



ESF 2 – Communication

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Table of Contents

- 1 Introduction ESF 2-1**
 - 1.1 Purpose ESF 2-1
 - 1.2 Scope ESF 2-1
 - 1.3 Policies and Authorities ESF 2-2

- 2 Situation and Assumptions ESF 2-2**
 - 2.1 Situation ESF 2-2
 - 2.2 Assumptions ESF 2-3

- 3 Roles and Responsibilities of Tasked Agencies ESF 2-3**

- 4 Concept of Operations ESF 2-4**
 - 4.1 General ESF 2-4
 - 4.2 EOC Activation ESF 2-4
 - 4.3 EOC Operations ESF 2-5
 - 4.4 Disabilities, and Access and Functional Needs ESF 2-5
 - 4.5 Warning Systems ESF 2-5
 - 4.6 Response Systems ESF 2-6
 - 4.7 Interoperability ESF 2-7
 - 4.8 Coordination with Other ESFs ESF 2-7

- 5 Direction and Control ESF 2-7**
 - 5.1 Cities ESF 2-7
 - 5.2 County ESF 2-8
 - 5.3 Special Districts ESF 2-8
 - 5.4 Regional ESF 2-8
 - 5.5 State and Federal Assistance ESF 2-9

- 6 ESF Annex Development and Maintenance ESF 2-9**

- 7 Appendices ESF 2-9**
 - Appendix A ESF 2 Resources ESF 2-11
 - Appendix B ESF 2 Responsibilities by Phase of Emergency Management... ESF 2-13
 - Appendix C ESF 2 Representative Checklist ESF 2-17

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ESF 2 Tasked Agencies	
Primary County Agency	Clackamas County Communications (C-COM) Technology Services
Supporting County Agency	Clackamas County Disaster Management (CCDM) Public and Government Affairs
Community Partners	Clackamas County Amateur Radio Emergency Services (CARES) Lake Oswego Communications (LOCOM) Washington County Consolidated Communications Agency (WCCCA)
State Agency	Oregon Department of Administrative Services
Federal Agency	Department of Homeland Security
<i>*See Section 3 for more information about Tasked Agencies.</i>	

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 2 describes how the County will provide for, support, and enhance the requisite technology (hardware and software) for: emergency communications systems; alert, warning, and notification systems; and redundant communications systems during all phases of the emergency management cycle, including response and recovery operations.

1.2 Scope

Activities encompassed within the scope of ESF 2 include:

Alert and Warning

- Maintain a reliable alert, warning, and notification system.

Communications Systems

- Establish and maintain an effective communications system, including County-owned and commercially leased systems, for use in a disaster.
- Coordinate the provision of redundant and temporary communications as required. Impacts to cellular services, external internet connectivity, local phone services, etc. are dependent upon the vendor services the County utilizes.
- Monitor and report on the overall status of the County’s communications infrastructure during a disaster.
- Maintain the County’s critical information technology infrastructure, including, but not limited to, the provision of cybersecurity measures.
- Coordinate County support to local and tribal communications systems as required and/or requested.

1.3 Policies and Authorities

- The National Warning System (NAWAS) is the primary method of communicating alert and warning messages from national authorities to state authorities and between state authorities and local authorities or warning points. NAWAS messages are received through Clackamas County Communications (C-COM).
- The Emergency Alert System (EAS) is the primary method of communicating alert and warning messages to the public.
- The Clackamas County Emergency Notification System (CCENS) is the emergency notification system that will send notifications to the public over the phone (landline). In addition, individuals have the option of adding cell phones, Voice Over Internet Protocol (VOIP), and email through an on-line registration.

2 Situation and Assumptions

2.1 Situation

The County is faced with a number of hazards that may require communications support. Certain considerations should be taken into account when planning for and implementing ESF 2 activities, including the following:

