

# Clackamas County Emergency Operations Plan



Prepared for:



Clackamas County Emergency Management  
2200 Kaen Road  
Oregon City, OR 97045

Prepared by:



ecology and environment, inc.  
Global Environmental Specialists



**Clackamas County, Oregon**  
**EMERGENCY OPERATIONS PLAN**



**January 2017**

**Prepared for:**

Clackamas County Disaster Management  
2200 Kaen Road  
Oregon City, OR 97045

**Prepared by:**





This document was originally prepared under a grant from the U.S. Department of Homeland Security. Points of view or opinions expressed in this document are those of Clackamas County and do not necessarily represent the official position or policies of the Federal Emergency Management Agency's Grant Programs Directorate or the U.S. Department of Homeland Security.

# Preface

This Emergency Operations Plan is an all-hazard plan that describes how Clackamas County will organize and respond to emergencies and disasters in the community. It is based on, and is compatible with, federal, State of Oregon, and other applicable laws, regulations, plans, and policies, including Presidential Policy Directive 8, the National Response Framework, and Oregon Office of Emergency Management plans.

Response to emergency or disaster conditions in order to maximize the safety of the public and minimize property damage is a primary responsibility of government. It is the goal of the County that responses to such conditions are conducted in the most organized, efficient, and effective manner possible. To aid in accomplishing this goal, the County has, in addition to promulgating this plan, formally adopted the principles of the National Incident Management System, including the Incident Command System and the National Response Framework.

Consisting of a Basic Plan, Emergency Support Function Annexes that complement the federal and State of Oregon Emergency Support Function Annexes, Support Annexes, and Incident Annexes, this Emergency Operations Plan provides a framework for coordinated response and recovery activities during a large-scale emergency. The plan describes how various agencies and organizations in the County will coordinate resources and activities with other federal, State, local, tribal, community- and faith-based organizations, and private-sector partners.

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# Letter of Promulgation

To all Recipients:

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

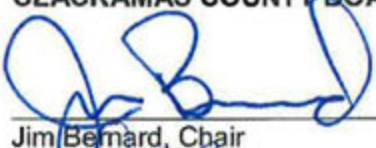
This Emergency Operations Plan is a component of the County's comprehensive approach to emergency management that ensures that the County is prepared to prevent, protect against, mitigate the effects of, respond to, and recover from the hazards and threats that pose the greatest risk to the County.

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

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

DATED this 30<sup>th</sup> day of March, 2017

## CLACKAMAS COUNTY BOARD OF COMMISSIONERS

  
\_\_\_\_\_  
Jim Bernard, Chair

  
\_\_\_\_\_  
Sonya Fischer, Commissioner

  
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Paul Savas, Commissioner

  
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Martha Schrader, Commissioner



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**Plan Distribution List**

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

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

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

Department/Agency	Title/Name
Oregon Military Department, Office of Emergency Management	Operations and Preparedness Section Manager

## Emergency Operations Plan Review Assignments

Unless otherwise stated, the following table identifies agencies responsible for regular review of specific plan sections and annexes to ensure accuracy. Changes will be forwarded to Clackamas County Disaster Management for incorporation into the plan and dissemination of the revised version. This does not preclude other departments and agencies with a vital interest in the plan from providing input to the document; such input is encouraged. It is also encouraged that plan review be performed concurrently with review of other related County emergency plans and procedures to enhance consistency.

Section/Annex	Responsible Party
<b>Basic Plan</b>	Disaster Management
<b>Emergency Support Function Annexes (ESFs)</b>	
<b>ESF 1</b> Transportation	Transportation and Development
<b>ESF 2</b> Communications	Clackamas County Communications Technology Services
<b>ESF 3</b> Public Works	Transportation and Development
<b>ESF 4</b> Firefighting	Fire Defense Board
<b>ESF 5</b> Information and Planning	Disaster Management
<b>ESF 6</b> Mass Care	Health, Housing and Human Services
<b>ESF 7</b> Resource Support	Finance Division Fire Defense Board
<b>ESF 8</b> Health and Medical	Health, Housing and Human Services Medical Examiner
<b>ESF 9</b> Search and Rescue	Clackamas Fire District #1 (urban search and rescue) Sheriff's Office (search and rescue)
<b>ESF 10</b> Hazardous Materials	Fire Defense Board Local Fire Services
<b>ESF 11</b> Food and Water	Public Health Department in cooperation with the American Red Cross
<b>ESF 12</b> Energy	Disaster Management
<b>ESF 13</b> Military Support	Sheriff's Office
<b>ESF 14</b> Public Information	Public and Governmental Affairs
<b>ESF 15</b> Volunteer and Donations Management	Disaster Management Health, Housing, and Human Services
<b>ESF 16</b> Law Enforcement	Sheriff's Office

Section/Annex	Responsible Party
ESF 17 Agriculture and Animal Protection	Health, Housing and Human Services Transportation and Development Oregon State University Extension Office Disaster Management
ESF 18 Business and Industry	Disaster Management Business and Community Services
<b>Support Annexes (SAs)</b>	
SA 1 Evacuation	Disaster Management Sheriff’s Office Fire Defense Board Transportation and Development
SA 2 Behavioral Health	Health, Housing, and Human Services American Red Cross
SA 3 Animals in Disaster	Transportation and Development
SA 4 Public Health	Health, Housing and Human Services
SA 5 Disaster Sheltering	Health, Housing, and Human Services Disaster Management
<b>Incident Annexes (IAs)</b>	
IA 1 Weather Emergencies	Disaster Management Fire Defense Board Sheriff’s Office Transportation and Development Health Housing and Human Services
IA 2 Geologic Emergencies	Disaster Management Transportation and Development Fire Defense Board Health, Housing and Human Services Sheriff’s Office
IA 3 Terrorism (FOUO)	Sheriff’s Office Local Law Enforcement
IA 4 Bull Run Dam	Disaster Management
IA 5 Clackamas River Dams	Sheriff’s Office Clackamas County Disaster Management
IA 6 Scoggins Dam	Sheriff’s Office Disaster Management Transportation and Development

# Table of Contents

**Preface..... iii**

**Letter of Promulgation ..... v**

**Plan Administration..... vii**

**Table of Contents ..... xi**

**List of Tables and Figures..... xiii**

**1 Introduction..... 1-1**

1.1 General ..... 1-1

1.2 Purpose and Scope..... 1-2

1.3 Plan Activation ..... 1-3

1.4 Plan Organization..... 1-3

1.5 Relationship to Other Plans ..... 1-4

1.6 Authorities ..... 1-8

1.7 Emergency Powers ..... 1-10

1.8 Continuity of Government ..... 1-12

1.9 Administration and Logistics ..... 1-13

1.10 Safety of Employees and Family..... 1-16

**2 Situation and Planning Assumptions..... 2-1**

2.1 Situation ..... 2-1

2.2 Assumptions ..... 2-6

**3 Roles and Responsibilities ..... 3-1**

3.1 General ..... 3-1

3.2 Emergency Management Organization..... 3-1

3.3 Local and Regional Response Partners..... 3-18

3.4 State Response Partners ..... 3-19

3.5 Federal Response Partners ..... 3-19

**4 Concept of Operations ..... 4-1**

4.1 General ..... 4-1

4.2 Emergency Management Mission Areas..... 4-1

4.3 Response and Recovery Priorities ..... 4-2

4.4 Incident Management..... 4-3

4.5 Public Information ..... 4-9

**5 Command and Control ..... 5-1**

5.1 General ..... 5-1

Table of Contents

5.2 On-Scene Incident Management..... 5-1

5.3 Emergency Operations Center Support to On-Scene Operations..... 5-1

5.4 Emergency Operations Center..... 5-2

5.5 Department Operating Centers ..... 5-5

5.6 Incident Command System ..... 5-6

**6 Plan Development, Maintenance and Implementation ..... 6-1**

6.1 Plan Review and Maintenance..... 6-1

6.2 Training Program ..... 6-1

6.3 Exercise Program..... 6-2

6.4 Event Critique and After Action Reporting..... 6-3

6.5 Community Outreach and Preparedness Education ..... 6-3

6.6 Funding and Sustainment ..... 6-3

**A Sample Disaster Declaration Forms..... A-1**

**B EOC Action Planning Cycle ..... B-1**

**C References ..... C-1**

**D Acronyms and Glossary..... D-1**

**Emergency Support Function Annexes**

- ESF 1 – Transportation
- ESF 2 – Communications
- ESF 3 – Public Works
- ESF 4 – Firefighting
- ESF 5 – Information and Planning
- ESF 6 – Mass Care
- ESF 7 – Resource Support
- ESF 8 – Health and Medical
- ESF 9 – Search and Rescue
- ESF 10 – Hazardous Materials
- ESF 11 – Food and Water (*Working Draft*)
- ESF 12 – Energy
- ESF 13 – Military Support
- ESF 14 – Public Information
- ESF 15 – Volunteer and Donations Management  
(*Working Draft*)
- ESF 16 – Law Enforcement
- ESF 17 – Agriculture and Animal Protection  
(*Working Draft*)
- ESF 18 – Business and Industry

**Support Annexes**

- SA 1 – Evacuation
- SA 2 – Behavioral Health
- SA 3 – Animals in Disaster
- SA 4 – Public Health (*In Development*)
- SA 5 – Disaster Shelter Plan

**Incident Annexes**

- IA 1 – Weather Emergencies
- IA 2 – Geological Emergencies
- IA 3 – Terrorism  
(*For Internal Use Only*)
- IA 4 – Dam Failure (Bull Run)
- IA 5 – Dam Failure (Clackamas River)
- IA 6 – Dam Failure (Scoggins)

# List of Tables and Figures

## Figures

Figure 2-1	Map of County .....	2-3
Figure 2-2	Core Capabilities List.....	2-5
Figure 4-1	Emergency Management Mission Areas .....	4-2
Figure 4-2	Incident Management in Clackamas County .....	4-4
Figure 5-1	Communication Flow between County Officials/Agencies during Emergencies.....	5-3
Figure 5-2	Primary EOC Location.....	5-3
Figure 5-3	Alternate EOC Location.....	5-4
Figure 5-4	Example of Unified Command for Clackamas County.....	5-7
Figure B-1	Planning “P” .....	B-1

## Tables

Table 1-1	Legal Authorities.....	1-9
Table 1-2	County Lines of Succession .....	1-12
Table 2-1	Community Events .....	2-2
Table 2-2	Threats and Hazards Facing the County .....	2-4
Table 5-1	Comparison of Single Incident Commander and Unified Commander.....	5-7
Table 6-1	Minimum Training Guidelines .....	6-2

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# Basic Plan



# 1 Introduction

*This section establishes the framework within which this Emergency Operations Plan (EOP) exists and how it fits into existing plans. Additionally, the section outlines federal, state, and county emergency management authorities pertaining to the community's roles and responsibilities.*

## 1.1 General

The Clackamas County (County) disaster management mission is to ensure that the County is prepared for a disaster by ensuring coordination of protection, prevention, mitigation, response, and recovery activities that increase the County's capabilities to minimize loss of life and reduce impacts from disasters.

Emergencies are handled effectively in the County every day. These "routine" emergencies are managed by emergency responders as part of their day-to-day responsibilities and are the most common emergency management activities that the County encounters. For the most part, this type of emergency is handled by individual responders or a team of responders who work together regularly to save lives, contain threats, and minimize damage. While the principles described in this EOP can also be applied to these daily responses, the plan is primarily designed to offer guidance for larger or more complex incidents related to a broad spectrum of hazards that exceed the response capability and/or resources of front line responders.

No plan can anticipate all the situations and conditions that may arise during major emergencies or disasters, and on-scene Incident Commanders must have the discretion to act as they see fit based on the specific circumstances of the incident at hand. It is imperative, however, that all jurisdictions and response agencies have a plan that provides general guidance and a common framework for preparing for, responding to, and recovering from major emergencies and disasters. This plan promulgates such a framework within the County that will bring a combination of technical capabilities and resources, plus the judgment and expertise of its emergency response personnel, department directors, and other key stakeholders to bear on any incident. This EOP provides the foundation and guidance for use of National Incident Management System (NIMS) principles necessary to effectively manage incidents within or affecting the County.

No guarantee of a perfect response system is expressed or implied by this plan, its implementing instructions, or procedures. While the County will respond to major emergencies and disasters to the utmost of its ability, it is possible that some natural or technological disasters may overwhelm its resources. While recognizing this possibility, this plan is designed to help the County fulfill its response function to its maximum capacity.

### 1.1.1 Whole Community Planning

The "Whole Community" planning approach is based on the recognition that it takes all aspects of a community to effectively prepare for, protect against, respond to, recover from, and mitigate

## 1. Introduction

against disasters. This includes all emergency management partners, both traditional and nontraditional, such as volunteer-, faith-, and community-based organizations; the private sector; and the public, including survivors of an incident.

Every person who lives or works in the County (including those with disabilities, and access, and functional needs [DAFN]) shares responsibility for minimizing the impact of disasters on the community. These individual responsibilities include hazard awareness, knowledge of appropriate protective actions, taking proactive steps to mitigate the impact of anticipated hazards, and preparations for personal and family safety, as well as the self-sufficiency of neighborhoods. To the greatest extent possible, the County will assist its citizens in carrying out this responsibility by providing preparedness information, as well as emergency public information and critical public services during a disaster. However, a major emergency or disaster is likely to damage the County's critical infrastructure and reduce the workforce available to continue essential government services. Knowledgeable citizens who are prepared to take care of themselves and their families, and to assist neighbors in the early phases of a major emergency or disaster, can make a significant contribution toward survival and community resiliency.

## 1.2 Purpose and Scope

### 1.2.1 Purpose

The primary purpose of the EOP is to outline the County's all-hazard approach to emergency operations to protect the safety, health, and welfare of its citizens throughout all emergency management mission areas. Through this EOP, the County designates NIMS and the Incident Command System (ICS) as the frameworks within which all emergency management activities will be conducted.

### 1.2.2 Scope

This EOP is implemented whenever the County must respond to a major emergency or disaster incident or planned event whose size or complexity is beyond that normally handled by routine operations. Such occurrences may include natural, technological, or human-caused disasters and may impact unincorporated areas of the County, incorporated municipalities, or a combination thereof. This plan is intended to guide the County's emergency operations while complementing and supporting the emergency response plans and procedures of responding agencies, other local governments, special districts, and other public, nonprofit/volunteer, and private-sector entities.

A community's disaster management infrastructure is a complex network of relationships. The EOP establishes roles, responsibilities, and relationships among agencies and organizations involved in emergency operations, thereby facilitating multi-agency and multi-jurisdiction coordination. Using this framework, County departments and agencies that operate under this plan are expected to develop and keep current lines of succession and standard operating procedures (SOPs) that describe how tasks will be performed. Training and equipment necessary for response operations should be maintained by County departments and agencies.

The primary users of this plan are elected officials, department heads and their senior staff members, disaster management staff, coordinating response agencies, and other stakeholders that

## 1. Introduction

support emergency or disaster operations. The general public is also welcome to review non-sensitive parts of this plan to better understand how the County manages emergency operations.

### 1.3 Plan Activation

Once promulgated by the County Board of Commissioners, this EOP is in effect and may be implemented in whole or in part to respond to:

- Incidents in or affecting the unincorporated areas of the County.
- Requests by the governing body of incorporated jurisdictions.
- Health/public health emergencies in or affecting the County.
- Non-routine life-safety issues in or affecting the County.

An emergency declaration is not required in order to implement the EOP or activate the Emergency Operations Center (EOC). Clackamas County Disaster Management (CCDM) may implement the EOP as deemed appropriate for the situation or at the request of an on-scene Incident Commander.

### 1.4 Plan Organization

This County EOP is composed of the four main elements described below.

#### 1.4.1 Basic Plan

The purpose of the Basic Plan is to provide a framework for emergency operations and information regarding the County's disaster management structure. It serves as the primary document outlining roles and responsibilities of elected officials, County departments, and key response partners during an incident. Specifically, the Basic Plan identifies:

- Legal authorities, including the emergency declaration process, activation of mutual aid agreements, and requests for resources and emergency spending powers.
- Hazards and threats facing the community, including planning assumptions based on the County's response capabilities.
- Roles and responsibilities for elected officials, County departments, and key response partners.
- A concept of operations for the County that describes how the County will conduct its emergency operations and coordinate with other agencies and jurisdictions.
- The County's emergency response structure, including activation and operation of the County EOC and implementation of ICS.
- The County's protocols for maintaining and reviewing this EOP, including training, exercises, and public education components.

#### 1.4.2 Emergency Support Function Annexes

The Emergency Support Functions (ESFs) focus on critical tasks, capabilities, and resources provided by emergency response agencies for the County throughout all phases of a major emergency or disaster. In the event of an incident for which the County's capabilities and/or resources are limited or exhausted, each annex clearly defines escalation pathways and procedures for requesting resources and seeking additional support from State of Oregon (State) agencies.

### 1.4.3 Support Annexes

Support Annexes (SAs) describe functions that do not fit within the scope of the 18 ESF annexes described above and identify how the County's departments and agencies, the private sector, volunteer organizations, and nongovernmental organizations coordinate to execute common support functions required during an incident. The actions described in the SAs are not limited to particular types of incidents but rather are overarching in nature and applicable to nearly every type of incident.

### 1.4.4 Incident Annexes

While this EOP has been developed as an all-hazards planning document, some hazards may require unique considerations. To that end, Incident Annexes (IAs) supplement the Basic Plan to identify critical tasks particular to specific natural, technological, and human-caused hazards identified in the County's most current Hazard Identification and Vulnerability Assessment. The IAs identify step-by-step actions for each hazard through the pre-incident, response, and recovery phases of an incident.

## 1.5 Relationship to Other Plans

The County EOC Library contains disaster management plans and protocols referenced in this plan. CCDM administers the County EOC Library.

### 1.5.1 Federal Plans

The following federal plans guide emergency preparedness, response, and recovery at the federal level and provide support and guidance for state and local operations:

- **Presidential Policy Directive 8.** Describes the Nation's approach to preparing for the threats and hazards that pose the greatest risk to the security of the United States.
- **National Preparedness Goal.** Describes the Nation's security and resilience posture through identifying key mission areas and core capabilities that are necessary to deal with great risks, using an integrated, layered, and all-of-Nation approach as its foundation.
- **National Preparedness System.** Provides guidance, programs, processes, and systems that support each component of the National Preparedness System to enable a collaborative, whole community approach to national preparedness that engages individuals, families, communities, private and nonprofit sectors, faith-based organizations, and all levels of government.
- **National Incident Management System.** Provides a consistent nationwide framework and comprehensive approach to enable government at all levels, the private sector, and nongovernmental organizations to work together to prepare for, prevent, respond to, recover from, and mitigate the effects of incidents regardless of their cause, size, location, or complexity.
- **National Response Framework.** Serves as a guide to how State and federal government should conduct all-hazards response. It is built upon a scalable, flexible, and adaptable coordination structure to align key roles and responsibilities across the country. It describes specific authorities and best practices for managing incidents

## 1. Introduction

that range from the serious, but purely local, to large-scale terrorist attacks or catastrophic natural disasters.

- **National Disaster Recovery Framework.** Provides guidance that enables effective recovery support to disaster-impacted states, tribes, and local jurisdictions. It provides a flexible structure that enables disaster recovery managers to operate in a unified and collaborative manner. It also focuses on how best to restore, redevelop, and revitalize the health, social, economic, natural, and environmental fabric of the community and build a more resilient nation.

### 1.5.2 State Plans

The following State plans guide emergency preparedness, response, and recovery at the State level and provide support and guidance for local operations:

- **State Emergency Management Plan.** The State Emergency Management Plan consists of four volumes:
  - **Volume I: Oregon Natural Hazards Mitigation Plan.** Identifies and prioritizes potential actions throughout Oregon that would reduce the State's vulnerability to natural hazards. In addition, the plan satisfies the requirements of the Federal Emergency Management Agency (FEMA) to ensure that Oregon is eligible to receive hazard mitigation and disaster assistance funds from the federal government.
  - **Volume II: State of Oregon Preparedness Plan (in development).** Includes the plans and guidance necessary for the State to prepare for the effects of a disaster including guidance and requirements for the State's training and exercise program.
  - **Volume III: State of Oregon Emergency Operations Plan.** Establishes the procedures by which the State coordinates response to an emergency including processes for resource requests from local and tribal partners, established roles and responsibilities for State agencies, and procedures for activation and operation of the State Emergency Coordination Center (ECC). The plan identifies 18 ESF annexes which serve as the mechanism for response support to local and tribal partners.
  - **Volume IV: State of Oregon Recovery Plan.** Establishes a State Recovery Organization and describes how the State will coordinate short, intermediate, and long-term recovery activities. The plan identifies seven State Recovery Functions that serve as the delivery mechanism for recovery support local and tribal partners.
- **Cascadia Subduction Zone Catastrophic Operations Plan.** Describes the roles and responsibilities of state agencies in addressing emergency response and recovery missions in a coordinated manner with local, tribal, and federal agencies after a catastrophic earthquake and tsunami.
- **State Debris Management Plan.** Provides a framework for State agencies and municipalities to facilitate and coordinate the evaluation, removal, collection, and disposal of debris following a disaster.

