Establishes strategy and specific tactics to accomplish the goals and objectives set by command. Coordinates and executes strategy and tactics to achieve response objectives. **Staff from Environmental Heath, WIC and IDCP will form the Operations section.**

#### 7.2.3 Planning

Coordinates support activities for incident planning as well as contingency, long-range, and demobilization planning. Supports Command and Operations in processing incident information. Coordinates information activities across the response system. **Staff from PHS and CPHA will form the Planning section.**

#### 7.2.4 Logistics

Supports Command and Operations in their use of personnel, supplies, and equipment. Performs technical activities required to maintain the function of operational facilities and processes. **Staff from Administration will form the Logistics Section.**

#### 7.2.5 Finance and Administration

Supports Command Operations with administrative issues as well as tracking and processing incident expenses. Includes such issues as regulatory compliance, and financial accounting. **Staff from Administration will form the Logistics Section.**

## 8 Plan Development and Maintenance

The Clackamas County Public Health Division staff are responsible for developing and maintaining this annex and ensuring its consistency with other county, state, and federal plans and guidelines. They are also responsible for developing procedures necessary to implement the annex.



The ongoing creation, implementation, revision and dissemination of this Annex, its Tabs and Appendices, all take place within the broad framework of the agency's Continuous Quality Improvement process.

Plan Creation - CCPHD would like to thank the Washington County Public Health Department for the generous sharing of the original documents that form the basis of this annex. The Public Health Emergency Preparedness Coordinator also actively sought input from program areas within CCPHD and partner agencies outside H3S.

## 8.1 Plan Implementation

The Annex, its Tabs and Appendices are implemented in exercises and real events.

- CCPHD conducts After Action Reviews after exercises and real events in order to analyze the response, and identify both strengths and areas for improvement. This input then drives revision of emergency response plans.

## 8.2 Plan Dissemination

A copy of the most recent Annex and appendices (including changes, revisions, updates, and additions) was sent to partners and stakeholders, including:

- CCPHD staff. Available on flash drives, on shared network drive, and with hard copies available at following location:
  - Public Services Building, Level 3 2051 Kaen Road, OR
- Other Clackamas County government agencies, first responder agencies, and other private and public agency partners as requested. No paper copies will be sent.
- Agency partners will also receive notice of the physical location of paper copies of the plans. Printed copies will be available for viewing upon request.
- Posted to County website at: <https://clackamas.us/dm/eop.html>

## 8.3 Plan Revision

CCPHD staff from the Public Health Emergency Preparedness program incorporate results from After Action Reviews and other feedback into the appropriate sections of the Annex, its Tabs and Appendices.

- All changes noted on the "Plan Update Form" at the beginning of each plan or annex, recording the author of the change(s), the date, and the reason for the change.
- Other CCPHD leaders and staff are consulted to further refine revisions, as needed.

# 9 Authorities and References

## 9.1 Authorities

- Oregon Revised Statutes, Chapters 431 and 433
- Oregon Administrative Rules, Chapter 333

## 9.2 References

- [American Red Cross Shelter Handbook](#)
- [CDC Bioterrorism Agents/Diseases](#)
- [CDC Bioterrorism Response Planning](#)

- [CDC Interim Smallpox Response Plan Guidelines](#)
- [CDC Guidelines for Pandemic Flu Planning](#)
- [FEMA, Guide for All-Hazard Emergency Operations Planning \(SLG-101\)](#)
- [National Response Plan \(NRP\), ESF #8, Health and Medical Services](#)
- [National Incident Management System \(NIMS\)](#)
- Clackamas County Mass Fatality Incident Plan (MFI Plan)
- [Oregon Crisis Care Guidance, updated June 2018](#)
- [Oregon Emergency Operations Plan](#)