- For the purposes of this document “communication” is defined as the transference of information, and may involve the representation, transfer, interpretation, and processing of data among persons, places, and machines. The term may also refer to the transmission, emission, or reception of signs, signals, writing, images, and sounds or intelligence of any nature by wire, radio, optical, or other electromagnetic system.
- An emergency can disrupt or even destroy communications systems by damaging antennas, repeaters, power supplies, or other components. During hazard conditions, access to, and functionality of, communications equipment and infrastructure may be limited and prevent the timely restoration of services.
- The distribution of accurate and timely information is a critical component of any effective emergency response.
- A large-scale incident may result in a surge of user requests for utilization access to the local telecommunications infrastructure (e.g., jammed cell and landline phone switches, high-speed internet bandwidth degradation, etc.).
- During emergencies, heavy demand for communication services can quickly exceed the capacity of existing systems, limiting user access or shutting them down entirely.
- Response agencies often maintain and operate their own radio systems and may use different frequencies, potentially hindering timely and effective response/coordination unless interoperable communication systems are in place.
- Protection/restoration of emergency communications is one of the highest priorities in an emergency. Priority communications include emergency 9-1-1 calls and dispatch; interoperable communications among responders and supporting agencies; Emergency Operations Center (EOC) contact with field units, cities, and special districts; local, regional, and state EOC nets; and communications with the public and media.

- C-COM, in conjunction with Clackamas County Disaster Management (CCDM), is the 24/7 Warning Point for Clackamas County.

2.2 Assumptions

ESF 2 is based on the following planning assumptions:

- To the extent possible, operational local telecommunication capabilities will be utilized to support response operations even in a diminished capacity.
- Local first responders have identified frequencies to be utilized for operational coordination, direction, and control communications.
- The loss of some or all telephone service may reduce or eliminate the effectiveness of the EOC and/or other County offices (including Departmental Operations Centers).
- Large-scale incidents may require extensive coordination of inter- and intra-community communications.
- If electronic emergency information systems are not available, redundant incident management documentation protocols may be required (e.g., paper logs may be used to record events, communications and messages, damage assessments, situation reports, resources utilized, staff hours expended, etc.)
- Adequate communications are vital for effective and efficient warning, response, and recovery operations.

3 Roles and Responsibilities of Tasked Agencies

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

- **Primary County Agency(s)** – County agency(s) may be assigned as the primary agency based on the agency’s responsibilities, authority, functional expertise, resources, and capabilities in managing incident activities. Primary agencies may not be responsible for all elements of a function, and will work with supporting agencies to manage capabilities and resources to support ESF-related activities.
- **Supporting County Agency(s)** - County agency(s) may be assigned as supporting if they may have a substantial support role during incidents based on their capabilities and resources.
- **Community Partners** – May be assigned tasks if they meet one or more of the following criteria: the organization’s self-defined mission includes emergency response (e.g., disaster relief nonprofit organizations); the organization receives formalized tasking by governmental agencies (e.g., American Red Cross); the entity’s jurisdictional authority, or the entity’s resources and capabilities.

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

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

4 Concept of Operations

4.1 General

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

- Clackamas County has three Public Safety Answering Points, or 9-1-1 centers that dispatch first responders.
- C-COM
 - Receives all 9-1-1 calls in the County except for calls made from within the city limits of Lake Oswego, Milwaukie, and West Linn.
 - Dispatches fire and law for all of Clackamas County except for the areas noted below that are serviced by Lake Oswego Communications (LOCOM) and WCCCA.
- LOCOM
 - Receives 9-1-1 calls from Lake Oswego, Milwaukie, and West Linn.
 - Dispatches law and fire for Lake Oswego.
 - Dispatches law for the Cities of Milwaukie and West Linn.
- WCCCA
 - Dispatches Tualatin Police and Tualatin Valley Fire & Rescue (TVF&R). TVF&R provides fire and emergency medical services to the City of West Linn and Wilsonville.
- Wireless 9-1-1 calls may be answered by any 9-1-1 center in the region and are transferred to the appropriate dispatching center.
- LOCOM and C-COM can transfer call-taking responsibility to each other almost immediately if necessary. They also provide back-up for 9-1-1 and non-emergency phone calls, radio traffic and dispatch, and computer-aided dispatch.

4.2 EOC Activation

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

Notification will be made to the Primary County Agencies listed in this ESF. The Primary County Agencies will coordinate with Supporting County Agencies to assess and report current capabilities to the EOC and activate Departmental Operations Centers as appropriate. Primary and Supporting County agencies may be requested to send a representative to staff the EOC and facilitate communication-related activities.

4.3 EOC Operations

When communication-related activities are staffed in the EOC, the communication representative will be responsible for the following:

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

4.4 Disabilities, and Access and Functional Needs

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

4.5 Warning Systems

4.5.1 Disaster Management Notification

C-COM notifies CCDM when:

- Emergencies affect multiple jurisdictions and may require CCDM resources or coordination.
- A three-alarm or greater fire occurs; C-COM pages the Fire Operations Center, which includes CCDM pagers.
- A major weather event impacts the County (routine warnings are not paged, but approaching or in-process events with potentially severe impact are).
- A large hazardous material incident occurs.
- A terrorist incident is suspected or confirmed.
- On-Scene Command requests such notification.