## 1. Introduction

- **Mount Hood Coordination Plan.** Outlines how various agencies will coordinate their actions to minimize the loss of life and damage to property before, during, and after hazardous geologic events at the Mount Hood volcano.
- **State Emergency Alert System Plan.** This plan, mandated by the Federal Communications Commission, outlines the organization and implementation of the State of Oregon Emergency Alert System (EAS). It is the guideline for State broadcasters and cable television operators, and State and local entities authorized to use the EAS, to determine the distribution of the President's message, mandated and optional monitoring assignments, and participation by the National Weather Service and local and State emergency agencies.

### 1.5.3 Clackamas County Plans

This County EOP is part of a suite of plans that address various elements of the County's disaster management program. While EOP focuses on response and short-term recovery, other plans address the County's approach to mitigation, continuity, and other aspects of disaster management. These plans work in concert with the County EOP, and are outlined below:

- **Debris Management Plan.** The Debris Management Plan guides the County in coordinating clearance, removal, and disposal of disaster debris.
- **Natural Hazards Mitigation Plan.** The Natural Hazards Mitigation Plan creates a framework for risk-based decision making to reduce deaths and injuries, property damage, and economic impact from future disasters. Mitigation plans form the foundation for a community's long-term strategy to reduce disaster losses and break the cycle of disaster damage, reconstruction, and repeated damage. Hazard mitigation is sustained action taken to reduce or eliminate long-term risk to people and their property from hazards.
- **Public Health Emergency Preparedness Program.** The County Health, Housing, and Human Services Department (H3S) is responsible for developing plans to address how public health personnel plan for, respond to, and recover from all hazards that may impact public health, including communicable disease, pandemic scenarios, chemical incidents, radiological incidents, and bioterrorism. The department maintains guidelines for public health personnel responding to a public health incident in the County.
- **Community Wildfire Protection Plan.** The County's Community Wildfire Protection Plan improves upon historical fire planning efforts by providing a more localized and accurate approach for determining wildfire hazards and implementing best practices for wildfire protection. The plan balances wildfire protection with sustainable ecological management and economic activities throughout Clackamas County. A copy of the plan is available in the County EOC Library and at (<http://www.co.clackamas.or.us/emergency/ccwpp.html>).
- **Continuity of Operations (COOP) Plan.** The Clackamas County Continuity of Operations Plan identifies mission-essential functions of each department, division and office of County government, and the means by which these services will be maintained during major emergencies and disasters. The plan addresses:
  - 24-hour contact information
  - Mission essential functions



## 1. Introduction

- COOP teams
- Orders of succession
- Delegations of authority
- Primary and alternate facilities
- Communications
- Security, access, and evacuation
- Hazards/risk assessment
- Vital records/resources
- Alert notification procedures
- Go kits
- Test, training and exercise/plan maintenance
- References/authorities

### 1.5.4 City Plans

Pursuant to Oregon Revised Statutes (ORS) 401.305, each city in Clackamas County “may” establish an emergency management agency and implement a program similar to that of the County.

City officials have primary responsibility for the safety and welfare of their citizens and maintain oversight of resources and operations within their jurisdictions. Cities are encouraged to coordinate their emergency planning and response operations with the County. All cities use NIMS/ICS to manage incidents. Cities are requested to provide a copy of their current EOPs for inclusion in the County EOC Library.

The following cities within the County have developed EOPs intended to complement the County’s EOP:

- Canby
- Estacada
- Gladstone
- Happy Valley
- Lake Oswego
- Milwaukie
- Oregon City
- Sandy
- West Linn

### 1.5.5 Support Agency Plans

The County is supported by a number of partner agencies. To the greatest extent possible, the County encourages support agencies to design their plans to complement the County EOP, and the County will seek to engage support agencies in the EOP update process to ensure appropriate linkages.

### 1.5.6 Regional Emergency Plans

The Regional Disaster Preparedness Organization (RDPO) is a regional preparedness program created to improve all-hazards incident planning, prevention, response, and recovery in a five-county area (Clackamas, Columbia, Multnomah, and Washington Counties in Oregon and Clark County, Washington). Regional plans are maintained in the County EOC Library.

The County is a partner in a number of regional planning efforts, including:

- Disaster Debris Planning Project
- Regional Multi-Agency Coordination System and Concept of Operations Plan
- Access and Functional Needs Plan Assessment
- Threat and Hazard Identification and Risk Assessment (THIRA)

## 1.6 Authorities

### 1.6.1 Legal Authorities

In the context of this EOP, a major emergency or disaster is characterized as an incident requiring the coordinated response of all government levels to save the lives and protect the property of a large portion of the population. This plan is issued in accordance with, and under the provisions of, ORS, Chapter 401, which establishes the authority for the County to establish an Emergency Management Organization (EMO) and appoint a CCDM Director who will be responsible for the organization, administration and operation of the EMO.

The County EMO will, at a minimum:

- Coordinate planning activities necessary to prepare and maintain the County EOP.
- Manage and maintain the County EOC from which County officials can coordinate emergency and disaster response activities.
- Establish an Incident Command structure for management of incidents by all local emergency service agencies.
- Coordinate with County and State agencies to integrate effective practices in emergency preparedness and response in a manner consistent with NIMS.

Through promulgation of this plan, CCDM has been identified as the lead agency in the EMO. The CCDM Director has authority and responsibility for the organization, administration, and operations of the EMO. The CCDM Director may delegate any of these activities to designees, as appropriate.

The County EMO is consistent with NIMS, and procedures supporting NIMS implementation and training for the County will be developed and formalized by the CCDM Director.

Table 1-1 sets forth the federal, State, and local legal authorities upon which the organizational and operational concepts of this EOP are based.

<b>Table 1-1 Legal Authorities</b>	
<b>Federal</b>	
–	Federal Emergency Management Agency (FEMA) Policy <ul style="list-style-type: none"> <li>○ Crisis Response and Disaster Resilience 2030 (January 2012)</li> <li>○ FDOC 104-008-1: A Whole Community Approach to Emergency Management (December 2011)</li> <li>○ FEMA Administrator’s Intent (2015-2019)</li> <li>○ FEMA Incident Management and Support Keystone (January 2011)</li> <li>○ FEMA Publication: 1 The Federal Emergency Management Agency (November 2010)</li> <li>○ FEMA Strategic Plan 2011-2014</li> <li>○ National Disaster Housing Strategy (January 2009)</li> <li>○ National Disaster Recovery Framework (September 2011)</li> <li>○ National Incident Management System (December 2008)</li> <li>○ National Preparedness Goal (September 2011)</li> <li>○ National Response Framework (January 2008)</li> </ul>
–	Executive Order 13347, July 2004, Individuals with Disabilities in Emergency Preparedness
–	Homeland Security Presidential Directive 5: Management of Domestic Incidents (2003)
–	Pet Evacuation and Transportation Standards Act of 2006, Public Law 109-308, 2006
–	Presidential Policy Directive 8: National Preparedness (2008)
–	Public Law 107-296 The Homeland Security Act of 2002
–	Public Law 109-295 The Post-Katrina Emergency Management Reform Act (2007)
–	Public Law 93-288 Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended (last amended April 2013)
<b>State</b>	
–	Oregon Administrative Rules Chapter 104 Oregon Military Department, Office of Emergency Management
–	Oregon Revised Statutes (ORS) 279B.080 Emergency Procurements
–	ORS 294.481 Authorization to Receive Grants or Borrow or Expend Moneys to Respond to Public Emergency
–	ORS 401 Emergency Management and Services
–	ORS 402 Emergency Mutual Assistance Agreements
–	ORS 403 Public Safety Communications System
–	ORS 404 Search and Rescue
–	ORS 431 State and Local Administration and Enforcement of Health Laws
–	ORS 433 Disease and Condition Control; Mass Gatherings; Indoor Air
–	ORS 476 State Fire Marshal; Protection From Fire Generally
–	ORS 477 Fire Protection of Forests and Vegetation
–	State of Oregon Emergency Operations Plan
<b>County</b>	
–	Code Section 6.03 Emergency Regulations
–	Resolution 2005-26, February 2005 – Adoption of NIMS/ICS
–	Board Order #2008-154, September 2008 – Local Public Health Administrator designation

### 1.6.2 Mutual Aid and Intergovernmental Agreements

State law (ORS 402.010 and 402.015) authorizes local governments to enter into Cooperative Assistance Agreements with public and private agencies in accordance with their needs (e.g., the Omnibus Mutual Aid Agreement). Personnel, equipment, supplies, and services may be used by a requesting agency if the granting agency cooperates and extends such services. However, without a mutual aid pact, both parties must be aware that State statutes do not provide umbrella

## 1. Introduction

protection, except in the case of fire suppression pursuant to ORS 476 (the Oregon State Emergency Conflagration Act).

Mutual aid establishes a network among agencies to share critical emergency resources. The agreements prescribe procedures for requesting and responding in a timely and efficient manner. Resources include equipment, supplies, personnel, and services. The County is a signatory party to multiple mutual aid agreements. Two prominent agreements are:

- Inter-County mutual aid agreement
- Intra-County emergency resource sharing with cities and special districts

Copies of existing agreements can be accessed through CCDM. During a major emergency or disaster situation, a local declaration may be necessary to activate these agreements and allocate appropriate resources.

*A list of existing mutual aid agreements are maintained separately and are available through the CCDM.*

## 1.7 Emergency Powers

### 1.7.1 General

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.
- 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 Attorney should review and advise County Officials on possible liabilities arising from disaster operations, including the exercising of any or all of the above powers.

### 1.7.2 County 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.

## 1. Introduction

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.

### 1.7.2.1 Conditions for Declaration

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

- Centralizing control of county assets under the Chair; 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.

### 1.7.2.2 Content of Declaration

The following information will be included in the draft declaration prepared for presentation to the BCC (*see Appendix A for a sample disaster declaration forms*):

- 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.

### 1.7.2.3 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 community requests 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.

1. Introduction

**1.7.2.4 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.

**1.7.3 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 EMO 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.

**1.7.4 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.

**1.8 Continuity of Government**

**1.8.1 Lines of Succession**

Table 1-2 presents the policy and operational lines of succession during a major emergency or disaster for the County. Order of succession guidelines for emergency coordination and emergency policy and governance are kept within the vital records packet at the EOC.

<b>Table 1-2 County Lines of Succession</b>	
<b>Emergency Coordination</b>	<b>Emergency Policy and Governance</b>
1. County Administrator	1. Chair of the BCC
2. CCDM Director	2. Vice-Chair of the BCC
3. CCDM Administrative Services Manager	3. Remaining Board Members (in order of seniority)
	4. County Administrator, or designee

Each County department is responsible for pre-identifying lines of succession in management’s absence within the department’s COOP plan. All employees must be trained on the protocols and contingency plans required to maintain leadership within the department. CCDM will provide guidance and direction to department heads to maintain continuity of government and operations during an emergency. Individual department heads within the County are responsible for

## 1. Introduction

implementing their respective COOP plans and procedures to ensure continued delivery of vital services during an emergency.

### 1.8.2 Preservation of Vital Records

The County has included vital records/resources in its Continuity of Government (COG) plan. The COG plan contains records essential to executing emergency functions including this EOP, emergency operating records essential to the continued function of the County EMO, 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 agency'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 agency 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.

## 1.9 Administration and Logistics

### 1.9.1 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 CCDM Director to the Director of OEM 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. *See ESF 7 – Resource Support for more information.*

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 CCDM. The County EMO processes subsequent assistance requests to the State.

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.

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**1. Introduction****1.9.1.1 Conflagration**

In the case of emergencies involving fires threatening life and structures, the Emergency Conflagration Act (ORS 476.510) can be invoked by the Governor through the Oregon Office of State Fire Marshal. This act allows the State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations.

When, in the judgment of the local Fire Chiefs or County Fire Defense Board Chief, an emergency is beyond the control of the local fire suppression resources, including primary mutual aid, the Fire Defense Board Chief shall report the conditions of the emergency to the State Fire Marshal Office and/or request mobilization of support for the department and/or district. After verifying the need for mobilized support, the State Fire Marshal shall, if appropriate, request authorization from the governor to invoke the Emergency Conflagration Act.

The local Fire Chief is responsible for:

- Contacting the Fire Defense Board Chief to request that the Conflagration Act be invoked.
- Participating in an incident conference call.
- Providing local geographic information system (GIS) capabilities or maps.
- Working with the Incident Management Team (IMT) to locate a base camp.
- Maintaining communications with the IMT throughout the deployment to assist with emergency management and other local issues.

The Fire Defense Board Chief is responsible for:

- Notifying the State Fire Marshal via the Oregon Emergency Response System.
- Providing the following information to the Oregon State Fire Marshal Duty Officer or Chief Deputy:
  - Incident name
  - Contact information
  - Type and location of incident
  - Situation description
  - Confirmation that local and mutual aid resources are depleted.
  - Incident Commander information
  - Weather information
  - What resources are being requested
- Participating in incident conference calls.

Requests for conflagration should be made when a significant threat exists, e.g.:

- Life threatening situations (firefighter or public safety)
  - Evacuations currently taking place
  - Advisory evacuations
  - Evacuation plans in place
  - Road, highway, or freeway closure
- Real property threatened
  - Number of structures, commercial, and/or residents



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## 1. Introduction

- Number of subdivisions
- Population affected
- Historical significant cultural resources
- Natural resources, such as crops, grazing, timber, watershed
- Critical infrastructure, such as major power lines
- High damage potential
  - Long-term or short-term damage potential
  - Plausible impacts on community
  - Fuel type; fire size and growth potential
  - Political situations
  - Severity, extreme behavior, and fuel conditions

*Source: 2013 Fire Service Mobilization Plan*

### 1.9.2 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.

Financial activities related to recovery include the development of Initial and Preliminary Damage Assessment (IDA/PDA) reports necessary to pursue federal aid. Two prominent programs include:

- **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.
- **Disaster 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.

### 1.9.3 Legal Support and Liability Issues

Legal support for the County's disaster management organization is provided by the County Office of County Counsel.

## 1. Introduction

Liability issues and potential concerns among government agencies, private entities, and other response partners and across jurisdictions are addressed in existing mutual aid agreements and other formal memoranda established for the County and its surrounding areas.

### 1.9.4 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 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 and damage assessment reports
- Incident Command 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.

### 1.10 Safety of Employees and Family

All department heads or designees are responsible for the safety of employees. Employees should attempt to contact their supervisors and managers as soon as possible following an incident. The 9-1-1 service should only be utilized if emergency assistance is needed. Agencies and departments will implement their respective COOP plans to establish alternate facilities and staff locations as needed. Notification procedures for employee duty assignments will follow required procedures established by each agency and department.

In addition to COOP call trees, the countywide Employee Wellbeing Check-in (EWC) will be activated. This process allows employees to self-report status and availability via an external website, telephone number, and email. The process was developed in an effort to augment COOP call trees, which will be difficult to manage during a major emergency or disaster.

Maintaining a resilient workforce is essential to providing overall response and recovery activities. Personnel should be provided with appropriate resources and hazard information to protect themselves and their families, suitable to hazard conditions. Safety precautions and personal protective equipment will be specific to the type of incident and may require just-in-time training among the first responder community and other support staff to implement appropriate procedures.

While all County departments and employees are expected to contribute to the emergency response and recovery efforts of the community, employees' first responsibility is to their own and their families' safety. Each employee is encouraged to develop family emergency plans to facilitate family safety and self-sufficiency, which in turn will enable employees to assume their responsibilities to the County and its citizens as rapidly as possible. CCDM offers Clackamas County employees annual training on personal preparedness. *See County Employee Policy and Practice (EPP) #55.*

# 2

## Situation and Planning Assumptions

*This section of the EOP builds on the scope of discussion in Section 1 by profiling the County's risk environment, identifying specific planning considerations, and describing the predicate assumptions underlying this plan. This section ensures that, while taking an all-hazards approach to emergency management, the plan is tailored to the unique risks faced by the County.*

### 2.1 Situation

Clackamas County is exposed to many hazards that have the potential to disrupt the community, cause damage, and create casualties. Natural hazards to which the County may be exposed include droughts, floods, wildfires, winter storms, heatwaves, earthquakes, and volcanoes. The threat of technological and human-caused chemical, biological, radiological, nuclear, or explosive incidents is present as well. Other disaster situations could develop from hazardous material accidents, health-related incidents, conflagrations, major transportation accidents, or acts of terrorism.

#### 2.1.1 Community Profile

Clackamas County is one of the most rapidly growing counties in the state with an estimated population of more than 375,000 (2010 Census). It is the third most populous county in Oregon, trailing only Multnomah and Washington Counties, both of which border Clackamas County.

The County encompasses an area of 1,879 square miles, with one-eighth of the land area incorporated and the remainder unincorporated or publicly owned. Elevations range from a low of 55 feet on the shores of the Willamette River in Oregon City to a high of 11,235 feet at the peak of Mt. Hood. Major rivers include the Willamette, Clackamas, and Sandy.

Approximately one-half of the County's population lives in unincorporated areas, with the other half residing in the 15 incorporated communities of Barlow, Canby, Estacada, Gladstone, Happy Valley, Johnson City, Lake Oswego, Milwaukie, Molalla, Oregon City, Rivergrove, Sandy, Tualatin, West Linn, and Wilsonville.

An extensive transportation network links the County to the Portland metropolitan area and the greater Pacific Northwest. The County's 1,436-mile road system includes 276 urban road miles, 1,160 rural road miles, and 158 bridges. The County is bisected north to south by Interstate 205, while U. S. Highway 26 is the major east-west route. Interstate 5 passes through the western edge of the County, and a railroad line travels north and south, carrying both passengers and freight. Urban Clackamas County is served by a regional transit system (Tri-Met) and various city contracted bus systems.

Clackamas County is governed by the BCC, composed of five commissioners elected to four year terms. The County Administrator is the chief administrative officer of the County and reports directly to the BCC. Thirteen departments are headed by appointed officials

**2. Situation and Assumptions**

administratively aligned under the Administrator, with six other departments headed by elected officials (Assessor, Clerk, District Attorney, Justice of the Peace, Sheriff, and Treasurer). Most County government offices are located in the Red Soils complex on Beaver Creek Road in the County seat of Oregon City.

The Clackamas County Sheriff’s Office (CCSO) is the lead law enforcement agency in the County and provides contract services for the cities of Happy Valley and Wilsonville. The following cities have their own municipal police departments: Canby, Gladstone, Lake Oswego, Milwaukie, Molalla, Oregon City, Sandy, and West Linn. Estacada contracts with Sandy for law enforcement services.

The Clackamas County Fire Defense Board is composed of 11 fire districts and two fire departments that serve the County, providing firefighting, emergency medical services (EMS), search and rescue and fire prevention services. The fire districts are Aurora, Canby, Clackamas Fire District #1, Colton, Estacada, Hoodland, Molalla, Monitor, Sandy, Silverton, and Tualatin Valley Fire & Rescue, with the cities of Gladstone and Lake Oswego served by city fire departments.

Ambulance transport services for most of the County are provided by American Medical Response by contract with the County. Canby Fire District and Molalla Fire District provide ambulance services in the two remaining Ambulance Service Areas.

Clackamas County Communications (C-COM) serves as the primary Public Safety Answering Point for the County and works closely with Lake Oswego Communications (LOCOM) and Washington County Consolidated Communications Agency (WCCCA) to dispatch responders to incidents in Clackamas County.

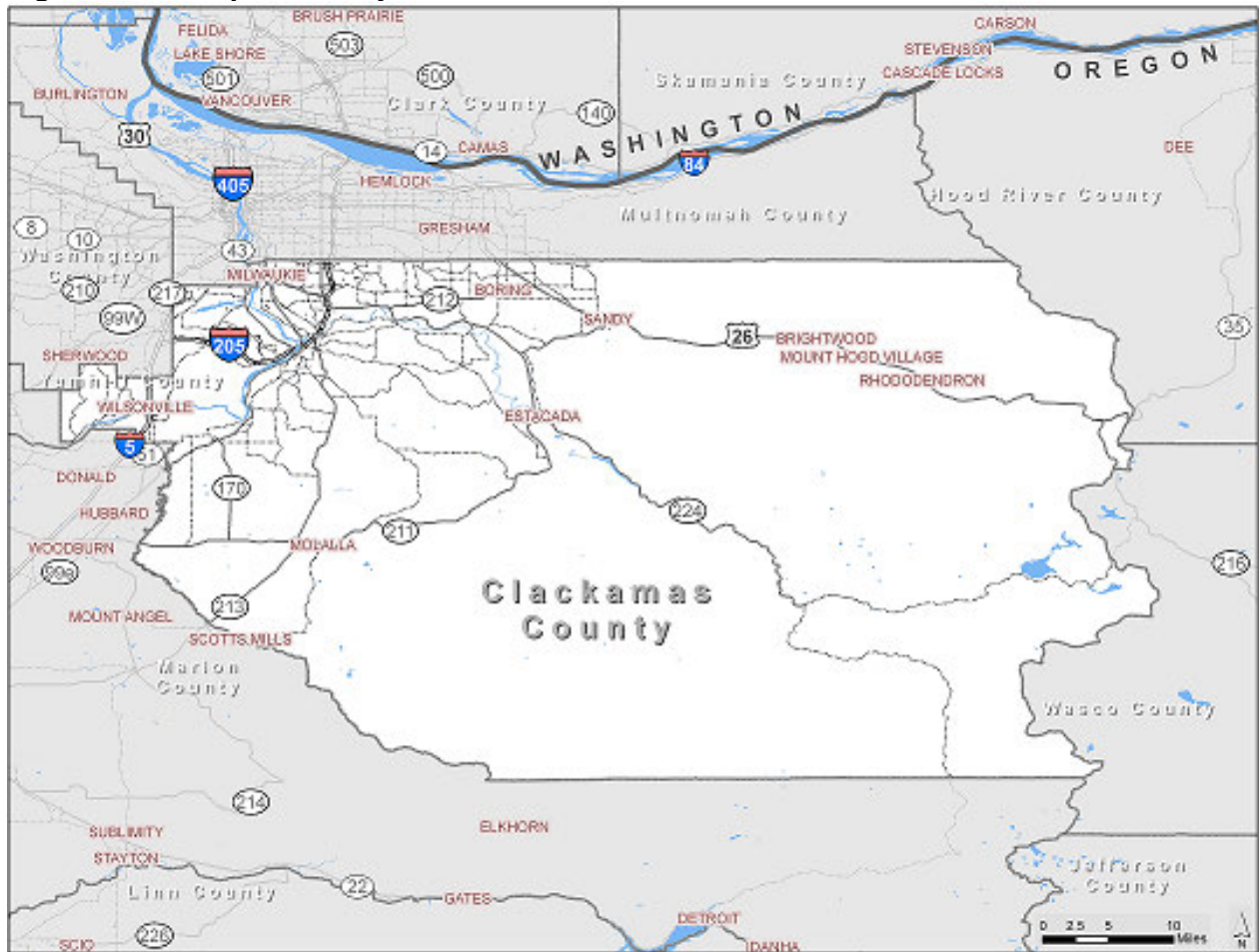
**2.1.1.6 Community Events**

Routine and recurrent events may warrant the implementation of the EOP. In addition, these events, which bring large groups of people together, have the potential to coincide with natural hazards. The County events outlined in Table 2-1 may require considerations in pre-planning for an emergency.

<b>Event Name</b>	<b>Date</b>	<b>Description</b>
County Fair and Rodeo	August	Fair and rodeo, also includes a parade.
Molalla Buckaroo	July	Rodeo

2. Situation and Assumptions

Figure 2-1 Map of County



**2.1.2 Threat/Hazard Identification and Core Capabilities Assessment**

The County participates in the annual five-county Portland Urban Area THIRA update, which helps develop a shared understanding of risks, sets regional performance outcomes and targets, and identifies resource requirements aligned with the National Preparedness Goal’s 32 Core Capabilities, as outlined in Figure 2-2.

Table 2-2 lists the threats and hazards facing the County:

2. Situation and Assumptions

Table 2-2 Threats and Hazards Facing the County		
Natural	Technological	Human-Caused
<ul style="list-style-type: none"> <li>• Earthquake</li> <li>• Animal Disease</li> <li>• Drought</li> <li>• Flood</li> <li>• Invasive Species</li> <li>• Pandemic – Human</li> <li>• Severe Storm/High Winds</li> <li>• Sinkhole/Landslide/ Expansive Soils</li> <li>• Tornado</li> <li>• Tsunami</li> <li>• Volcanic Eruption</li> <li>• Wildfire</li> <li>• Winter Storm/Ice Storm</li> </ul>	<ul style="list-style-type: none"> <li>• Dam Failure</li> <li>• Levee Failure</li> <li>• Fuel Shortage</li> <li>• Hazmat Release – Chemical</li> <li>• Hazmat Release – Radiological</li> <li>• Transportation Accident <i>(major regional impact, e.g., airport or highway damaged)</i></li> <li>• Urban Conflagration</li> <li>• Utility Interruption</li> <li>• Water Contamination</li> </ul>	<ul style="list-style-type: none"> <li>• Explosive Devices (Multiple Improvised Explosive Device Attack)</li> <li>• Cyber Attack</li> <li>• Active Shooter</li> <li>• Biological Attack</li> <li>• Civil Disturbance</li> <li>• Food/Water Contamination</li> </ul>

For more information see the County Natural Hazard Mitigation Plan and 2015 Portland Urban-Area THIRA (<https://www.portlandoregon.gov/rdpo/article/562091>)

2. Situation and Assumptions

The graphic below shows the 32 Core Capabilities as outlined by the National Preparedness Goal:

Figure 2-2 Core Capabilities List

PREVENTION	PROTECTION	MITIGATION	RESPONSE	RECOVERY
Planning				
Public Information and Warning				
Operational Coordination				
Intelligence and Information Sharing		Community Resilience	Infrastructure Systems	
Interdiction and Disruption		Long-Term Vulnerability Reduction	Critical Transportation	Economic Recovery
Screening, Search and Detection		Risk and Disaster Resilience Assessment	Environmental Response/Health and Safety	Health and Social Services
Forensics and Attribution	Access Control and Identity Verification	Threats and Hazard Identification	Fatality Management Services	Housing
	Cybersecurity		Fire Management and Suppression	Infrastructure Systems
	Physical Protective Measures		Mass Care Services	Natural and Cultural Resources
	Risk Management for Protection Programs and Activities		Mass Search and Rescue Operations	
	Supply Chain Integrity and Security		On-Scene Security and Protection	
			Operational Communications	
			Public Health, Healthcare, and Emergency Medical Services	
			Situational Assessment	

2.1.5 Protection of Critical Infrastructure and Key Resources

Critical Infrastructure and Key Resources (CIKR) support the delivery of critical and essential services that help ensure the security, health, and economic vitality of the County. CIKR includes the assets, systems, networks, and functions that provide vital services to cities, states, regions, and, sometimes, the nation, disruption to which could significantly impact vital services, produce cascading effects, and result in large-scale human suffering, property destruction, economic loss, and damage to public confidence and morale.

## 2. Situation and Assumptions

Key facilities that should be considered in infrastructure protection planning include:

- Structures or facilities that produce, use, or store highly volatile, flammable, explosive, toxic, and/or water-reactive materials.
- Government facilities, such as departments, agencies, and administrative offices.
- Hospitals, nursing homes, and housing likely to contain occupants who may not be sufficiently mobile to avoid death or injury during a hazard event.
- Police stations, fire stations, vehicle and equipment storage facilities, and EOCs that are needed for disaster response before, during, and after hazard events.
- Public and private utilities and infrastructure that are vital to maintaining or restoring normal services to areas damaged by hazard events
- Communications and cyber systems, assets, and networks such as secure County servers and fiber optic communications lines.

### 2.2 Assumptions

This EOP is based on the following assumptions and limitations:

- Essential County services will be maintained as long as conditions permit.
- A major emergency or disaster will require prompt and effective response and recovery operations by County emergency services, disaster relief, volunteer organizations, and the private sector.
- All emergency response staff are trained and experienced in operating under the NIMS/ICS protocol.
- Each responding County agency will utilize existing directives and procedures in responding to major emergencies and disasters.
- Environmental, technological, and civil emergencies may be of a magnitude and severity that require State and federal assistance.
- Considering shortages of time, space, equipment, supplies, and personnel during a catastrophic disaster, self-sufficiency will be necessary for the first hours or days following the event.
- Local emergency planning efforts focus on accommodating residents while preparing for changes in population trends throughout the year. However, significant increases to the local population may introduce challenges in meeting the needs of non-residents and other travelers during a major emergency or disaster.
- All or part of the County may be affected by environmental and technological emergencies.
- The United States Department of Homeland Security provides information about terrorist threats across the United States and identifies possible targets.
- A terrorist-related incident or attack may occur without warning. If such an attack occurs, the County could be subject to radioactive fallout or other hazard related to weapons of mass destruction. In accordance with national nuclear civil protection policy, two options have been developed to counteract such a threat: population protection and shelter-in-place programs.



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## 2. Situation and Assumptions

- Outside assistance will be available in most major emergency/disaster situations that affect the County. Although this plan defines procedures for coordinating such assistance, it is essential for the County to be prepared to carry out disaster response and short-term actions on an independent basis.
- Control over County resources will remain at the County level even though the Governor has the legal authority to assume control in a State-declared emergency.
- County communication and work centers may be destroyed or rendered inoperable during a disaster. Normal operations can be disrupted during a general emergency; however, the County can still operate effectively if public officials, first responders, employees, volunteers, and residents are:
  - Familiar with established policies and procedures
  - Assigned pre-designated tasks
  - Provided with assembly instructions
  - Formally trained in the duties, roles, and responsibilities required of them during emergency operations.
- County COOP plans provide the framework and necessary information, resources, and tools to enable County departments to continue to function despite disruptions to normal operations.

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2. Situation and Assumptions

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# 3

## Roles and Responsibilities

*Agencies within the community have varying day-to-day operations and will continue to do so during emergency operations. This section assigns responsibilities specific to a disaster or emergency situation to specific departments and agencies.*

### 3.1 General

County agencies and response partners may have various roles and responsibilities throughout a major emergency or disaster's duration. Therefore, it is particularly important that the local command structure be established to support response and recovery efforts and maintain a significant amount of flexibility to expand and contract as the situation changes. Typical duties and roles may also vary depending on the incident's size and severity of impacts, as well as the availability of local resources. Thus, it is imperative to develop and maintain depth of qualified staff within the command structure and response community.

The CCDM Director is responsible for disaster management planning and operations for the area of the County lying outside the limits of the incorporated municipalities. The Executive Group (pursuant to City charter or ordinance) of each incorporated City is responsible for emergency management planning and operations for that jurisdiction.

Most County departments have emergency functions that are similar to their normal duties. Each department is responsible for developing and maintaining its own procedures for carrying out these functions during an emergency. Specific responsibilities are outlined below, as well as in individual annexes.

### 3.2 Emergency Management Organization

For the purposes of this plan, the County's disaster management structure will be referred to generally as the County EMO. Roles and responsibilities of individual staff and agencies are described throughout this plan to further clarify the County's disaster management structure.

The CCDM Director may, depending on the size or type of incident, delegate the authority to lead response and recovery actions to other County staff. Additionally, some authority to act in a major emergency or disaster may already be delegated by ordinance or by practice. As a result, the organizational structure for the County's disaster management program can vary depending upon the location, size, and impact of the incident. The EMO for the County is divided into two general groups, organized by function—the Executive Group and Emergency Response Agencies.

#### 3.2.1 Executive Group

The Executive Group for the County is composed of members with emergency legal authorities and subject matter expertise. This is an informal and flexible grouping of senior public officials. Members include the BCC Chair, County Administrator, Sheriff or designee, Fire Defense Board Chief or designee, CCDM Director or designee, County Counsel, County Public and

### 3. Roles and Responsibilities

Government Affairs Director, County Risk Manager, key impacted stakeholders, and subject matter experts as deemed appropriate by the core group.

The purpose of the group is to provide direction for high-level policy issues. EOC Command elevates policy issues to the Executive Group, including, but not limited to:

- Policy-level decisions, including fiscal authorizations, presented for consideration.
- Coordination with other executive authorities which may include regional stakeholders.
- High-level conflict resolution.
- Strategic policy and direction for resumption of normal County operations and community recovery priorities.

The Executive Group is apprised of situations and major operations but is not directly engaged in tactical response operations. Meetings of the Executive Group are convened when the County Administrator, CCDM Director or EOC Command requests that the group assemble.

Key general responsibilities of the Executive Group include:

- Establishing strong working relationships with local jurisdictional leaders and core private-sector organizations, voluntary organizations, and community partners.
- Leading and encouraging local leaders to focus on preparedness by participating in planning, training, and exercises.
- Supporting staff participation in local preparedness, response, recovery, and mitigation efforts within the jurisdiction, including the private sector, as appropriate.
- Understanding and implementing laws and regulations that support emergency management and response.
- Ensuring that local emergency plans take into account the needs of the whole community:
  - The jurisdiction, including persons, property, and structures
  - DAFN populations, including unaccompanied children and those with service animals
  - Individuals with household pets
- Leading and encouraging all citizens (including DAFN populations) to take preparedness actions.
- Encouraging residents to participate in volunteer organizations and training courses.

#### 3.2.1.1 Board of Commissioners

The ultimate responsibility for policy, budget, and political direction for the County government is borne by the BCC. During emergencies, this responsibility includes encouraging citizen involvement and citizen assistance, issuing policy statements as needed to support actions and activities of recovery and response efforts, and providing the political contact needed for visiting State and federal officials. Additionally, the BCC will provide elected liaison with the community and other jurisdictions. In the event that declaration of emergency is needed, the County will initiate and terminate the state of emergency through a declaration by the BCC.

### 3. Roles and Responsibilities

General responsibilities of the BCC include:

- Establishing emergency management authority by County resolution.
- Adopting an EOP and other emergency management–related resolutions.
- Declaring a state of emergency and providing support to the on-scene Incident Commander in requesting assistance through the County.
- Acting as liaison to the community during activation of the EOC.
- Acting on emergency funding needs.
- Attending Public Information Officer (PIO) briefings.

#### 3.2.1.2 County Administrator

The County Administrator is responsible for COG, overall direction of County Administrator emergency operations, and dissemination of public information, including the following tasks:

- Ensuring that all departments develop, maintain, and exercise their respective service annexes to this plan.
- Supporting the overall preparedness program in terms of its budgetary and organizational requirements.
- Implementing the policies and decisions of the governing body.
- Ensuring that plans are in place to protect, preserve, and recover County records.

#### 3.2.1.3 Clackamas County Disaster Management Director

The CCDM Director has the day-to-day authority and responsibility for overseeing disaster management programs and activities. The CCDM Director works with the Executive Group to ensure that there are unified objectives with regard to the County’s emergency plans and activities, including coordinating all aspects of the County’s capabilities. The CCDM Director coordinates all components of the local disaster management program, including assessing the availability and readiness of local resources most likely required during an incident and identifying and correcting any shortfalls. In particular, the CCDM Director is responsible for:

- Serving as staff advisor to the BCC and County Administrator for emergency matters.
- Coordinating the planning and general preparedness activities of the government and maintenance of this plan.
- Analyzing the emergency skills required and arranging the training necessary to provide those skills.
- Preparing and maintaining a resource inventory (including material resources as well as emergency call-down lists).
- Ensuring the operational capability of the County EOC.
- Activating the County EOC.
- Keeping the governing body apprised of the County’s preparedness status and anticipated needs.
- Serving as day-to-day liaison between the County and OEM.
- Maintaining liaison with organized emergency volunteer groups and private agencies.

#### 3.2.1.4 County Department Heads

Department and agency heads collaborate with the Executive Group during development of local emergency plans and provide key response resources. County department and agency heads and

### 3. Roles and Responsibilities

their staffs develop, plan, and train to learn internal policies and procedures for meeting response and recovery needs safely. They also make staff available to participate in interagency training and exercise to develop and maintain the necessary capabilities, as well as clearly reinforce preparedness expectations. Department and agency heads not assigned a specific function in this plan will be prepared to make their resources available for emergency duty at the direction of the County Administrator.

#### 3.2.2 Responsibilities of All Departments

Individual departments are an integral part of the disaster organization. While some departments' staff comprises emergency response personnel, the majority of County departments focus on supporting emergency response personnel and/or the continuity of services they provide to the public.

All County departments are responsible for:

- Supporting EOC operations to ensure that the County is providing for the safety and protection of the residents it serves.
- Ensuring that the following information is in their COOP plan:
  - Establishing, in writing, an ongoing line of succession and/or delegation of authority for each department; this document must be made known to department employees, and a copy must be filed with the County Administrator.
  - Developing alert and notification procedures for department personnel.
- Developing guidelines to implement assigned duties specified by this plan.
- Tracking incident-related costs incurred by the department, in coordination with the EOC Finance Section if activated, and submitting expenditure reports in accordance with financial management practices. Incident-related costs may occur during response or recovery phases and may include personnel overtime, equipment used/expended, and contracts initiated.
- Ensuring that vehicles and other equipment are equipped and ready, in accordance with standard SOPs.
- Notifying the CCDM Director of resource shortfalls.
- Identifying essential functions and developing procedures for maintaining and/or reestablishing services provided to the public and other County departments.
- Assigning personnel to the EOC, as charged by this plan.
- Developing and implementing procedures for protecting vital records, materials, and facilities.
- Promoting family preparedness among employees.
- Ensuring that staff complete required training (including required NIMS and ICS training).
- Dedicating staff time for participation in training exercises.
- Preparing and maintaining supporting SOPs and annexes (including incorporation of NIMS components, principles, and policies).

### 3. Roles and Responsibilities

#### 3.2.3 Responsibilities by Function

This section includes services required for an effective disaster management program, of which response is a key element. These agencies include fire departments/districts, law enforcement, EMS providers, and public health, environmental health, and public works departments.

Departments or agencies assigned as primary may only be responsible for coordinating with other primary or supporting agencies to ensure continuity.

- **Primary County Agency(s):** Identify lead agencies for emergency functions based on the agency's coordinating 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 coordinate with supporting agencies.
- **Supporting County Agency(s):** Identify agencies with substantial support roles during major incidents.
- **Community Partners:** Identify nongovernmental organizations and private sector businesses that may be available to provide support during major incidents.

##### 3.2.3.1 Transportation

**Primary County Agency(s):** Department of Transportation and Development (DTD)

**Supporting County Agency(s):** None at this time.

**Community Partners:** Local Public Works Agencies

**Primary State Agency:** ODOT

**Primary Federal Agency:** Department of Transportation

Transportation-related responsibilities include:

- Monitoring and reporting the status of and any damage to the County's transportation system and infrastructure.
- Identifying temporary alternative transportation solutions that can be implemented by others when County systems or infrastructure are damaged, unavailable, or overwhelmed.
- Coordinating the restoration and recovery of County transportation systems and infrastructure, including maintaining infrastructure to reduce additional damage (e.g., keep culverts cleared of debris).
- Coordinating support of emergency operations activities among transportation stakeholders within the County's authority and resource limitations.

*See ESF 1 – Transportation for more details.*

## 3. Roles and Responsibilities

## 3.2.3.2 Communications

**Primary County Agency(s):** CCDM, C-COM, LOCOM

**Supporting County Agency(s):** CCSO

**Community Partners:** Clackamas Amateur Radio Emergency Services (CARES)

**Primary State Agency:** Department of Administrative Services

**Primary Federal Agency:** Department of Homeland Security

**Alert and Warning**

Responsibilities related to alert and warning include:

- Monitoring emergency communications networks.
- Disseminating emergency alerts, as requested by the on-scene Incident Commander, EOC Unified Command, EOC Manager, or PIO.
- Receiving and disseminating warning information to the public and key County officials.

**Communication Systems**

Communication-related responsibilities include:

- Establishing and maintaining emergency communications systems.
- Coordinating the use of all public and private communication systems necessary during emergencies.
- Managing and coordinating all emergency communication within the EOC, once activated.
- Managing and coordinating all emergency notifications to departments and officials (e.g., during transition to continuity facilities or succession notification).

*See ESF 2 – Communications for more details.*

## 3.2.3.3 Public Works

**Primary County Agency(s):** DTD

**Supporting County Agency(s):** None at this time.

**Community Partners:** Local Public Works Agencies

**Primary State Agency:** ODOT

**Primary Federal Agency:** Department of Defense/USACE, Department of Homeland Security

Responsibilities related to public works include:

- Conducting pre-incident and post-incident assessments of public works and infrastructure.
- Executing emergency contract support for life-saving and life-sustaining services.
- Coordinating repair of damaged public infrastructure and critical facilities.
- Coordinating repair and restoration of the County's critical infrastructure.
- Coordinating disaster debris management activities.