The EOC becomes the primary coordination point for incident response, amateur radio, and satellite telephone communications.

4.5.2 Employee Notification

The County can notify employees using:

- Phone-based systems—group voice mail, paging networks, faxes, employee information line, and communication notification technology.
- Computer network systems.
- Department notification procedures — each department is responsible for establishing and maintaining internal emergency communications.
- Instant messaging/texting
- Web pages
- Social media
- Building announcement systems

4.5.3 Public Notification

4.5.3.1 Emergency Alert System

The County uses EAS when a life-threatening hazard requires immediate protective action, with participating broadcast stations and cable operators transmitting the emergency alert over their networks. EAS messages may not exceed two minutes and are designed to provide a brief, initial warning to be followed by more detailed information. WCCCA and the Oregon Office of Emergency Management (OEM) provide back-up activation capability.

Citizens are encouraged to monitor local radio and television broadcasts for emergency information. The North American Oceanic and Atmospheric Administration Weather Alert Net also provides effective emergency warning for weather-related hazards.

4.5.3.2 National Warning System

NAWAS is a government-to-government warning system that connects the National Warning Center at Colorado Springs to each state and, in turn, to the designated warning points in each county. As the 24/7 Warning Point for Clackamas County, C-COM continuously monitors NAWAS.

4.5.3.3 Community Notification Systems

The County may use CCENS to warn the public located in areas at risk. Telephone messages will alert citizens to the hazard and protective actions they should take.

4.6 Response Systems

The County uses a variety of emergency response communications systems:

- Cellular phones, land-line telephones, pagers, voicemail, and fax.
- Computer networks, Intranet, Internet, and email.
- Radio voice and data nets (very high frequency [VHF], 800 megahertz [MHz], mobile data communications, and both alpha-numeric and two-way pagers).
- Satellite phones and amateur radio provide field and EOC communications capabilities.
- Instant messaging/texting
- Building announcement systems

4.6.1 Amateur Radio Emergency Services

HAM radio is a critical element of emergency communications, particularly since other communications systems may be unavailable or overloaded in an emergency. CARES volunteers are federally licensed and registered as Clackamas County emergency service workers and provide emergency voice and data communications.

CARES is led by an Emergency Coordinator working directly with CCDM to identify requirements, capabilities, and protocols for emergency operations. CARES provides a robust, reliable communication network throughout the County until usual communications channels and services can be restored. The CARES incident-specific emergency communications plan becomes an integral part of the EOC Action Plan (EAP).

CARES operations are conducted in accordance with the Oregon State Amateur Radio Communications Plan and the Amateur Radio Emergency Services District 1 Emergency Communications Plan. Additional information on CARES can be found at <http://www.clackamasares.org/>.

4.7 Interoperability

The core emergency communications system for law enforcement throughout the County is an 800 MHz radio system shared with adjoining Washington County, with over 1,700 voice and 245 data radios. Four common channels on the shared 800 MHz system are designated for mutual aid response during emergencies.

Fire agencies use a mix of VHF and 800 MHz. C-COM can patch the two systems for fire agencies so responders using either system can communicate with dispatchers and each other.

Clackamas County Sheriff's Office patrol units are equipped with both VHF and 800 MHz radios, while municipal police departments operate exclusively on the 800 MHz net.

The County Department of Transportation and Development uses ultra high frequency (UHF)/VHF radios to dispatch and monitor field units.

4.8 Coordination with Other ESFs

The following ESFs support communication-related activities:

- All ESFs: Support interoperable and redundant communications systems to ensure responding agencies can communicate with each other and the EOC.

5 Direction and Control

5.1 Cities

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

City and County officials work to ensure communications capability by collaborating on equipment and systems, authorizing the shared use of emergency frequencies, and providing current emergency contact information for officials in all jurisdictions within the county. CARES includes sub-units that have primary responsibility for serving designated cities in the County.

5.2 County

The County has jurisdictional authority and primary incident management responsibility for incidents that occur in the unincorporated area, and for health emergencies Countywide. If the incident impacts both the unincorporated and an incorporated area, the County and impacted cities share responsibility. The County will respond to city requests for assistance, manage critical resources, and coordinate with outside agencies, adjoining counties, and OEM.