*See ESF 3 – Public Works for more details.*



## 3. Roles and Responsibilities

## 3.2.3.4 Firefighting

**Primary County Agency(s):** Fire Defense Board

**Supporting County Agency(s):** CCDM

**Community Partners:** Local Fire Departments and Districts

**Primary State Agency:** Oregon Department of Forestry, Oregon State Fire Marshal (OSFM)

**Primary Federal Agency:** United States Department of Agriculture/Fire Service

Responsibilities related to fire service include:

- Providing fire prevention, fire suppression, and emergency medical aid to prevent loss of life, loss of property, and damage to the environment.
- Performing life-safety inspections and recommendations for activated emergency shelters.

*See ESF 4 – Firefighting for more details.*

## 3.2.3.5 Information and Planning

**Primary County Agency(s):** CCDM

**Supporting County Agency(s):** None at this time.

**Community Partners:** City Emergency Management Agencies

**Primary State Agency:** OEM

**Primary Federal Agency:** Department of Homeland Security/FEMA

The CCDM Director is responsible for maintaining the readiness of the EOC, identifying support staff, and ensuring that they are adequately trained to perform their position duties. County departments will be requested to designate personnel who can be made available to be trained by the CCDM and to work in the EOC during an emergency. Other departments may be requested to provide assistance in an emergency.

The following tasks are necessary for the County to support and coordinate response operations during an emergency:

- Providing coordination of resources and emergency communications at the request of the on-scene Incident Commander.
- Maintaining contact with neighboring jurisdictions.
- Maintaining the EOC in an operating mode, as required by the incident, or ensuring that the EOC space can be converted into an operating condition.
- Requesting department representatives (by title) to report to the EOC and developing procedures for crisis training.
- Ensuring that EOC personnel operate in accordance with ICS.
- Ensuring accurate record keeping.
- Developing and identifying duties of staff, use of displays and message forms, and procedures for EOC activation.

*See Chapter 5 – Command and Control and ESF 5 – Information and Planning for more details.*

## 3. Roles and Responsibilities

## 3.2.3.6 Mass Care

**Primary County Agency(s):** H3S

**Supporting County Agency(s):** CCDM

**Community Partners:** American Red Cross

**Primary State Agency:** Department of Human Services (DHS)

**Primary Federal Agency:** Health and Human Services

H3S is responsible for ensuring that the mass care needs of the affected population are met, including sheltering, feeding, providing first aid, and reuniting families. Relevant operations are detailed in ESF 6 – Mass Care and ESF 17 – Agriculture and Animal Protection. Responsibilities related to mass care include:

- Maintaining and implementing procedures for care and shelter of displaced persons.
- Coordinating support with other County departments, relief agencies, and volunteer groups.
- Designating a coordinator/liaison to participate in all phases of the County disaster management program, when necessary or as requested.
- Providing emergency counseling for disaster victims and emergency response personnel suffering from behavioral and emotional disturbances.
- Coordinating with faith-based organizations and other volunteer agencies.
- Identifying emergency feeding sites (coordinating with the Red Cross and Salvation Army).
- Develop reunification plans including possible sites and resources needed (in coordination with the Red Cross)
- Identifying sources of clothing for disaster victims (may coordinate with the Red Cross, Salvation Army, or other disaster relief organizations).
- Securing sources of emergency food supplies (with the Red Cross and Salvation Army).
- Coordinating operation of shelter facilities operated by the County, local volunteers, or organized disaster relief agencies such as the Red Cross.
- Coordinating special care requirements for sheltered groups such as those who experience DAFN (e.g., unaccompanied children, elderly) and pets.

*See ESF 6 – Mass Care and ESF 17 – Agriculture and Animal Protection for more details.*

## 3.2.3.7 Resource Support

**Primary County Agency(s):** CCDM

**Supporting County Agency(s):** None at this time

**Community Partners:** Local religious organizations and volunteer organizations, Voluntary Organizations Active in Disaster (VOAD)

**Primary State Agency:** Department of Administrative Services

**Primary Federal Agency:** Department of Homeland Security/FEMA

Responsibilities related to resource support include:

- Establishing procedures for employing temporary personnel for disaster operations.
- Establishing and maintaining a staffing reserve, in cooperation with law enforcement.

### 3. Roles and Responsibilities

- Coordinating deployment of reserve personnel to County departments requiring augmentation.
- Providing support to logistics and tactical operations.
- Establishing emergency purchasing procedures and/or a disaster contingency fund.
- Maintaining records of emergency-related expenditures for purchases and personnel.

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

#### 3.2.3.8 Health and Medical

##### Health Services

**Primary County Agency(s):** H3S

**Supporting County Agency(s):** None at this time.

**Community Partners:** Local hospitals and clinics

**Primary State Agency:** Oregon Health Authority (OHA)

**Primary Federal Agency:** Health and Human Services

The H3S Director is responsible for coordinating the public health and welfare services required to cope with the control of communicable and non-communicable diseases and mental/behavioral health associated with major emergencies, disasters, and/or widespread outbreaks. Such outbreaks may be caused by bioterrorism, epidemic or pandemic diseases, novel and highly fatal infectious agents, or biological or chemical toxin incidents. The H3S Director also serves as the public health representative for the County EMO. Relevant operations are detailed in ESF 6 – Mass Care and ESF 8 – Health and Medical.

Responsibilities related to public health include:

- Coordinating with hospitals, clinics, nursing homes/care centers, and behavioral health organizations for adequate provision of public health, medical, and behavioral health services, including making provisions for populations with functional needs.
- Coordinating public health surveillance.
- Coordinating mass prophylaxis and delivery and distribution set-up of the Strategic National Stockpile, if needed.
- Coordinating mass fatality operations with the Medical Examiner and Funeral Directors to provide identification and disposal of the deceased.
- Coordinating isolation and/or quarantine actions, as needed and permitted.
- Coordinating dissemination of public health information.
- Designating a coordinator/liaison to participate in all phases of the County disaster management program, when necessary or as requested.

*See ESF 8 –Health and Medical for more details.*

### 3. Roles and Responsibilities

#### Medical Services

**Primary County Agency(s):** H3S

**Supporting County Agency(s):** None at this time.

**Community Partners:** Local EMS agencies, hospitals, and clinics

**Primary State Agency:** OHA

**Primary Federal Agency:** Health and Human Services

EMS-related responsibilities include:

- Providing emergency medical care and transport.
- Coordinating EMS resources.
- Requesting additional EMS assets as necessary.

*See ESF 8 –Health and Medical for more details.*

#### 3.2.3.9 Search and Rescue

**Primary County Agency(s):** CCSO

**Supporting County Agency(s):** Fire Defense Board

**Community Partners:** None at this time

**Primary State Agency:** OEM, OSFM

**Primary Federal Agency:** Department of Defense, Department of Homeland Security/FEMA and United States Coast Guard

Responsibilities related to search and rescue include:

- Coordinating available resources to search for and rescue persons lost outdoors.
- Performing specialized rescue (e.g., water, high-angle, structural collapse), as needed and practical.
- Cooperating with and extending assistance to surrounding jurisdictions, on request and as resources allow.
- Establishing and monitoring training standards for certification of search and rescue personnel.
- Providing training that meets training standards for certification of search and rescue personnel.

*See ESF 9 – Search and Rescue for more details.*

### 3. Roles and Responsibilities

#### 3.2.3.10 Hazardous Materials Response

##### Hazardous Materials Response

**Primary County Agency(s):** Fire Defense Board

**Supporting County Agency(s):** None at this time.

**Community Partners:** Local Fire Agencies

**Primary State Agency:** Department of Environmental Quality, OSFM Regional Hazardous Materials Team No. 3

**Primary Federal Agency:** Environmental Protection Agency (EPA)

Responsibilities related to hazardous materials include:

- Conducting oil and hazardous materials response (chemical, biological, etc.).
- Providing remote consultation, as needed.
- Assessing the potential health effects of a hazardous materials release.
- Identifying the needs for hazardous materials incident support from regional and State agencies.
- Recommending protective actions related to hazardous materials.
- Conducting environmental short- and long-term cleanup.

##### Radiological Protection

**Primary County Agency(s):** Fire Defense Board

**Supporting County Agency(s):** None at this time.

**Community Partners:** OSFM Regional Hazardous Materials Team No. 3

**Primary State Agency:** OHA, Radiation Protection Services

**Primary Federal Agency:** EPA

Responsibilities related to radiological protection include:

- Providing localized radiological monitoring and reporting network, when necessary.
- Securing initial and refresher training for instructors and monitors.
- Providing input to the Statewide monitoring and reporting system from incident scenes, as necessary.
- Under fallout conditions, providing County officials and department heads with information regarding fallout rates, fallout projections, and allowable doses provided by the State Radiation Protection Services or federal government.
- Providing monitoring services and advice at the scenes of accidents involving radioactive materials.

*See ESF 10 – Hazardous Materials for more details.*

## 3. Roles and Responsibilities

## 3.2.3.11 Food and Water

**Primary County Agency(s):** CCDM, H3S

**Supporting County Agency(s):** None at this time.

**Community Partners:** American Red Cross, Salvation Army

**Primary State Agency:** DHS

**Primary Federal Agency:** Department of Homeland Security/FEMA

Responsibilities related to food and water include:

- Assessing food and water needs for the community.
- Identifying food and water resources.
- Storing food and water resources.
- Monitoring the collection and sorting of all food and water supplies and establishing procedures to ensure that they are safe for consumption.
- Coordinating transportation of food and water resources to the community.

*See ESF 11 – Food and Water for more details.*

## 3.2.3.12 Energy

**Primary County Agency(s):** CCDM

**Supporting County Agency(s):** DTD

**Community Partners:** Local utilities

**Primary State Agency:** Oregon Public Utility Commission

**Primary Federal Agency:** Department of Energy

Responsibilities related to energy include:

- Coordinating with local utilities to restore and repair damaged infrastructure and accompanying systems.
- Coordinating temporary emergency power generation capabilities to support critical facilities until permanent restoration is accomplished. Critical facilities may include primary and alternate EOCs, hospitals/critical care facilities, designated shelters, government offices/facilities, water/sewage systems, and other essential community services.

*See ESF 12 – Energy for more details.*

## 3.2.3.13 Military Support

**Primary County Agency(s):** CCSO

**Supporting County Agency(s):** CCDM

**Community Partners:** None at this time.

**Primary State Agency:** Oregon Military Department

**Primary Federal Agency:** Department of Defense

Responsibilities related to military support include:

- Working with the Oregon Military Department when it is necessary for them to:

### 3. Roles and Responsibilities

- Coordinate, employ, and control Oregon National Guard forces and military resources to assist civil authorities with the protection of life and property, and to maintain peace, order and public safety.
- Mobilize and stage personnel and equipment to restore/preserve law and order and provide support to other ESFs, as directed by the State ECC and within Oregon National Guard capabilities.
- Coordinate with the active federal military to ensure mutual support during federal disaster relief operations.

*See ESF 13 –Military Support for more information.*

#### 3.2.3.14 Public Information

**Primary County Agency(s):** Public and Governmental Affairs

**Supporting County Agency(s):** None at this time

**Community Partners:** Local media (print, television, and electronic)

**Primary State Agency:** OEM

**Primary Federal Agency:** Department of Homeland Security/FEMA

Responsibilities related to public information include:

- Preparing readily deployable content to communicate incident-specific information.
- Conducting ongoing hazard awareness and public education programs.
- Compiling and preparing emergency information for the public in case of emergency.
- Coordinating with other agencies to ensure consistency of education and emergency information.
- Coordinating with the EOC Public Inquiry Center to provide information to those impacted by the incident.
- Arranging for media representatives to receive regular briefings on the County's status during extended emergency situations.
- Securing printed and photographic documentation of the disaster situation.
- Handling unscheduled inquiries from the media and the public.
- Being aware of non-English-speaking and/or bilingual population centers within the County and preparing training and news releases accordingly.
- Monitoring the media and correcting misinformation.
- Overseeing and providing information to call-takers who receive requests for assistance from the public.

*See ESF 14 – Public Information for more details.*

## 3. Roles and Responsibilities

## 3.2.3.15 Volunteer and Donation Management

**Primary County Agency(s):** CCDM, H3S

**Supporting County Agency(s):** None at this time.

**Community Partners:** American Red Cross, Fire Corps, Medical Reserve Corps. Volunteers in Police Service, Community Emergency Response Teams (CERTs), local nongovernmental and religious organization, VOAD

**Primary State Agency:** OEM

**Primary Federal Agency:** FEMA

Responsibilities related to volunteer and donations management include:

- Coordinating the identification and vetting of volunteer resources.
- Matching volunteer resources and donations with the unmet needs of the community.
- Maintaining a donations management system to ensure the effective utilization of donated cash, goods, and services.
- Providing guidance to personnel coordinating the management of undesignated cash donations, unsolicited goods, and emergent volunteers.
- Directing unaffiliated volunteers to, and coordinating with, government-sponsored/organized volunteer organizations such as CERTs, Red Cross, Fire Corps, and/or Medical Reserve Corps, VOAD, Volunteers in Police Services, and volunteers associated with the nongovernmental and faith-based community in completing their assigned tasks.

*See ESF 15 – Volunteer and Donations Management for more details.*

## 3.2.3.16 Law Enforcement Services

**Primary County Agency(s):** CCSO

**Supporting County Agency(s):** None at this time.

**Community Partners:** Local law enforcement agencies

**Primary State Agency:** Oregon State Police (OSP)

**Primary Federal Agency:** Department of Justice

Responsibilities related to law enforcement include:

- Protecting life and property and preserving order.
- Providing law enforcement and criminal investigation.
- Providing traffic control, crowd control, and site security.
- Isolating damaged areas.
- Providing damage reconnaissance and reporting.

*See ESF 16 – Law Enforcement for more information.*



### 3. Roles and Responsibilities

#### 3.2.3.17 Agriculture and Animal Protection

**Primary County Agency(s):** CCDM, H3S

**Supporting County Agency(s):** DTD (Dog Services)

**Community Partners:** Extension Office

**Primary State Agency:** Oregon Department of Agriculture

**Primary Federal Agency:** U.S. Department of Agriculture

Responsibilities related to agriculture and animal protection include:

- Coordinating animal/veterinary/wildlife response during a disaster, including:
  - Capturing/rescuing animals that have escaped confinement or been displaced from their natural habitat.
  - Providing emergency care to injured animals.
  - Providing humane care, handling, and sheltering to animals (including service animals, pets, and livestock).
- Protecting the State's natural resources from the impacts of a disaster.
- Maintaining and implementing procedures for the care and shelter of animals in a major emergency or disaster.

*See ESF 17 – Agriculture and Animal Protection for more details.*

#### 3.2.3.18 Business and Industry

**Primary County Agency(s):** Business and Community Services (BCS)

**Supporting County Agency(s):** CCDM

**Community Partners:** Clackamas County Business Alliance, Area Businesses and Industry

**Primary State Agency:** Oregon Business Development Department

**Primary Federal Agency:** Small Business Administration

Responsibilities related to business and industry include:

- Coordinating with business and industry partners to facilitate private-sector support of response and recovery operations.
- Identifying short-term recovery assistance to business and industry partners.
- Facilitating communication between business and industry partners and the local, tribal, and State emergency management organizations.
- Providing economic damage assessments for impacted areas.

*See ESF 18 – Business and Industry for more details.*

## 3. Roles and Responsibilities

## 3.2.3.19 Recovery

**Primary County Agency(s):** CCDM, BCS, DTD

**Supporting County Agency(s):** Finance, H3S

**Community Partners:** Clackamas County Business Alliance

**Primary State Agency:** OEM

**Primary Federal Agency:** Department of Homeland Security

Recovery-related responsibilities include:

- Directing emergency recovery in times of disaster by providing leadership in coordinating private and governmental-sector emergency recovery efforts.
- Participating with State partners to conduct damage assessments; identifying and facilitating availability and use of recovery funding.
- Accessing recovery and mitigation grant and insurance programs; providing outreach, public education, and community involvement in recovery planning.
- Coordinating logistics management and resource support, providing assistance as needed.
- Locating, purchasing, and coordinating delivery of resources necessary during or after a major emergency or disaster in the County.
- Ensuring accurate documentation of the recovery effort to secure federal reimbursement of funds.

See the [National Disaster Recovery Framework](#) for more information.

## 3.2.3.20 Evacuation and Population Protection

**Primary County Agency(s):** CCSO

**Supporting County Agency(s):** DTD, CCDM, Fire Defense Board

**Community Partners:** None at this time

**Primary State Agency:** OSP

**Primary Federal Agency:** Department of Homeland Security

Responsibilities related to evacuation and population protection include:

- Defining responsibilities of County departments and private-sector groups.
- Identifying high-hazard areas and corresponding numbers of potential evacuees.
- Coordinating evacuation planning, including:
  - Movement control
  - Health and medical requirements
  - Transportation needs
  - Emergency Public Information materials
  - Shelter and reception locations
- Developing procedures for sheltering in place.
- Confirming and managing locations of staging areas and pick-up points for evacuees requiring public transportation.
- Providing guidance on commuting arrangements for essential workers during the evacuation period.

### 3. Roles and Responsibilities

- Assisting with control and safety measures in the evacuated area and reassigning personnel during the evacuation period.
- Conducting evacuation in accordance with County policy.
- If an evacuation is instituted, notifying the Red Cross (1-888-680-1455).

*See SA 1 – Evacuation for more details.*

#### 3.2.3.21 Damage Assessment

**Primary County Agency(s):** DTD

**Supporting County Agency(s):** CCDM, Technology Services and Facilities

**Community Partners:** CERT

**Primary State Agency:** OEM

**Primary Federal Agency:** Department of Homeland Security/FEMA

Responsibilities related to damage assessment include:

- Establishing a Damage Assessment Team from among County departments with assessment capabilities and responsibilities.
- Training and providing damage assessment team members to the EOC.
- Assisting in reporting and compiling information regarding deaths, injuries, and dollar damage to tax-supported facilities and to private property.
- Assisting in determining the geographic extent of the damaged area.
- Evaluating the effect of damage on the County’s economic index, tax base, bond ratings, insurance ratings, etc. for use in long-range recovery planning.

*See the County Damage Assessment Plan for more details.*

#### 3.2.2.22 Coordination with Special Facilities

**Primary County Agency(s):** CCDM, H3S

**Supporting County Agency(s):** None at this time.

**Community Partners:** None at this time

**Primary State Agency:** OEM

**Primary Federal Agency:** None at this time

Responsibilities related to coordination with special facilities (e.g., schools, care facilities, correctional institutions) include:

- Establishing strong working relationships with local jurisdictional leaders and core private-sector organizations, voluntary agencies, and community partners.
- Encouraging staff preparedness by participating in planning, training, and exercises.
- Educating staff, students, clients, etc. on facility emergency plans and procedures and the need for individual and/or family emergency planning.
- Preparing and maintaining emergency plans and SOPs.

#### 3.2.3.23 Other Agency Responsibilities

Other County department and agency heads not assigned a specific function in this plan will be prepared to make their resources (including personnel) available for emergency duty at the direction of the CCDM Director.

### 3. Roles and Responsibilities

## 3.3 Local and Regional Response Partners

The County's disaster organization is supported by a number of outside organizations, including the incorporated cities, service organizations, and the private sector.

### 3.3.1 Private Sector

Private-sector organizations play a key role before, during, and after an incident. First, they must provide for the welfare and protection of their employees in the workplace. In addition, the County must work with businesses that provide water, power, communication networks, transportation, medical care, security, and numerous other services upon which both response and recovery are dependent. Essential private-sector responsibilities include:

- Planning for the protection of employees, infrastructure, and facilities.
- Planning for the protection of information and the continuity of business operations.
- Planning for, responding to, and recovering from incidents that impact private-sector infrastructure and facilities.
- Collaborating with emergency management personnel before an incident occurs to ascertain what assistance may be necessary and how private-sector organizations can help.
- Developing and exercising emergency plans before an incident occurs.
- Where appropriate, establishing mutual aid and assistance agreements to provide specific response capabilities.
- Providing assistance (including volunteers) to support local emergency management and public awareness during response and throughout the recovery process.

### 3.3.2 Nongovernmental and Faith-Based Organizations

Nongovernmental and faith-based organizations play enormously important roles before, during, and after an incident. In the County, nongovernmental/faith-based organizations such as the Red Cross provide sheltering, emergency food supplies, counseling services, and other vital support services to support response and promote the recovery of disaster victims. Nongovernmental and faith-based organizations also collaborate with responders, governments at all levels, and other agencies and organizations.

The roles of nongovernmental and faith-based organizations in an emergency may include:

- Training and managing volunteer resources.
- Identifying shelter locations and needed supplies.
- Providing critical emergency services to those in need, such as cleaning supplies, clothing, food shelter, and assistance with post-emergency cleanup.
- Identifying those whose needs have not been met and helping to coordinate assistance.
- Supporting the distribution of public information.

### 3.3.3 Individuals and Households

Although not formally a part of the County's disaster operations, individuals and households play an important role in the overall disaster management strategy in support of the County's whole community approach. Community members can contribute by:

### 3. Roles and Responsibilities

- Reducing hazards in their homes.
- Preparing emergency supply kits and household emergency plans that consider all members of the household, including children and pets.
- Monitoring emergency communications closely.
- Volunteering with established organizations.
- Enrolling in emergency preparedness, response, and recovery training courses.
- Encouraging children to participate in preparedness activities.

#### 3.4 State Response Partners

Under the provisions of ORS 401.035, the Governor has broad responsibilities for the direction and control of all emergency activities in a State-declared emergency. The administrator of OEM is delegated authority by ORS 401.052 to 401.092 to coordinate all activities and organizations for emergency management within the State and to coordinate in emergency matters with other states and the federal government.

Under the direction and control of department heads, agencies of State government represent the State emergency operations organization. Responsibility for conducting ESFs is assigned by the Governor to the department best suited to carry out each function applicable to the emergency situation. Some State agencies may call upon their federal counterparts to provide additional support and resources following established procedures and policies for each agency.

*See the State of Oregon Emergency Operations Plan for details on the State's emergency management organization and detailed roles and responsibilities for State departments.*

#### 3.5 Federal Response Partners

Federal response partners are typically requested by OEM in the event that State resources become limited or specialized services are needed. In most instances, federal resources become available following a formal declaration of emergency by the Governor. Thus, procedures and policies for allocating and coordinating resources at the federal level follow the Oregon EOP and, if necessary, the National Response Framework.

*See the National Response Framework for details on the federal government's emergency management organization and detailed roles and responsibilities for federal departments.*

3. Roles and Responsibilities

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# 4 Concept of Operations

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

## 4.1 General

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

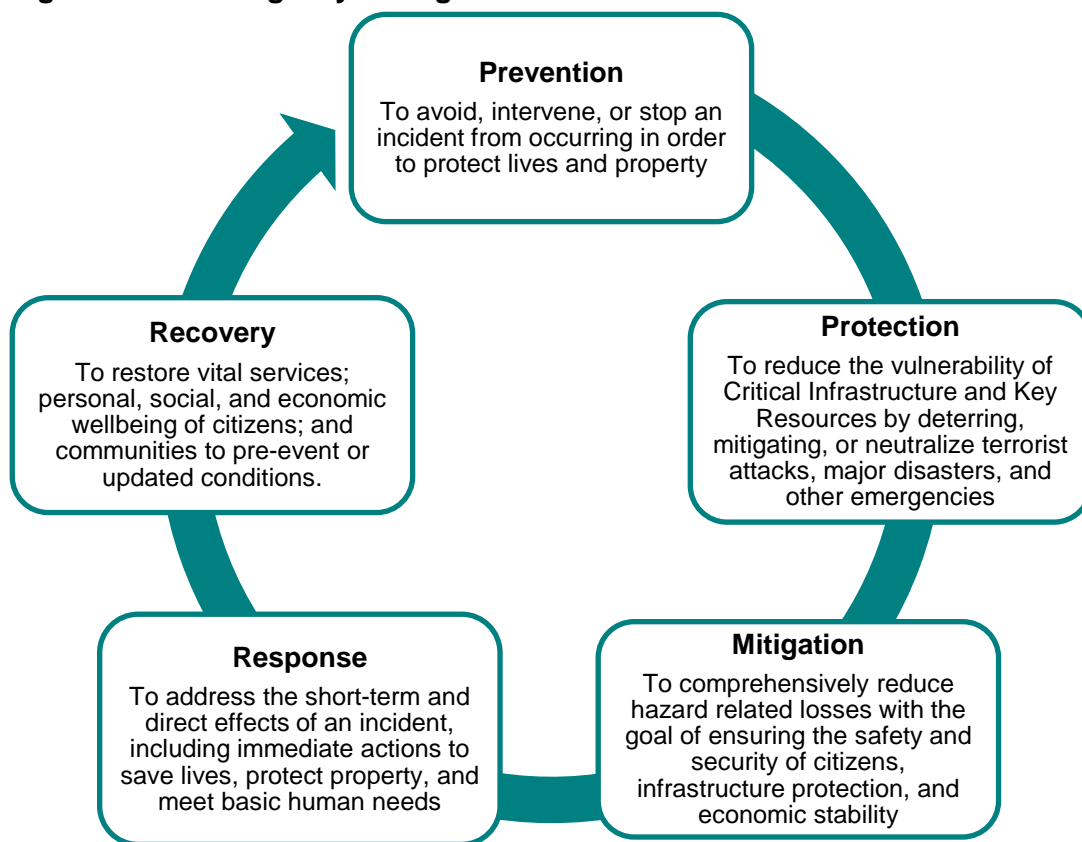
The County is responsible for disaster management and protecting life and property of citizens within this jurisdiction. This EOP will be used when the County or individual emergency response agencies are reaching or have exceeded their capabilities to respond to an emergency. It may also be used during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

## 4.2 Emergency Management Mission Areas

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

## 4. Concept of Operations

Figure 4-1 Emergency Management Mission Areas



## 4.3 Response and Recovery Priorities

### 4.3.1 Response

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

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

### 4.3.2 Recovery

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

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



## 4. Concept of Operations

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

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

### 4.4 Incident Management

#### 4.4.1 Incident Levels

The County generally operates within the levels outlined below.

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

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

##### 4.4.1.2 Level 2 (Partial)

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

##### 4.4.1.3 Level 3 (Full)

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

#### 4.3.2 NIMS Incident Levels

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

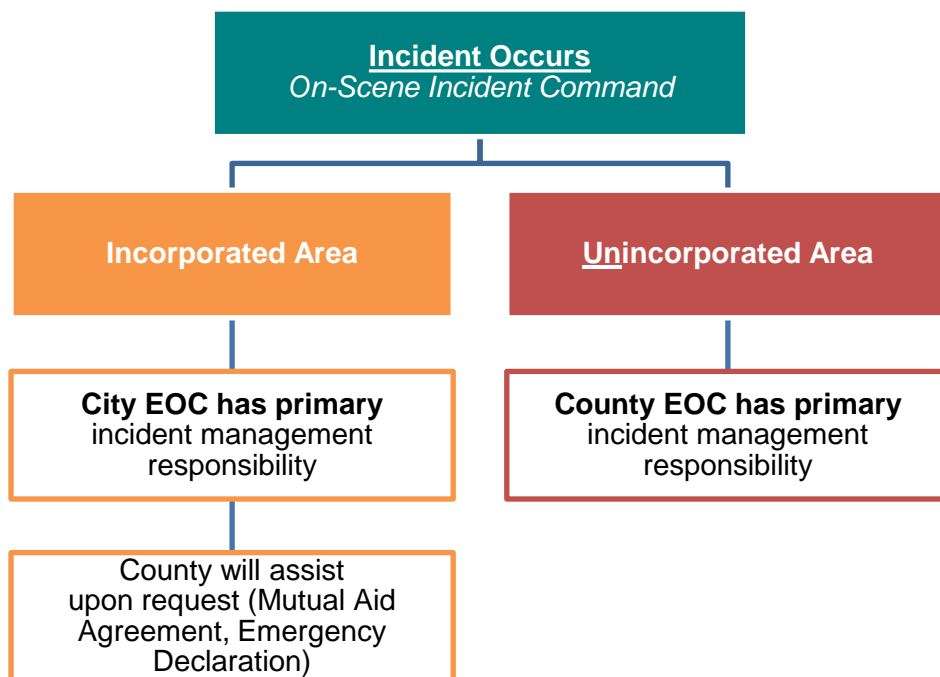
4. Concept of Operations

4.4.3 Jurisdictional Authority

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

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

Figure 4-2 Incident Management in Clackamas County



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

## 4. Concept of Operations

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

### 4.4.4 Alert and Warning

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

*See ESF 2 - Communications for more details.*

### 4.4.5 Communications

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

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

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

#### 4.4.5.1 Interoperability

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

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

## 4. Concept of Operations

### 4.4.6 Situational Awareness and Intelligence Gathering

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

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

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

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

### 4.4.7 Resource Management

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

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

## 4. Concept of Operations

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

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

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

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

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

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

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

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

#### 4.4.8.1 Americans with Disabilities Act Accessibility

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

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

## 4. Concept of Operations

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

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

### 4.4.9 Children and Disasters

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

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

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

### 4.4.10 Animals in Disaster

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

### 4.4.11 Demobilization

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

The following issues will be considered when transitioning to recovery:

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

## 4. Concept of Operations

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

### 4.4.12 Transition to Recovery

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

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

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

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

## 4.5 Public Information

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

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

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

## 4. Concept of Operations

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

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

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

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

### 4.5.1 Methods of Public Information Dissemination

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

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



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#### 4. Concept of Operations

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

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

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# 5

## Command and Control

*This section of the EOP highlights the setting in which the EOC exists. It details the location, capabilities, and policies of the EOC. Additionally, this section outlines a process for establishing operations within the EOC, including activation, EOC procedures, and deactivation.*

### 5.1 General

The ultimate responsibility for command and control of County departments and resources lies with the County Administrator; however, the CCDM Director, will maintain direction and control of the County EMO, unless otherwise delegated. County disaster operations, both on-scene and in the County EOC, will be conducted in a manner consistent with NIMS, including use of ICS.

During a County-declared disaster, control is not relinquished to State authority but remains at the local level for the duration of the event

### 5.2 On-Scene Incident Management

Initial response to an incident will be managed by the responding agency (i.e., Transportation and Development, CCSO, and/or Fire District), who will assign an on-scene Incident Commander. The on-scene Incident Commander is responsible for performing or directing such duties as enforcing emergency measures and designating emergency areas. During the initial response, the on-scene Incident Commander may establish an Incident Command Post and may assume the responsibilities of Command Staff until delegated. Upon establishment of ICS, the on-scene Incident Commander will notify the CCDM Duty Officer and may request activation of the County EOC, as appropriate. The on-scene Incident Commander may also establish an on-scene Unified Command structure with County and State leads.

### 5.3 Emergency Operations Center Support to On-Scene Operations

Depending on the type and size of incident, or at the request of the on-scene Incident Commander, the County may activate the EOC and assign an EOC Command and establish Unified Command. The EOC will support on-scene operations and coordinate County resources.

The request will be submitted to the CCDM Duty Officer, who will determine whether to activate the County EOC and will assume, or designate, the role of EOC Command. In most instances, the on-scene Incident Commander will retain tactical control over the incident, relying on the County EOC for resource coordination, communications, and public information support. In a more complex incident, the Incident Commander may relocate to the County EOC to serve as part of the Unified Command or Multi-Agency Coordination Group, ensuring proper coordination of resources across agencies. Outside assistance from neighboring jurisdictions or

## 5. Command and Control

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.

Upon activation of the County EOC, Unified Command and/or the EOC Command is empowered to assume executive control over all departments, divisions, and offices of the County during a state of emergency. If appropriate, the on-scene Incident Commander, Unified Command or EOC Command may request that the BCC declare a state of emergency.

### 5.4 Emergency Operations Center

The EOC supports incident response activities, including tracking, management, and allocation of appropriate resources and personnel, and may also serve as a Multi-Agency Coordination Center, if needed. The EOC will be activated upon notification of a possible or actual emergency. During large-scale emergencies, the EOC may become the County seat of government for the duration of the crisis.

#### 5.4.1 Emergency Operations Center Activation

A CCDM Duty Officer is on call 24 hours a day, seven days a week, and is advised of any threats, unusual events or situations by C-COM. Reports may also originate from concerned citizens, 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 CCDM staff are tasked to support the incident and are operating outside their normal scope of day-to-day business activities. CCDM management staff have the authority to activate the EOC. When that decision is made, EOC activation status will be conveyed in a declarative manner to CCDM staff and any EOC staff already engaged in incident monitoring and assessment.

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

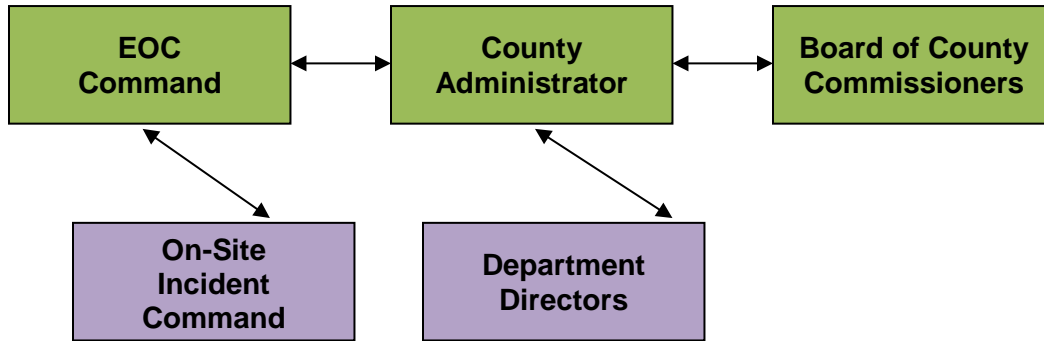
- Disaster Management (CCDM Director or designee).
- Law Enforcement (Sheriff or designee).
- Fire and EMS (Fire Defense Board Chief or designee).
- Public Works (DTD Director or designee).
- Human Services (H3S Director or designee).
- Public Health Officer under H3S

*See Appendix B – EOC Action Planning Cycle for more information on the activities that generally occur during an operational period and the development of an Emergency Operations Center Action Plan (EAP).*

Figure 5-1 reflects the communication flow between County officials/ agencies and the EOC during emergencies.

5. Command and Control

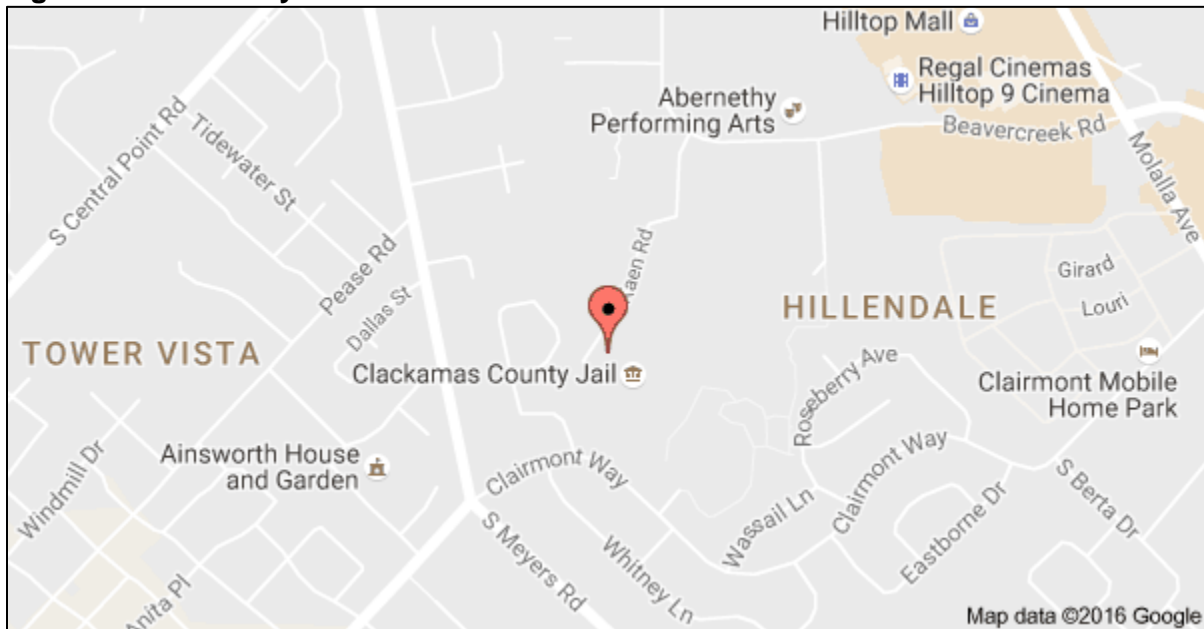
Figure 5-1 Communication Flow between County Officials/Agencies during Emergencies



5.4.2 Emergency Operations Center Location

The **primary location** for the County EOC is collocated with CCDM and C-COM offices at 2200 Kaen Road, Oregon City, OR.

Figure 5-2 Primary EOC Location





## 5. Command and Control

The EOC may allow access on an individual, case-by-case basis. Appropriate security measures will be in place to identify personnel who are authorized to be present.

### 5.4.5 Incident Management Software

The County utilizes WebEOC incident management software to help gather, analyze, and disseminate information in the County EOC. The CCDM Technology and Outreach Coordinator is responsible for training EOC staff on the use of software, and a User's Manual is maintained in the County EOC.

### 5.4.6 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 Unified Command, EOC Command, and 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.

CCDM 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 CCDM Director.

## 5.5 Department Operating Centers

DOC are established and activated by individual departments to coordinate and control actions specific to that department during an emergency event. A DOC is a physical facility or location similar to the EOC. However, one purpose of a DOC is to tactically manage department owned and controlled resources and maintain public services during an emergency situation. The authority to activate resides with the director of the individual department based on the department mission. If the EOC is activated, a DOC holds a subordinate position in the allocation of resources and management of public information countywide.

The DOCs will work to restore their departments' critical business functions, perform high priority response activities, and share objectives, strategies, and status updates at regular intervals with the EOC. Personnel selected by the department to be part of a DOC receive training and participate in drills and exercises to develop their skills. A liaison from the DOC will be assigned to the County EOC. Because DOCs are primarily for departments that play a role in immediate response during a disaster or emergency, not all departments will require a DOC.

## 5. Command and Control

### 5.6 Incident Command System

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 (Figure 5-4).

The County ICS structure can be expanded or contracted, depending on the incident's changing conditions. During a large-scale (Level 3) incident, it can be staffed and operated by qualified personnel from any emergency service agency and from a variety of disciplines. 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 an EMO, supporting EOC activation and ICS operational procedures, and position checklists. These checklists are available at the EOC.

*See ESF 5—Information and Planning for more information on the County's EMO command structure.*

#### 5.6.1 Command Staff

##### 5.6.1.1 Unified Command

In some incidents, several organizations may share response authority. ICS has the advantage of combining different local, county, regional, state, and federal agencies into the same organizational system, maximizing coordination of response activities and avoiding duplication of efforts. A structure called EOC Unified Command allows the Incident Command position to be shared among several agencies and organizations that maintain jurisdiction. Unified Command members work to resolve countywide issues in a cooperative fashion to enable a more efficient response and recovery.

A unified EOC Command structure is the typical practice in the County EOC. The group meets bi-monthly to discuss and train for position tasks. In general, representatives from the Fire Defense Board, CCSO, H3S, DTD, and CCDM form the group. The composition of the EOC Command structure is determined by the nature of the hazard and the appropriate agency leads. A terrorist threat would include the Sheriff or designee acting as the lead EOC Commander. A wildfire lead would require the Fire Defense Board Chief or their designee. Those engaged as Unified Command agree on assignments in order to ensure specific Command tasks are accomplished. The structure enables members to resolve issues in a cooperative fashion and promotes a more efficient response. Primary duties include:

- Establish objectives and manage/coordinate EOC operations through the delegation process.
- Ensure that staff and responders have what they need to accomplish their mission, to the extent possible.
- Serve as an advisor to the BCC and Executive Group.



5. Command and Control

Figure 5-4 Example of Unified Command for Clackamas County

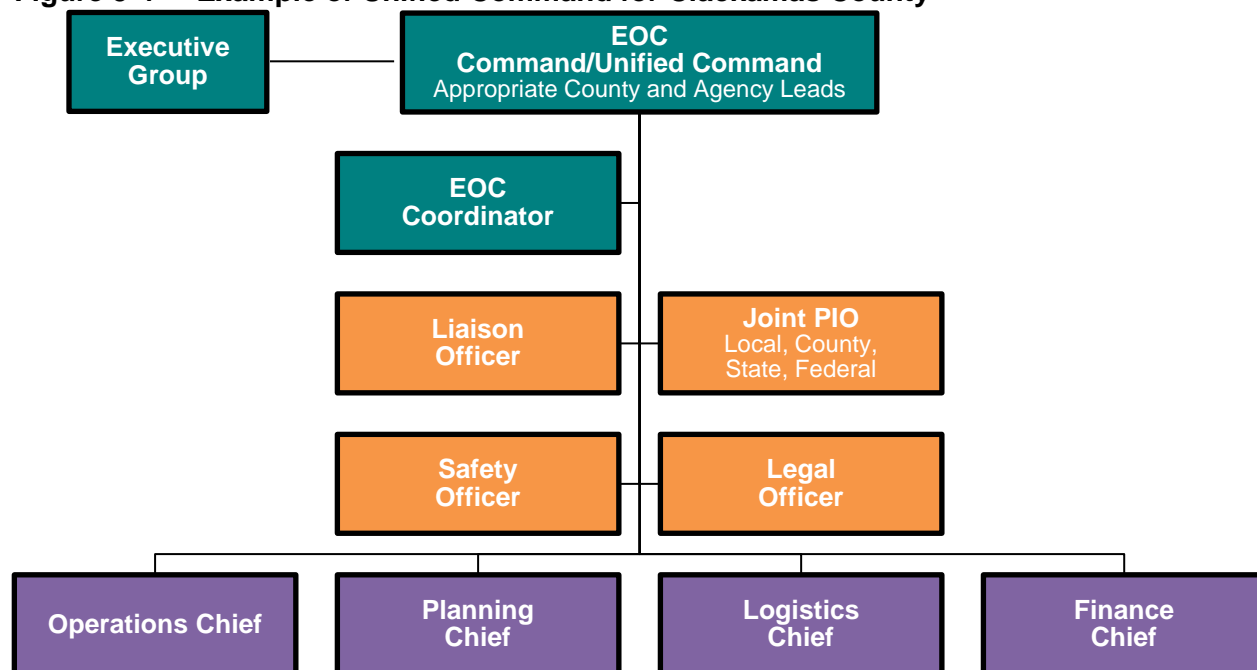


Table 5-1 presents a comparison of a single Incident Commander and Unified Command.