All jurisdictions with incident management responsibility are likely to activate their EOCs and implement their emergency operations plans in a major incident. EOC staffs will coordinate emergency communications and resources in support of field activities, share incident information, conduct multi-agency planning, and operate the JIS.

Public information representatives from all impacted locations and organizations will collaborate to ensure that a common operating picture is established and maintained throughout the impacted area. The Communications Unit Leader in the EOC Logistics Section develops a communications plan to meet incident-specific needs.

5.3 Special Districts

The service areas of special districts may overlap a number of city and County boundaries. County officials collaborate with special districts in coordinating emergency preparedness, response and recovery operations, and will work with special districts to maintain communications during emergencies.

5.4 Regional

The Portland Urban Area Security Initiative has developed a regional Tactical Interoperable Communications Plan to help responders work together more effectively during a terrorist/chemical, biological, radiological, nuclear, or explosive incident or other major emergency or disaster. A copy is available in the EOC library.

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

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

5.5 State and Federal Assistance

OEM coordinates state support for local incident response and recovery operations. During a major emergency or disaster, one of the first priorities for the County is to establish emergency communications with the State Emergency Coordination Center. The National Guard, Federal Emergency Management Agency, and other federal agencies all have deployable emergency communications capabilities that may be available in a major emergency.

6 ESF Annex Development and Maintenance

The Director of C-COM and the Director of the Department of Technology Services will be responsible for coordinating regular review and maintenance of this annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks as well as testing equipment, backup EOC sites, and overall coordination of technical and communication requirements with the EOC and C-COM.

See Appendix D – ESF 2 Work Plan for more information

7 Appendices

- Appendix A – ESF 2 Resources
- Appendix B – ESF 2 Responsibilities by Phase of Emergency Management
- Appendix C – ESF 2 Representative Checklist

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Appendix A ESF 2 Resources

The following resources provide additional information regarding ESF 2 and communications related issues at the local, state, and federal level:

County

- Emergency Operations Plan
 - ESF 14 – Public Information
- CARES Memorandum of Understanding
- CARES Emergency Operations Plan
- County Communications Interoperability Plan
- Regional Tactical Interoperable Communications Plan
- CCDM Communications Toolkit

State

- Emergency Operations Plan
 - ESF 2 – Communications
- Emergency Alert System Plan

Federal

- National Response Framework
 - ESF 2 – Communications
- National Emergency Communications Plan
- Executive Order 13636, Improving Critical Infrastructure Cybersecurity

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Appendix B ESF 2 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for ESF 2 – Communications. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support all tasked agencies should maintain agency-specific plans and procedures that allow for them to effectively accomplish these tasks.

Preparedness

Preparedness activities take place **before** an emergency occurs and include plans or preparations made to save lives and to help response and recovery operations. Preparedness roles and responsibilities for ESF 2 include:

All Tasked Agencies

- Develop plans and procedures for ESF 2 activities, as appropriate.
- Participate in ESF 2–related trainings and exercises as appropriate.
- Maintain interoperable and redundant communications equipment.

C-COM

- Serve as the 24/7 County Warning Point in conjunction with CCDM.
- Provide dispatch services for the county before, during, and after an emergency.
- Maintain emergency contact lists.
- Ensure that mobile data computers are tied into the computer-aided dispatch system for efficient communication.
- Maintain and operate emergency alert and notification systems for the County.

CCDM

- In conjunction with C-COM, maintain the CCENS.
- Coordinate regular review and update of the ESF 2 annex with supporting agencies.
- Facilitate collaborative planning to ensure County capability to support ESF2 activities.
- Develop and maintain a Tactical Interoperable Communication Plan for the County.
- Develop robust plans for the following communications sub-capabilities:
 - *Alert and Warning*
 - Manage and coordinate all incident notifications to County staff, elected officials, and other outside agencies as appropriate (e.g., during transition to continuity facilities or succession notification)
 - Engage in routine intelligence gathering and situational awareness activities.
 - *Communications Systems*
 - Establish and maintain emergency communications systems.
 - Coordinate the use of all public and private communication systems necessary during emergencies.