Table 5-1 Comparison of Single Incident Commander and Unified Commander	
Single Incident Commander	Unified Command
<p>The Incident Commander is solely responsible (within the confines of his or her authority) for establishing incident objectives and strategies.</p> <p>The Incident Commander is directly responsible for ensuring that all functional areas activities are directed toward accomplishment of the strategy.</p>	<p>The individuals designated by their jurisdictional and organizational authorities (or by departments within a single jurisdiction) must jointly determine objectives, strategies, plans, resource allocations, and priorities and work together to execute integrated incident operations and maximize the use of assigned resources.</p>

Source: ICS-300: Intermediate ICS for Expanding Incident Student Manual.

5.6.1.2 Emergency Operations Center Command

The EOC Command is responsible for operation of the EOC when it is activated. In general, the EOC Command is responsible for:

- Maintaining EOC operations in accordance with the principles of ICS and NIMS.
- Supporting implementation of an EAP.
- Coordinating activities in support of emergency operations.
- Approving release of information through the PIO (if Unified Command has not been established).
- Performing the duties of the following Command Staff if no one is assigned to the position:
  - Safety Officer

## 5. Command and Control

- PIO
- Liaison Officer
- At any time, if the incident expands or contracts, changes in jurisdiction or discipline, or becomes more or less complex, the EOC Command may change to meet the needs of the incident.

### 5.6.1.3 Safety Officer

The Safety Officer is responsible for the safety of emergency response personnel, EOC Command and General Staff, and their operations. The Safety Officer's responsibilities include:

- Identifying initial hazards, determining personal protective equipment requirements, and defining decontamination areas.
- Implementing site and access control measures.
- Monitoring and assessing the health and safety of response personnel and support staff.
- Preparing and implementing a site Health and Safety Plan and updating the Unified Command, on-scene Incident Command, and Operations Chiefs as necessary regarding safety issues or concerns.
- Exercising emergency authority to prevent or stop unsafe acts.

### 5.6.1.4 Public Information Officer

The PIO will coordinate and manage the County's public information network, including local, regional, and State agencies; tribal entities; political officials; and other emergency management stakeholders. The PIO's duties include:

- Developing and coordinating release of information to incident personnel, media, and the general public.
- Coordinating information sharing among the public information network through the use of a JIS and, if applicable, participating in a JIC.
- Implementing information clearance processes with Unified Command.
- Conducting and/or managing media briefings and implementing media-monitoring activities.

### 5.6.1.5 Liaison Officer

Specific liaison roles may be incorporated into the command structure established at the County EOC, depending on the type of emergency incident that has occurred. Liaisons represent entities and organizations such as hospitals, school districts, tribes, public works/utility companies, and volunteer services such as the Red Cross. Responsibilities typically associated with a liaison role include:

- Serving as the contact point for local government officials, agency or tribal representatives, and stakeholders.
- Coordinating information and incident updates among interagency contacts, including the public information network.
- Providing resource status updates and limitations among personnel, capabilities, equipment, and facilities to Unified Command, government officials, and stakeholders.

## 5. Command and Control

### 5.6.1.6 Legal Officer

Responsibilities typically associated with a legal officer role include:

- Advising county officials regarding the emergency powers of local government and necessary procedures for invocation of measures to:
  - Implement wage, price, and rent controls
  - Establish rationing of critical resources
  - Establish curfews
  - Restrict or deny access
  - Specify routes of egress
  - Limit or restrict use of water or other utilities
  - Remove debris from publicly or privately owned property
- Reviewing and advising County officials in determining how the County can pursue critical objectives while minimizing potential liability exposure.
- Preparing and recommending local legislation to implement emergency powers when required.
- Advising County officials and department heads regarding record keeping requirements and other documentation necessary for exercising emergency powers.
- Thoroughly reviewing and maintaining familiarity with current ORS 401 provisions as they apply to County government in disaster events.

The annexes attached to this plan contain general guidelines for County staff, volunteer organizations, neighboring jurisdictions, County officials and departments, and other response agency staff to carry out assigned Command Staff responsibilities at the County EOC, as well as at EOCs of the County and neighboring jurisdictions.

### 5.6.2 General Staff

#### 5.6.2.1 Operations Section Chief

The Operations Section Chief position is typically filled by the lead agency managing response activities for a specific type of incident. The Operations Section is organized into functional units representing agencies involved in tactical operations. The following agencies and organizations are typically included in the Operations Section under three branches (H3S, Public Safety, and Infrastructure):

- **Fire Services** – Handles emergencies dealing with fire, earthquake with rescue, or hazardous materials.
- **Law Enforcement** – Handles incident(s) involving civil disorder/disturbance, significant security/public safety concerns, transportation-related accidents, and/or criminal investigations.
- **Public Health Officials** – Handles contamination issues, disease outbreaks, and/or emergency incidents posing threats to human, animal, and environmental health.
- **Public Works** – Handles incidents resulting in major utility disruptions, damage to critical infrastructure, and building collapse.
- **Private Entities, Companies, and Nongovernmental Organizations** may also support the Operations Section. Examples of support these organizations may provide include:

## 5. Command and Control

- Grass roots social media support for situational awareness, as well as identifying and connecting resources to citizens in need.
- Non-hazardous debris clearance collection and disposal.

The Operations Chief is responsible for:

- Developing and coordinating operations to carry out the EAP.
  - Directing implementation of unit operational plans
  - Requesting resources as needed
- Managing and incorporating community partners and stakeholders (private entities, companies, and nongovernmental organizations) into response operations.

### 5.6.2.2 Planning Section Chief

The Planning Section is responsible for forecasting the needs of the response as well as implementing appropriate procedures and processes. This section is typically supported by four primary units: Resources, Situation, Documentation, and Demobilization. The Planning Chief is responsible for:

- Collecting and evaluating information, and distributing incident information through status summaries.
  - For terrorist incidents, liaise with the OTFC.
- Maintaining resource status.
- Preparing and disseminating the EAP.
- Conducting planning meetings.
- Providing GIS/mapping services.

### 5.6.2.3 Logistics Section Chief

The Logistics Section is typically supported by the units responsible for supplies, food, communications, medical services, facilities, and ground support. Depending on the incident's type and size, these units can be divided into two branches: Service and Support. The Logistics Chief is responsible for:

- Managing various resources to meet the needs of incident personnel, such as transportation-related equipment, EOC staff support services, supplies, facilities, and personnel.
- Coordinating with the Planning Section to estimate future support and resource requirements.
- Assisting with development and preparation of the EAP.

### 5.6.2.4 Finance/Administration

The Finance/Administration Section is activated for large-scale or incidents that require emergency funding or use of specialized services and equipment that are not within the County's resources. Potential units assigned to this section include Compensation/Claims, Procurement, Cost, and Time. Conversely, during some incidents, responding agencies may not require outside assistance, or relatively minor finance or administrative operations are otherwise required. In these instances, the Finance/Administration section can be staffed by a technical specialist in the Planning Section. The Finance and Administration Chief is responsible for:

## 5. Command and Control

- Monitoring costs related to the incident.
- Maintaining accounting, procurement, and personnel time records.
- Conducting cost analyses.

### 5.6.3 Area Command

An Area Command is a management structure established to oversee the organization of multiple incidents handled by separate ICS organizations, or very large incidents that involve multiple ICS organizations. Area Command is activated only if necessary, depending on the complexity of the incident and span-of-control, and does not have operational responsibilities. If activated, the Area Command:

- Sets overall incident-related priorities.
- De-conflicts incident management objectives with other ICS organizations and established policies.
- Allocates critical resources according to incident-related priorities.
- Identifies critical resource needs and reports them to the EOCs.
- Conducts oversight.
- Ensures proper management and effective communications and provides for personnel accountability and a safe operating environment.
- Ensures that short-term emergency recovery is coordinated to assist in the transition to full recovery operations.

### 5.6.4 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.

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## 6. Plan Development, Maintenance and Implementation

# 6

## Plan Development, Maintenance and Implementation

*This section of the EOP outlines the plan development process, prescribes plan maintenance and improvement processes, and provides plan training and exercise requirements.*

### 6.1 Plan Review and Maintenance

The EOP will be re-promulgated when a new senior elected or appointed official takes office or at a minimum of every five years to comply with State requirements. If awarded monies through the Emergency Management Performance Grant, this EOP will be reviewed every two years throughout the period of performance of the award. This review will be coordinated by the CCDM Director and will include participation by members from each of the departments assigned as lead agencies in this EOP and its supporting annexes. This review will:

- Verify contact information.
- Review the status of resources noted in the plan.
- Evaluate the procedures outlined in the plan to ensure their continued viability.

In addition, lead agencies will review the annexes and appendices assigned to their respective departments.

#### Recommended changes should be forwarded to:

Clackamas County Disaster Management  
2200 Kaen Road  
Oregon City, OR 97045

### 6.2 Training Program

To assist with training and preparing essential response staff and supporting personnel to incorporate ICS/NIMS concepts in all facets of an emergency, each agency and department is responsible for ensuring that critical staff are identified and trained at a level that enables effective execution of existing response plans, procedures, and policies.

The CCDM coordinates training for County personnel and encourages them to participate in training sessions hosted by other agencies, organizations, and jurisdictions throughout the region.

Current training and operational requirements set forth under NIMS have been adopted and implemented by the County (see minimum training requirements in Table 6-1). CCDM maintains records and lists of training received by County personnel. Training requirements apply to all first responders and disaster workers, including first-line supervisors, middle management, and Command and General Staff, as well as:

- EMS personnel

6. Plan Development, Maintenance and Implementation

- Firefighters
- Law enforcement personnel
- Public works/utility personnel
- Skilled support personnel
- Other emergency management response personnel
- Support/volunteer personnel at all levels
- The public
- EOC staff

Emergency Personnel	Training Required
All personnel with a direct role in emergency management or emergency response	ICS-100 IS-700
First-line supervisor personnel in emergency management and incident response operations and other personnel that require higher-level ICS/NIMS training	ICS-100, -200 IS-700
Personnel who may assume a mid-level management role (strike team leaders, task force leaders, unit leaders, division/group supervisors, branch directors, etc.) in expanding incidents or have a staffing role in a multi-agency coordination center (Multi-Agency Coordination Centers, EOCs, etc.)	ICS-100, -200, -300 IS-700
Personnel who are expected to perform in a management capacity in an area command situation or multiagency coordination center (Multi-Agency Coordination Centers, EOCs, etc.)	ICS-300, -400 IS-100, -200, -700, -701
Public information officers with a role in emergency management or response	IS-702
Emergency management or response personnel	IS-703
Emergency management and response personnel with a role in the development of mutual aid agreements and/or mutual aid operational plans	IS 706
All emergency management/response personnel	IS-800
<i>Additional information about training requirements can be found on the OEM website at <a href="http://www.oregon.gov/OMD/OEM/plans_train/docs/nims/nims_who_takes_what.pdf">http://www.oregon.gov/OMD/OEM/plans_train/docs/nims/nims_who_takes_what.pdf</a>. Independent study courses can be found at <a href="http://training.fema.gov/IS/crslst.asp">http://training.fema.gov/IS/crslst.asp</a>.</i>	

**6.3 Exercise Program**

The County will conduct exercises throughout the year to test and evaluate this EOP. The County will coordinate with agencies; organizations (nonprofit, for profit, and volunteer); neighboring jurisdictions; and State and federal government to participate in joint exercises. These exercises will consist of a variety of tabletop exercises, drills, functional exercises, and full-scale exercises.

As appropriate, the County will use Homeland Security Exercise and Evaluation Program procedures and tools to develop, conduct, and evaluate these exercises. Information about this program can be found at <http://hseep.dhs.gov>.



## 6. Plan Development, Maintenance and Implementation

CCDM will work with County departments and agencies to identify and implement corrective actions and mitigation measures, based on exercises conducted through disaster management.

### 6.4 Event Critique and After Action Reporting

In order to document and track lessons learned from exercises, CCDM will conduct a review, or “hot wash,” with exercise participants after each exercise. CCDM will also coordinate an AAR, which will describe the objectives of the exercise, document the results of the evaluation, and improve the County’s readiness.

Reviews and AARs will also be facilitated after an actual disaster. All agencies involved in the emergency response will participate in the AAR. The AAR following an incident should describe actions taken, identify equipment shortcomings and strengths, and recommend ways to improve operational readiness. Recommendations may include future exercise events and programs. Success stories and lessons learned should be submitted to the Homeland Security Digital Library ([www.HSDL.org](http://www.HSDL.org)). CCDM will ensure that equipment, training, and planning shortfalls identified following an incident are addressed by the County’s EMO.

### 6.5 Community Outreach and Preparedness Education

The County will educate the public about threats, disasters, and what to do when an emergency occurs. The County maintains an active community preparedness program and recognizes that citizen preparedness and education are vital components of the County’s overall readiness.

Information about the County’s public education programs, hazard and mitigation information, and other disaster management and emergency services can be found on the County’s website at <http://www.clackamas.us/dm/>.

### 6.6 Funding and Sustainment

It is a priority of the County to fund and maintain an EMO that ensures the County’s ability to respond to and recover from disasters. CCDM will work with the County Administrator, BCC and community stakeholders to:

- Identify funding sources for disaster management programs, personnel, and equipment.
- Ensure that the BCC is informed of progress toward building emergency response and recovery capabilities and is aware of gaps to be addressed.
- Leverage partnerships with local, regional, and State partners to maximize use of scarce resources.

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6. Plan Development, Maintenance and Implementation

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# A

## Sample Disaster Declaration Forms

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Appendix A. Declaration of State of Emergency

DECLARATION OF STATE OF EMERGENCY

BEFORE THE BOARD OF COMMISSIONERS
FOR CLACKAMAS COUNTY, OREGON

In the Matter of Declaring )
A State of Emergency within )
Clackamas County )

RESOLUTION

This matter came before Board of Commissioners at an emergency meeting on
involving an emergency situation created by
; and

WHEREAS,
; and (Date/time of occurrence; cause of incident)

WHEREAS,
; and (Specify location of incident and effects)

WHEREAS,
; and (Specify location of incident and effects)

WHEREAS, the following conditions, exist in the
impact area.

WHEREAS, the County EOC has been implemented and emergency service
responders are ; and

BE IT RESOLVED that the Board of Commissioners, under the emergency powers granted by
ORS 401.305, declares that a State of Emergency exists within Clackamas County due to the fact
that local resources have been exhausted. Further, Clackamas County Disaster Management is
hereby directed to take all necessary steps authorized by law to secure the persons and property
of the citizens of Clackamas County. State assistance is requested immediately and includes the
following:

- \*
\*
\*

**Appendix A. Declaration of State of Emergency**

Dated at Salem, Oregon, this \_\_\_\_\_ day of \_\_\_\_\_

CLACKAMAS COUNTY BOARD OF COMMISSIONERS

\_\_\_\_\_  
[Name], Chair

\_\_\_\_\_  
[Name], Commissioner

\_\_\_\_\_  
[Name], Commissioner

\_\_\_\_\_  
[Name], Commissioner

\_\_\_\_\_  
[Name], Commissioner

\_\_\_\_\_  
[Name], Recording Secretary

\_\_\_\_\_  
Date

Appendix A. Declaration of State of Emergency

DECLARATION OF EMERGENCY

BEFORE THE CITY COUNCIL
FOR THE CITY OF, [CITY NAME], CLACKAMAS COUNTY, OREGON

To: \_\_\_\_\_,
Clackamas County Disaster Management

From: \_\_\_\_\_,
[CITY NAME], Oregon

At \_\_\_\_\_ (time) on \_\_\_\_\_ (date),

a/an \_\_\_\_\_ (description of emergency
incident or event type) occurred in the [CITY NAME] threatening life and property.

The current situation and conditions are:

Three horizontal lines for describing the current situation and conditions.

The geographic boundaries of the emergency are:

Two horizontal lines for describing the geographic boundaries of the emergency.

I DO HEREBY DECLARE THAT A STATE OF EMERGENCY NOW EXISTS IN THE
[CITY NAME] AND THAT THE CITY HAS EXPENDED OR WILL SHORTLY EXPEND
ITS NECESSARY AND AVAILABLE RESOURCES. I RESPECTFULLY REQUEST THAT
THE COUNTY PROVIDE ASSISTANCE, CONSIDER THE CITY AN "EMERGENCY
AREA" AS PROVIDED FOR IN ORS 401, AND, AS APPROPRIATE, REQUEST SUPPORT
FROM STATE AGENCIES AND/OR THE FEDERAL GOVERNMENT

Signed: \_\_\_\_\_

Title: \_\_\_\_\_ Date & Time: \_\_\_\_\_

This request may be passed to the County via radio, telephone, or FAX. The original signed
document must be sent to the County Emergency Management Office, with a copy placed in the
final incident package.

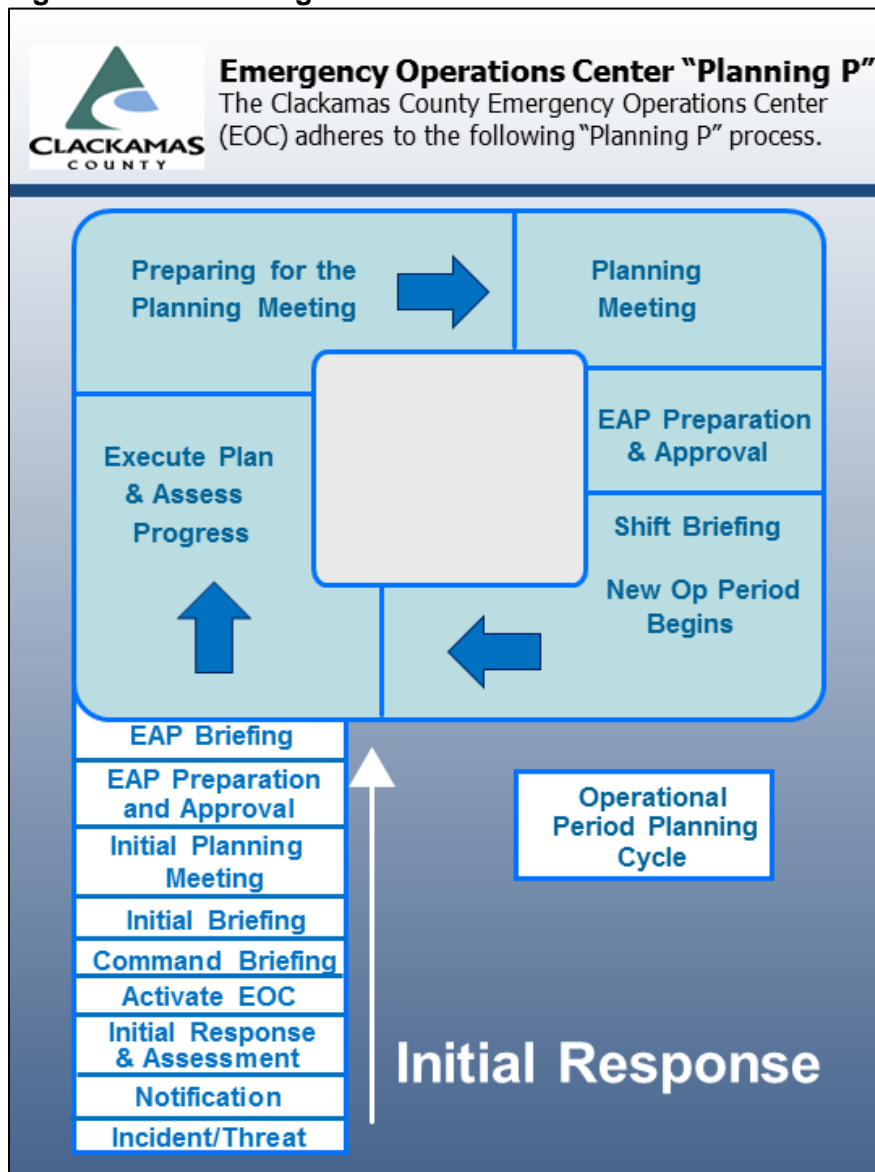
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# B EOC Action Planning Cycle

An Emergency Operations Center (EOC) Action Plan (EAP) is the vehicle by which EOC Command communicates their expectations and provides collaboration and participation among all levels of incident management. A complete EAP facilitates successful incident operations and provides a basis for evaluating performance in achieving incident objectives. The Planning “P” in Figure B-1 is a guide to the process and steps involved in planning for an incident. The leg of the “P” describes the initial response period whereas the top of the leg of the “P” is the beginning of the first operational planning period cycle.

Figure B-1 Planning “P”



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**Appendix B. EOC Action Planning Cycle**

*See the County EAP template for more information.*

# C References

## Federal

- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288) as amended, April 2013. Accessed on 20 December 2013 at: <http://www.fema.gov/robert-t-stafford-disaster-relief-and-emergency-assistance-act-public-law-93-288-amended>
- Homeland Security Act of 2002 (Public Law 107-296). Accessed on 20 December 2013 at: <http://www.dhs.gov/key-dhs-laws>
- Post-Katrina Emergency Management Reform Act of 2006 (Public Law 109-295). Accessed on 20 December 2013 at: <http://www.dhs.gov/key-dhs-laws>
- Homeland Security Policy Directive/HSPD-5: Management of Domestic Incidents. Accessed on 20 December 2013 at: <http://www.fas.org/irp/offdocs/nsdp/hspd-5.html>
- Presidential Policy Directive/PPD-8: National Preparedness. Accessed on 20 December 2013 at: <http://www.dhs.gov/presidential-policy-directive-8-national-preparedness>

## FEMA Policy

- The Federal Emergency Management Agency Publication 1: The Federal Emergency Management Agency, November 2010. Accessed on 20 December 2013 at: <http://www.fema.gov/media-library/assets/documents/25272>
- A Whole Community Approach to Emergency Management: Principles, Themes, and Pathways for Action, FDOC 104-008-1, December 2011. Accessed on 20 December 2013 at: [http://www.emd.wa.gov/about/documents/FEMA\\_Whole\\_Community.pdf](http://www.emd.wa.gov/about/documents/FEMA_Whole_Community.pdf)
- FEMA Incident Management and Support Keystone, January 2011. Accessed on 20 December 2013 at: <http://www.fema.gov/media-library/assets/documents/26688>
- National Incident Management System, December 2008. Accessed on 20 December 2013 at: <http://www.fema.gov/national-incident-management-system>
- National Preparedness Goal, First Edition, September 2011. Accessed on 20 December 2013 at: <http://www.fema.gov/national-preparedness-goal>
- FEMA Administrator's Intent (FY 2015-2019). Pub. April 2013. Accessed on 20 December 2013 at: <http://www.fema.gov/media-library/assets/documents/31808>
- FEMA Strategic Plan, FY 2011-2014, FEMA P-806, February 2011. Accessed on 20 December 2013 at: <http://www.fema.gov/fy-2011-2014-strategic-plan>
- Crisis Response and Disaster Resilience 2030: Forging Strategic Action in an Age of Uncertainty, January 2012. Accessed on 20 December 2013 at: <https://www.fema.gov/media-library/assets/documents/24174>
- National Response Framework, Second Edition, May 2013. Accessed on 20 December 2013 at: <http://www.fema.gov/national-response-framework>
- National Disaster Recovery Framework, Strengthening Disaster Recovery for the Nation, September 2011. Accessed on 20 December 2013 at:

## Appendix C. References

- <http://www.fema.gov/media-library/assets/documents/24647?fromSearch=fromsearch&id=5124>
- National Disaster Housing Strategy, January 2009. Accessed on 20 December 2013 at: <http://www.fema.gov/media-library/assets/documents/24600>
  - Developing and Maintaining Emergency Operations Plans, Comprehensive Preparedness Guide (CPG) 101, Version 2.0, November 2010. Accessed on 20 December 2013 at: <http://www.fema.gov/media-library/assets/documents/25975>

## State

- State of Oregon Emergency Operations Plan, as revised November 2013. Accessed on 20 December 2013 at:  
[http://www.oregon.gov/OMD/OEM/Pages/plans\\_train/EOP.aspx](http://www.oregon.gov/OMD/OEM/Pages/plans_train/EOP.aspx)
- Oregon State Fire Marshal, Fire Service Mobilization Plan. 2013. Accessed on 20 December 2013 at: <http://www.oregon.gov/osp/SFM/docs/2013MobPlan.pdf>
- Emergency Declaration Guidelines for Local Elected and Appointed Officials. September 2011. Accessed on 20 December 2013 at:  
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- Oregon Revised Statutes (ORS) 2011 Edition. Chapters 401 through 404. Accessed on 20 December 2013 at:  
[https://www.oregonlegislature.gov/bills\\_laws/Pages/ORS.aspx](https://www.oregonlegislature.gov/bills_laws/Pages/ORS.aspx)
- Oregon Administrative Rules (OAR) 104: Oregon Military Department. Accessed on 20 December 2013 at:  
[http://arcweb.sos.state.or.us/pages/rules/oars\\_100/oar\\_104/104\\_tofc.html](http://arcweb.sos.state.or.us/pages/rules/oars_100/oar_104/104_tofc.html)

## County

Copies of the following documents can be obtained by contacting the CCDM:

- Board Order #2008-154, September 2008
- Emergency Operations Plan, 2011
- Natural Hazard Mitigation Plan, 2013
- Community Wildfire Protection Plan, 2012
- Mt. Hood Coordination Plan, 2013
- Damage Assessment Plan
- Debris Management Plan, 2015
- Memoranda of Agreement / Understanding
- Resolution 2005-26, February 2005
- Code Section 6.03

## Other

- All other Public Laws or Executive Orders enacted or to be enacted which pertain to emergencies/disasters.

# D Acronyms and Glossary

## Acronyms

<b>Term</b>	<b>Definition</b>
AAR	After Action Report
ADA	Americans with Disabilities Act
ASA	Ambulance Service Area
BCS	Business and Community Services
BOR	U.S. Bureau of Reclamation
CARES	Clackamas County Amateur Radio Emergency Services
CBO	Community Based Organization
CBRNE	chemical, biological, radiological, nuclear, or explosive
CCDM	Clackamas County Disaster Management
CCENS	Clackamas County Emergency Notification System
C-COM	Clackamas County Communications
CCSO	Clackamas County Sheriff's Office
CERT	Community Emergency Response Team
CIKR	Critical Infrastructure and Key Resources
COAD	Community Organizations Active in Disaster
COG	Continuity of Government
COOP	Continuity of Operations
County	Clackamas County
CST	Civil Support Team
DAFN	Disabilities, Access, and Functional Needs
DMAT	Disaster Medical Assistance Team
DMORT	Disaster Mortuary Operational Response Team
DOC	Department Operations Center

## Appendix D. Acronyms and Glossary

DOD	Department of Defense
DOT	U.S. Department of Transportation
DSL	Department of State Lands
DTD	Clackamas County Department of Transportation and Development
EAP	Emergency Operations Center Action Plan
EAS	Emergency Alert System
ECC	Emergency Coordination Center
EMAC	Emergency Mutual Assistance Compact
EMO	Emergency Management Organization
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EPA	United States Environmental Protection Agency
ERFPD	Estacada Rural Fire Protection District #69
ESF	Emergency Support Function
FDB	Fire Defense Board
FEMA	Federal Emergency Management Agency
FSA	Farm Service Agency
GIS	Geographic Information System
Guard	Oregon National Guard
H3S	Clackamas County Health, Housing, and Human Services Department
HazMat	Hazardous Materials
IA	Incident Annex
ICP	Incident Command Post
ICS	Incident Command System
IMT	Incident Management Team
JIC	Joint Information Center
JIS	Joint Information System

## Appendix D. Acronyms and Glossary

LOCOM	Lake Oswego Communications
MAC Group	Multi-Agency Coordination Group
MEDU	Metro Explosive Disposal Unit
MHz	Megahertz
MOU	Memorandum of Understanding
MRC	Medical Reserve Corps
NAWAS	National Warning System
NDMS	National Disaster Medical System
NGO	Nongovernmental Organization
NIMS	National Incident Management System
NWS	National Weather Service
OAR	Oregon Administrative Rules
ODOT	Oregon Department of Transportation
OEM	Oregon Office of Emergency Management
OHA	Oregon Health Authority
ORS	Oregon Revised Statutes
ORVOAD	Oregon Voluntary Organizations Assisting in Disaster
OSFM	Oregon State Fire Marshal
OSP	Oregon State Police
OTFC	Oregon Terrorism Information Threat Assessment Network Fusion Center
PAS	Personal Assistance Services
PGA	Public and Government Affairs
PGE	Portland General Electric Company
PIO	Public Information Officer
POD	Point of Dispensation
PWB	Portland Water Bureau
RDPO	Regional Disaster Preparedness Organization
SA	Support Annex

## Appendix D. Acronyms and Glossary

SAD	State Active Duty
SAR	Search and Rescue
SNS	Strategic National Stockpile
SOP	standard operating procedure
State	State of Oregon
THIRA	Threat and Hazard Identification and Risk Assessment
TTY	Teletypewriter
TVF&R	Tualatin Police and Tualatin Valley Fire & Rescue
TVID	Tualatin Valley Irrigation District
UHF	Ultra High Frequency
USAR	Urban Search and Rescue
USDA	U.S. Department of Agriculture
USGS	U.S. Geological Survey
VAP	Victim Assistance Program
VHF	Very High Frequency
VOAD	Voluntary Organizations Active in Disaster
VOIP	Voice Over Internet Protocol
WCCCA	Washington County Consolidated Communications Agency

## Glossary of Key Terms

**Accessible:** Having the legally required features and/or qualities that ensure easy entrance, participation, and usability of places, programs, services, and activities by individuals with a wide variety of disabilities.

**Acquisition Procedures:** A process used to obtain resources to support operational requirements.

**Agency Administrator/Executive:** The official responsible for administering policy for an agency or jurisdiction. An Agency Administrator/Executive (or other public official with jurisdictional responsibility for the incident) usually makes the decision to establish an Area Command.



## Appendix D. Acronyms and Glossary

**Agency Dispatch:** The agency or jurisdictional facility from which resources are sent to incidents.

**Agency Representative:** A person assigned by a primary, assisting, or cooperating Federal, State, tribal, or local government agency, or nongovernmental or private organization, that has been delegated authority to make decisions affecting that agency's or organization's participation in incident management activities following appropriate consultation with the leadership of that agency.

**Agency:** A division of government with a specific function offering a particular kind of assistance. In the Incident Command System, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance). Governmental organizations are most often in charge of an incident, though in certain circumstances private-sector organizations may be included. Additionally, nongovernmental organizations may be included to provide support.

**All-Hazards:** Describing an incident, natural or manmade, that warrants action to protect life, property, environment, and public health or safety, and to minimize disruptions of government, social, or economic activities.

**Allocated Resource:** Resource dispatched to an incident.

**Area Command:** An organization established to oversee the management of multiple incidents that are each being handled by a separate Incident Command System organization or to oversee the management of a very large or evolving incident that has multiple Incident Management Teams engaged. An Agency Administrator/Executive or other public official with jurisdictional responsibility for the incident usually makes the decision to establish an Area Command. An Area Command is activated only if necessary, depending on the complexity of the incident and incident management span-of-control considerations.

**Assessment:** The process of acquiring, collecting, processing, examining, analyzing, evaluating, monitoring, and interpreting the data, information, evidence, objects, measurements, images, sound, etc., whether tangible or intangible, to provide a basis for decisionmaking.

**Assigned Resource:** Resource checked in and assigned work tasks on an incident.

**Assignment:** Task given to a personnel resource to perform within a given operational period that is based on operational objectives defined in the Incident Action Plan.

**Assistant:** Title for subordinates of principal Command Staff positions. The title indicates a level of technical capability, qualifications, and responsibility subordinate to the primary positions. Assistants may also be assigned to Unit Leaders.

**Assisting Agency:** An agency or organization providing personnel, services, or other resources to the agency with direct responsibility for incident management. See Supporting Agency.

**Available Resource:** Resource assigned to an incident, checked in, and available for a mission assignment, normally located in a Staging Area.

## Appendix D. Acronyms and Glossary

**Badging:** The assignment of physical incident-specific credentials to establish legitimacy and limit access to various incident sites.

**Branch:** The organizational level having functional or geographical responsibility for major aspects of incident operations. A Branch is organizationally situated between the Section Chief and the Division or Group in the Operations Section, and between the Section and Units in the Logistics Section. Branches are identified by the use of Roman numerals or by functional area.

**Cache:** A predetermined complement of tools, equipment, and/or supplies stored in a designated location, available for incident use.

**Camp:** A geographical site within the general incident area (separate from the Incident Base) that is equipped and staffed to provide sleeping, food, water, and sanitary services to incident personnel.

**Categorizing Resources:** The process of organizing resources by category, kind, and type, including size, capacity, capability, skill, and other characteristics. This makes the resource ordering and dispatch process within and across organizations and agencies, and between governmental and nongovernmental entities, more efficient, and ensures that the resources received are appropriate to their needs.

**Certifying Personnel:** The process of authoritatively attesting that individuals meet professional standards for the training, experience, and performance required for key incident management functions.

**Chain of Command:** The orderly line of authority within the ranks of the incident management organization.

**Chain of Command:** The orderly line of authority within the ranks of the incident management organization.

**Check-In:** The process through which resources first report to an incident. All responders, regardless of agency affiliation, must report in to receive an assignment in accordance with the procedures established by the Incident Commander.

**Chief:** The Incident Command System title for individuals responsible for management of functional Sections: Operations, Planning, Logistics, Finance/Administration, and Intelligence/Investigations (if established as a separate Section).

**Command Staff:** The staff who report directly to the Incident Commander, including the Public Information Officer, Safety Officer, Liaison Officer, and other positions as required. They may have an assistant or assistants, as needed.

**Command:** The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.

**Common Operating Picture:** An overview of an incident by all relevant parties that provides incident information enabling the Incident Commander/Unified Command and any supporting agencies and organizations to make effective, consistent, and timely decisions.

## Appendix D. Acronyms and Glossary

**Common Terminology:** Normally used words and phrases-avoiding the use of different words/phrases for same concepts-to ensure consistency and to allow diverse incident management and support organizations to work together across a wide variety of incident management functions and hazard scenarios.

**Communications/Dispatch Center:** Agency or interagency dispatch centers, 911 call centers, emergency control or command dispatch centers, or any naming convention given to the facility and staff that handles emergency calls from the public and communication with emergency management/response personnel. The center can serve as a primary coordination and support element of the Multiagency Coordination System(s) (MACS) for an incident until other elements of the MACS are formally established.

**Communications:** The process of transmission of information through verbal, written, or symbolic means.

**Complex:** Two or more individual incidents located in the same general area and assigned to a single Incident Commander or to Unified Command.

**Comprehensive Preparedness Guide 101:** A guide designed to assist jurisdictions with developing operations plans. It promotes a common understanding of the fundamentals of planning and decision-making to help emergency planners examine a hazard and produce integrated, coordinated, and synchronized plans.

**Continuity of Government:** A coordinated effort within the Federal Government's executive branch to ensure that National Essential Functions continue to be performed during a catastrophic emergency (as defined in National Security Presidential Directive 51/Homeland Security Presidential Directive 20).

**Continuity of Operations:** An effort within individual organizations to ensure that Primary Mission Essential Functions continue to be performed during a wide range of emergencies.

**Cooperating Agency:** An agency supplying assistance other than direct operational or support functions or resources to the incident management effort.

**Coordinate:** To advance an analysis and exchange of information systematically among principals who have or may have a need to know certain information to carry out specific incident management responsibilities.

**Corrective Actions:** The implementation of procedures that are based on lessons learned from actual incidents or from training and exercises.

**Credentialing:** The authentication and verification of the certification and identity of designated incident managers and emergency responders.

**Critical Infrastructure:** Assets, systems, and networks, whether physical or virtual, so vital to the United States that the incapacitation or destruction of such assets, systems, or networks would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters.

## Appendix D. Acronyms and Glossary

**Delegation of Authority:** A statement provided to the Incident Commander by the Agency Executive delegating authority and assigning responsibility. The delegation of authority can include objectives, priorities, expectations, constraints, and other considerations or guidelines, as needed. Many agencies require written delegation of authority to be given to the Incident Commander prior to assuming command on larger incidents. (Also known as Letter of Expectation.)

**Demobilization:** The orderly, safe, and efficient return of an incident resource to its original location and status.

**Department Operations Center (DOC):** An Emergency Operations Center (EOC) specific to a single department or agency. The focus of a DOC is on internal agency incident management and response. DOCs are often linked to and, in most cases, are physically represented in a combined agency EOC by authorized agent(s) for the department or agency.

**Deputy:** A fully qualified individual who, in the absence of a superior, can be delegated the authority to manage a functional operation or to perform a specific task. In some cases a deputy can act as relief for a superior, and therefore must be fully qualified in the position. Deputies generally can be assigned to the Incident Commander, General Staff, and Branch Directors.

**Director:** The Incident Command System title for individuals responsible for supervision of a Branch.

**Disabilities, and Access, and Functional Needs (DAFN):** Refers to population whose members may have additional needs before, during, and after an incident in functional areas, including but not limited to: maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities; who live in institutionalized settings; who are elderly; who are children; who are from diverse cultures, who have limited English proficiency, or who are non-English-speaking; or who are transportation disadvantaged.

**Dispatch:** The ordered movement of a resource or resources to an assigned operational mission, or an administrative move from one location to another.

**Division:** The organizational level having responsibility for operations within a defined geographic area. Divisions are established when the number of resources exceeds the manageable span of control of the Section Chief. See Group.

**Emergency Management Assistance Compact (EMAC):** A congressionally ratified organization that provides form and structure to interstate mutual aid. Through EMAC, a disaster-affected State can request and receive assistance from other member States quickly and efficiently, resolving two key issues up front: liability and reimbursement.

**Emergency Management/Response Personnel:** Includes Federal, State, territorial, tribal, sub-state regional, and local governments, NGOs, private sector-organizations, critical infrastructure owners and operators, and all other organizations and individuals who assume an emergency management role. (Also known as emergency responder.)

## Appendix D. Acronyms and Glossary

**Emergency Operations Center (EOC):** The physical location at which the coordination of information and resources to support incident management (on-scene operations) activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, medical services), by jurisdiction (e.g., Federal, State, regional, tribal, city, county), or by some combination thereof.

**Emergency Operations Plan:** An ongoing plan for responding to a wide variety of potential hazards.

**Emergency Public Information:** Information that is disseminated primarily in anticipation of or during an emergency. In addition to providing situational information to the public, it frequently provides directive actions required to be taken by the general public.

**Emergency:** Any incident, whether natural or manmade, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

**Essential Records:** Information systems technology, applications, and infrastructure, electronic and hardcopy documents, references, and records needed to support the continued performance of essential functions during a continuity activation.

**Evacuation:** The organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.

**Event:** See Planned Event.

**Federal:** Of or pertaining to the Federal Government of the United States of America.

**Field Operations Guide:** Durable pocket or desk guides that contain essential information required to perform specific assignments or functions.

**Finance/Administration Section:** The Incident Command System Section responsible for all administrative and financial considerations surrounding an incident.

**Function:** The five major activities in the Incident Command System: Command, Operations, Planning, Logistics, and Finance/Administration. A sixth function, Intelligence/Investigations, may be established, if required, to meet incident management needs. The term function is also used when describing the activity involved (e.g., the planning function).

**General Staff:** A group of incident management personnel organized according to function and reporting to the Incident Commander. The General Staff normally consists of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief. An Intelligence/Investigations Chief may be established, if required, to meet incident management needs.

## Appendix D. Acronyms and Glossary

**Group:** An organizational subdivision established to divide the incident management structure into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. See Division.

**Hazard:** Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

**Incident Action Plan:** An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

**Incident Base:** The location at which primary Logistics functions for an incident are coordinated and administered. There is only one Base per incident. (Incident name or other designator will be added to the term Base.) The Incident Command Post may be co-located with the Incident Base.

**Incident Command Post (ICP):** The field location where the primary functions are performed. The ICP may be co-located with the Incident Base or other incident facilities.

**Incident Command System (ICS):** A standardized on-scene emergency management construct specifically designed to provide an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

**Incident Command:** The Incident Command System organizational element responsible for overall management of the incident and consisting of the Incident Commander (either single or unified command structure) and any assigned supporting staff.