ESF 2. Communication

- Manage and coordinate all emergency communications within the Emergency Operations Center (EOC), once activated.
- Maintain operational capacity of the County EOC to support communications activities.
- Ensure that staff are identified and adequately trained to fulfill their delegated function within the County EOC to include the use of specialized and alternate communications technology and any associated equipment, software, etc.

Technological Services

- Ensure availability of telephone, computer, computer networks, and geographic information systems (GIS).
- Coordinate with telephone service providers.
- Serve as the radio frequency coordination point.
- Evaluate and recommend improvements to EOC communications capability.

Response

Response activities take place **during** an emergency and include actions taken to save lives and prevent further property damage in an emergency situation. Response roles and responsibilities for ESF 2 include:

All Tasked Agencies

- Provide situational updates to the City and County EOC as required to maintain situational awareness and a foster a common operating picture.
- Provide a representative to the County EOC, when requested, to support ESF 2 activities.
- Use established common response communications language (i.e., plain English) to ensure that information dissemination is timely, clear, acknowledged, and understood by all receivers.
- Monitor status of the County's communication infrastructure during or following any disaster.
- Coordinate and assign resources necessary to respond to an incident that impacts the communications infrastructure.
- Establish or confirm communications methods.
- When necessary, coordinate provision of a temporary or interim communications capability as required.

C-COM

- Support tactical communications needs of emergency responders.
- Coordinate with EOC staff and other Public Service Answering Points to link with on-scene personnel.
- Conduct call-taking/emergency dispatch services as long as conditions allow.
- Coordinate technical support for operation of 9-1-1 call-taking and computer-aided dispatch.
- Operate the CCENS.
- Provide staffing for the EOC Communications Unit, as appropriate.

CCDM

- Activate the EOC.
- Activate and implement alert, warning, and notification systems as required to effectively notify appropriate stakeholders, including first responders.
- Establish communications with local response partners.
- Coordinate the following core EOC activities:
 - Compile and submit situational intelligence information regarding the operational status of the County's communications infrastructure and then utilize the findings to prepare operational status and situation reports for stakeholders to foster a common operational picture. See *ESF 5- Information and Planning* for more information.
 - Facilitate the resource requesting process (i.e., compiling resource requests; filling resource requests locally or through existing agreements; forwarding unmet resource requests to the Oregon ECC; and coordinating the staging and distribution of assets as they arrive). See *ESF 7- Resource Support* for more information.
- Coordinate with the EOC Planning Section to identify unmet needs.
- Establish a Communications Branch in the County EOC if needed.
- Track the use of communication equipment and resources through the EOC Finance Section.
- Provide space for the Public Information Center.
- Be a point of contact for CARES.

Information Technology

- Support and troubleshoot any/all technical problems as required to support incident operations.
- Set up EOC voice and data equipment systems; provide technical and networking support.

Public and Government Affairs

- Provide employees, the public, and media with accurate and timely incident information.
- Ensure that individuals with access and functional needs receive alert and warning messages and emergency public information in a format they can use.
- Activate and staff the Joint Information Center (JIC) and operate the Joint Information System (JIS).
- Coordinate public information with other agencies/jurisdictions.

Area Fire Districts/Departments

- Maintain and operate the 800 megahertz radio system.

CARES

- Augment County communications capabilities through use of amateur radio operators and systems.
- Develop and maintain an Emergency Communications Plan.

ESF 2. Communication

- Provide trained personnel and equipment.
- Establish and maintain emergency communications with the State Emergency Coordination Center and key agencies in the County and the region.
- Coordinate with other amateur radio emergency groups in the County, i.e., groups that are specific to a city or geographical area.

Recovery

Recovery activities take place **after** an emergency occurs and include actions to return to a normal or an even safer situation following an emergency. Recovery roles and responsibilities for ESF 2 include:

All Tasked Agencies

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.
- Prepare to support recovery operations by identifying community needs.

CCDM

- Compile and keep all documentation collected relating to the management of communication equipment and software.
- Coordinate all after-action activities and implement corrective actions as appropriate. All after-action activities and implement corrective actions as appropriate.

Mitigation

Mitigation activities take place **before and after** an emergency occurs and includes activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Mitigation roles and responsibilities for ESF 2 include:

All Tasked Agencies

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

Appendix C ESF 2 Representative Checklist**Activation and Initial Actions**

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

Initial Operational Periods

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

Final Operational Periods

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

Keys to Success: Information Management

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

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

Keys to Success: Resource Management

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

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

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