**Incident Commander (IC):** The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

**Incident Management Team (IMT):** An Incident Commander and the appropriate Command and General Staff personnel assigned to an incident. The level of training and experience of the IMT members, coupled with the identified formal response requirements and responsibilities of the IMT, are factors in determining "type," or level, of IMT.

**Incident Management:** The broad spectrum of activities and organizations providing effective and efficient operations, coordination, and support applied at all levels of government, utilizing both governmental and nongovernmental resources to plan for, respond to, and recover from an incident, regardless of cause, size, or complexity.

## Appendix D. Acronyms and Glossary

**Incident Objectives:** Statements of guidance and direction needed to select appropriate strategy(s) and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow strategic and tactical alternatives.

**Incident:** An occurrence, natural or manmade, that requires a response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, civil unrest, wildland and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, tsunamis, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

**Information Management:** The collection, organization, and control over the structure, processing, and delivery of information from one or more sources and distribution to one or more audiences who have a stake in that information.

**Integrated Planning System:** A system designed to provide common processes for developing and integrating plans for the Federal Government to establish a comprehensive approach to national planning in accordance with the Homeland Security Management System as outlined in the National Strategy for Homeland Security.

**Intelligence/Investigations:** An organizational subset within ICS. Intelligence gathered within the Intelligence/Investigations function is information that either leads to the detection, prevention, apprehension, and prosecution of criminal activities-or the individual(s) involved-including terrorist incidents or information that leads to determination of the cause of a given incident (regardless of the source) such as public health events or fires with unknown origins. This is different from the normal operational and situational intelligence gathered and reported by the Planning Section.

**Interoperability:** Ability of systems, personnel, and equipment to provide and receive functionality, data, information and/or services to and from other systems, personnel, and equipment, between both public and private agencies, departments, and other organizations, in a manner enabling them to operate effectively together. 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.

**Job Aid:** Checklist or other visual aid intended to ensure that specific steps of completing a task or assignment are accomplished.

**Joint Field Office (JFO):** The primary Federal incident management field structure. The JFO is a temporary Federal facility that provides a central location for the coordination of Federal, State, tribal, and local governments and private-sector and nongovernmental organizations with primary responsibility for response and recovery. The JFO structure is organized, staffed, and managed in a manner consistent with National Incident Management System principles. Although the JFO uses an Incident Command System structure, the JFO does not manage on-

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**Appendix D. Acronyms and Glossary**

scene operations. Instead, the JFO focuses on providing support to on-scene efforts and conducting broader support operations that may extend beyond the incident site.

**Joint Information Center (JIC):** A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media. Public information officials from all participating agencies should co-locate at the JIC.

**Joint Information System (JIS):** A structure that integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely, and complete information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the Incident Commander (IC); advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

**Jurisdiction:** A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., Federal, State, tribal, local boundary lines) or functional (e.g., law enforcement, public health).

**Jurisdictional Agency:** The agency having jurisdiction and responsibility for a specific geographical area, or a mandated function.

**Key Resource:** Any publicly or privately controlled resource essential to the minimal operations of the economy and government.

**Letter of Expectation:** See Delegation of Authority.

**Liaison Officer:** A member of the Command Staff responsible for coordinating with representatives from cooperating and assisting agencies or organizations.

**Liaison:** A form of communication for establishing and maintaining mutual understanding and cooperation.

**Local Government:** Public entities responsible for the security and welfare of a designated area as established by law. A county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under State law), regional or interstate government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal entity, or in Alaska a Native Village or Alaska Regional Native Corporation; a rural community, unincorporated town or village, or other public entity. See Section 2 (10), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

**Logistics Section:** The Incident Command System Section responsible for providing facilities, services, and material support for the incident.

**Logistics:** The process and procedure for providing resources and other services to support incident management.



## Appendix D. Acronyms and Glossary

**Management by Objectives:** A management approach that involves a five-step process for achieving the incident goal. The Management by Objectives approach includes the following: establishing overarching incident objectives; developing strategies based on overarching incident objectives; developing and issuing assignments, plans, procedures, and protocols; establishing specific, measurable tactics or tasks for various incident-management functional activities and directing efforts to attain them, in support of defined strategies; and documenting results to measure performance and facilitate corrective action.

**Manager:** Individual within an Incident Command System organizational unit who is assigned specific managerial responsibilities (e.g., Staging Area Manager or Camp Manager).

**Mitigation:** The capabilities necessary to reduce loss of life and property by lessening the impact of disasters.

**Mobilization Guide:** Reference document used by organizations outlining agreements, processes, and procedures used by all participating agencies/organizations for activating, assembling, and transporting resources.

**Mobilization:** The process and procedures used by all organizations—Federal, State, tribal, and local—for activating, assembling, and transporting all resources that have been requested to respond to or support an incident.

**Multiagency Coordination (MAC) Group:** A group of administrators or executives, or their appointed representatives, who are typically authorized to commit agency resources and funds. 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. MAC Groups may also be known as multiagency committees, emergency management committees, or as otherwise defined by the Multiagency Coordination System.

**Multiagency Coordination System (MACS):** A system that provides the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. MACS assist agencies and organizations responding to an incident. The elements of a MACS include facilities, equipment, personnel, procedures, and communications. Two of the most commonly used elements are Emergency Operations Centers and MAC Groups.

**Multijurisdictional Incident:** An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of an incident. In the Incident Command System, these incidents will be managed under Unified Command.

**Mutual Aid Agreement or Assistance Agreement:** Written or oral agreement between and among agencies/organizations and/or jurisdictions that provides a mechanism to quickly obtain emergency assistance in the form of personnel, equipment, materials, and other associated services. The primary objective is to facilitate rapid, short-term deployment of emergency support prior to, during, and/or after an incident.

## Appendix D. Acronyms and Glossary

**National Essential Functions:** A subset of government functions that are necessary to lead and sustain the Nation during a catastrophic emergency and that, therefore, must be supported through continuity of operations and continuity of government capabilities.

**National Incident Management System:** A set of principles that provides a systematic, proactive approach guiding government agencies at all levels, nongovernmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life or property and harm to the environment.

**National Response Framework:** A guide to how the Nation conducts all-hazards response.

**National:** Of a nationwide character, including the Federal, State, tribal, and local aspects of governance and policy.

**Nongovernmental Organization (NGO):** An entity with an association that is based on interests of its members, individuals, or institutions. It is not created by a government, but it may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross. NGOs, including voluntary and faith-based groups, provide relief services to sustain life, reduce physical and emotional distress, and promote the recovery of disaster victims. Often these groups provide specialized services that help individuals with disabilities. NGOs and voluntary organizations play a major role in assisting emergency managers before, during, and after an emergency.

**Officer:** The Incident Command System title for a person responsible for one of the Command Staff positions of Safety, Liaison, and Public Information.

**Operational Period:** The time scheduled for executing a given set of operation actions, as specified in the Incident Action Plan. Operational periods can be of various lengths, although usually they last 12 to 24 hours.

**Operations Section:** The Incident Command System (ICS) Section responsible for all tactical incident operations and implementation of the Incident Action Plan. In ICS, the Operations Section normally includes subordinate Branches, Divisions, and/or Groups.

**Organization:** Any association or group of persons with like objectives. Examples include, but are not limited to, governmental departments and agencies, nongovernmental organizations, and the private sector.

**Personal Responsibility:** The obligation to be accountable for one's actions.

**Personnel Accountability:** The ability to account for the location and welfare of incident personnel. It is accomplished when supervisors ensure that Incident Command System principles and processes are functional and that personnel are working within established incident management guidelines.

**Plain Language:** Communication that can be understood by the intended audience and meets the purpose of the communicator. For the purpose of the National Incident Management System,

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**Appendix D. Acronyms and Glossary**

plain language is designed to eliminate or limit the use of codes and acronyms, as appropriate, during incident response involving more than a single agency.

**Planned Event:** A scheduled nonemergency activity (e.g., sporting event, concert, parade, etc.).

**Planning Meeting:** A meeting held as needed before and throughout the duration of an incident to select specific strategies and tactics for incident control operations and for service and support planning. For larger incidents, the Planning Meeting is a major element in the development of the Incident Action Plan.

**Planning Section:** The Incident Command System Section responsible for the collection, evaluation, and dissemination of operational information related to the incident, and for the preparation and documentation of the Incident Action Plan. This Section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

**Portability:** An approach that facilitates the interaction of systems that are normally distinct. Portability of radio technologies, protocols, and frequencies among emergency management/response personnel will allow for the successful and efficient integration, transport, and deployment of communications systems when necessary. Portability includes the standardized assignment of radio channels across jurisdictions, which allows responders to participate in an incident outside their jurisdiction and still use familiar equipment.

**Preparedness Organization:** An organization that provides coordination for emergency management and incident response activities before a potential incident. These organizations range from groups of individuals to small committees to large standing organizations that represent a wide variety of committees, planning groups, and other organizations (e.g., Citizen Corps, Local Emergency Planning Committees, Critical Infrastructure Sector Coordinating Councils).

**Preparedness:** A continuous cycle of planning, organizing, training, equipping, exercising, evaluating, and taking corrective action in an effort to ensure effective coordination during incident response. Within the National Incident Management System, preparedness focuses on the following elements: planning; procedures and protocols; training and exercises; personnel qualification and certification; and equipment certification.

**Pre-Positioned Resource:** A resource moved to an area near the expected incident site in response to anticipated resource needs.

**Prevention:** The capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism. For the purposes of the prevention framework called for in PPD-8, the term "prevention" refers to preventing imminent threats.

**Primary Mission Essential Functions:** Government functions that must be performed in order to support or implement the performance of National Essential Functions before, during, and in the aftermath of an emergency.

## Appendix D. Acronyms and Glossary

**Private Sector:** Organizations and individuals that are not part of any governmental structure. The private sector includes for-profit and not-for-profit organizations, formal and informal structures, commerce, and industry.

**Protocol:** A set of established guidelines for actions (which may be designated by individuals, teams, functions, or capabilities) under various specified conditions.

**Public Information Officer:** A member of the Command Staff responsible for interfacing with the public and media and/or with other agencies with incident-related information requirements.

**Public Information:** Processes, procedures, and systems for communicating timely, accurate, and accessible information on an incident's cause, size, and current situation; resources committed; and other matters of general interest to the public, responders, and additional stakeholders (both directly affected and indirectly affected).

**Publications Management:** Subsystem that manages the development, publication control, publication supply, and distribution of National Incident Management System materials.

**Recovery Plan:** A plan developed to restore an affected area or community.

**Recovery:** The capabilities necessary to assist communities affected by an incident to recover effectively.

**Reimbursement:** A mechanism to recoup funds expended for incident-specific activities.

**Resource Management:** A system for identifying available resources at all jurisdictional levels to enable timely, efficient, and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under the National Incident Management System includes mutual aid agreements and assistance agreements; the use of special Federal, State, tribal, and local teams; and resource mobilization protocols.

**Resource Tracking:** A standardized, integrated process conducted prior to, during, and after an incident by all emergency management/response personnel and their associated organizations.

**Resources:** Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an Emergency Operations Center.

**Response:** The capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred.

**Retrograde:** To return resources back to their original location.

**Safety Officer:** A member of the Command Staff responsible for monitoring incident operations and advising the Incident Commander on all matters relating to operational safety, including the health and safety of emergency responder personnel.

**Section:** The Incident Command System organizational level having responsibility for a major functional area of incident management (e.g., Operations, Planning, Logistics,

## Appendix D. Acronyms and Glossary

Finance/Administration, and Intelligence/Investigations (if established). The Section is organizationally situated between the Branch and the Incident Command.

**Single Resource:** An individual, a piece of equipment and its personnel complement, or a crew/team of individuals with an identified work supervisor that can be used on an incident.

**Situation Report:** Confirmed or verified information regarding the specific details relating to an incident.

**Span of Control:** The number of resources for which a supervisor is responsible, usually expressed as the ratio of supervisors to individuals. (Under the National Incident Management System, an appropriate span of control is between 1:3 and 1:7, with optimal being 1:5, or between 1:8 and 1:10 for many large-scale law enforcement operations.)

**Staging Area:** Temporary location for available resources. A Staging Area can be any location in which personnel, supplies, and equipment can be temporarily housed or parked while awaiting operational assignment.

**Standard Operating Guidelines:** A set of instructions having the force of a directive, covering those features of operations which lend themselves to a definite or standardized procedure without loss of effectiveness.

**Standard Operating Procedure:** A complete reference document or an operations manual that provides the purpose, authorities, duration, and details for the preferred method of performing a single function or a number of interrelated functions in a uniform manner.

**State:** When capitalized, refers to any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the United States. See Section 2 (14), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

**Status Report:** Information specifically related to the status of resources (e.g., the availability or assignment of resources).

**Strategy:** The general plan or direction selected to accomplish incident objectives.

**Strike Team:** A set number of resources of the same kind and type that have an established minimum number of personnel, common communications, and a leader.

**Substate Region:** A grouping of jurisdictions, counties, and/or localities within a State brought together for specified purposes (e.g., homeland security, education, public health), usually containing a governance structure.

**Supervisor:** The Incident Command System title for an individual responsible for a Division or Group.

**Supporting Agency:** An agency that provides support and/or resource assistance to another agency. See Assisting Agency.

## Appendix D. Acronyms and Glossary

**Supporting Technology:** Any technology that may be used to support the National Incident Management System, such as orthophoto mapping, remote automatic weather stations, infrared technology, or communications.

**System:** Any combination of facilities, equipment, personnel, processes, procedures, and communications integrated for a specific purpose.

**Tactics:** The deployment and directing of resources on an incident to accomplish the objectives designated by strategy.

**Task Force:** Any combination of resources assembled to support a specific mission or operational need. All resource elements within a Task Force must have common communications and a designated leader.

**Technical Specialist:** Person with special skills that can be used anywhere within the Incident Command System organization. No minimum qualifications are prescribed, as technical specialists normally perform the same duties during an incident that they perform in their everyday jobs, and they are typically certified in their fields or professions.

**Technology Standards:** Conditions, guidelines, or characteristics that may be required to facilitate the interoperability and compatibility of major systems across jurisdictional, geographic, and functional lines.

**Technology Support:** Assistance that facilitates incident operations and sustains the research and development programs that underpin the long-term investment in the Nation's future incident management capabilities.

**Terrorism:** As defined in the Homeland Security Act of 2002, activity that involves an act that is dangerous to human life or potentially destructive of critical infrastructure or key resources; is a violation of the criminal laws of the United States or of any State or other subdivision of the United States; and appears to be intended to intimidate or coerce a civilian population, to influence the policy of a government by intimidation or coercion, or to affect the conduct of a government by mass destruction, assassination, or kidnapping.

**Threat:** Natural or manmade occurrence, individual, entity, or action that has or indicates the potential to harm life, information, operations, the environment, and/or property.

**Tools:** Those instruments and capabilities that allow for the professional performance of tasks, such as information systems, agreements, doctrine, capabilities, and legislative authorities.

**Tribal:** Referring to any Indian tribe, band, nation, or other organized group or community, including any Alaskan Native Village as defined in or established pursuant to the Alaskan Native Claims Settlement Act (85 Stat. 688) [43 U.S.C.A. and 1601 et seq.], that is recognized as eligible for the special programs and services provided by the United States to Indians because of their status as Indians.

**Type:** An Incident Command System resource classification that refers to capability. Type 1 is generally considered to be more capable than Types 2, 3, or 4, respectively, because of size, power, capacity, or (in the case of Incident Management Teams) experience and qualifications.

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**Appendix D. Acronyms and Glossary**

**Unified Approach:** The integration of resource management, communications and information management, and command and management in order to form an effective system.

**Unified Area Command:** Version of command established when incidents under an Area Command are multijurisdictional. See Area Command.

**Unified Command (UC):** An Incident Command System application used when more than one agency has incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the UC, often the senior persons from agencies and/or disciplines participating in the UC, to establish a common set of objectives and strategies and a single Incident Action Plan.

**Unit Leader:** The individual in charge of managing Units within an Incident Command System (ICS) functional Section. The Unit can be staffed by a number of support personnel providing a wide range of services. Some of the support positions are preestablished within ICS (e.g., Base/Camp Manager), but many others will be assigned as technical specialists.

**Unit:** The organizational element with functional responsibility for a specific incident planning, logistics, or finance/administration activity.

**Unity of Command:** An Incident Command System principle stating that each individual involved in incident operations will be assigned to only one supervisor.

**Vital Records:** The essential agency records that are needed to meet operational responsibilities under national security emergencies or other emergency or disaster conditions (emergency operating records), or to protect the legal and financial rights of the government and those affected by government activities (legal and financial rights records).

**Volunteer:** For purposes of the National Incident Management System, any individual accepted to perform services by the lead agency (which has authority to accept volunteer services) when the individual performs services without promise, expectation, or receipt of compensation for services performed. See 16 U.S.C. 742f(c) and 29 CFR 553.10

*Source: <https://emilms.fema.gov/IS700aNEW/glossary.htm> (Last accessed: 9/8/2016)*

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# **Emergency Support Function Annexes**





# ESF 1 – Transportation

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# Table of Contents

<b>1</b>	<b>Introduction .....</b>	<b>ESF 1-1</b>
1.1	Purpose .....	ESF 1-1
1.2	Scope .....	ESF 1-1
1.3	Policies and Authorities .....	ESF 1-2
<b>2</b>	<b>Situation and Assumptions .....</b>	<b>ESF 1-2</b>
2.1	Situation .....	ESF 1-2
2.2	Assumptions.....	ESF 1-2
<b>3</b>	<b>Roles and Responsibilities of Tasked Agencies.....</b>	<b>ESF 1-3</b>
<b>4</b>	<b>Concept of Operations.....</b>	<b>ESF 1-3</b>
4.1	General.....	ESF 1-3
4.2	EOC Operations .....	ESF 1-4
4.3	Disabilities, and Access and Functional Needs .....	ESF 1-4
4.4	Emergency Transportation and Evacuation Routes .....	ESF 1-5
4.5	Coordination with Other ESFs .....	ESF 1-5
<b>5</b>	<b>Direction and Control.....</b>	<b>ESF 1-5</b>
5.1	County.....	ESF 1-5
5.2	Cities .....	ESF 1-6
5.3	Regional .....	ESF 1-6
5.4	State and Federal Assistance.....	ESF 1-6
<b>6</b>	<b>ESF Annex Development and Maintenance .....</b>	<b>ESF 1-7</b>
<b>7</b>	<b>Appendices.....</b>	<b>ESF 1-7</b>
Appendix A	ESF 1 Resources .....	ESF 1-9
Appendix B	ESF 1 Responsibilities by Phase of Emergency Management....	ESF 1-11
Appendix C	ESF 1 Representative Checklist.....	ESF 1-15

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ESF 1 Tasked Agencies	
<b>Primary County Agency</b>	Transportation and Development
<b>Supporting County Agency</b>	Disaster Management Fire Defense Board Health, Housing, and Human Services Public and Government Relations Sheriff's Office
<b>Community Partners</b>	Public Transportation, including: TriMet, Canby Area Transit, Sandy Area Metro, Molalla South Clackamas Transportation District, and Wilsonville South Metro Area Regional Transit North Clackamas Parks & Recreation District Clackamas Education Service District Local Airports and Heliports Local Municipalities
<b>State Agency</b>	Oregon Department of Transportation (ODOT)
<b>Federal Agency</b>	Department of Transportation
<i>*See Section 3 for more information about Tasked Agencies.</i>	

# 1 Introduction

## 1.1 Purpose

Emergency Support Function (ESF) 1 describes how the County will coordinate transportation needs during a time of a major emergency or disaster, including assessing damage to and restoring and maintaining transportation networks—specifically, roads and bridges.

## 1.2 Scope

Activities encompassed within the scope of ESF 1 include:

- Coordinate and/or support damage assessment activities, including the dissemination of pertinent data regarding any impacts to the transportation infrastructure contained within the County’s jurisdictional boundaries.
- Coordinate the repair and restoration of the County’s transportation network.
- Maintain undamaged, repaired, and/or restored infrastructure as necessary to ensure additional hazards do not occur.
- Process and coordinate requests for transportation support from City partners.
- Monitor, control, and coordinate vehicular traffic flow.
- Provide resources to support transportation of evacuees, personnel, equipment, and materials and supplies.
- Provide maps for all modes of transportation.

- Prioritize and initiate emergency work taskings to clear debris and obstructions from, and make emergency repairs to, the transportation infrastructure.

### 1.3 Policies and Authorities

It is the policy of the County that public transportation authorities and county and state departments with transportation resources and support operations are responsible for assessing and restoring transportation systems under their control. Priorities shall be determined and coordinated by the Emergency Operations Center (EOC), when activated.

## 2 Situation and Assumptions

### 2.1 Situation

The County is faced with a number of hazards that may cause disruption to transportation systems and require support. The County's transportation system is comprised of road, rail, and air systems. Considerations that should be taken into account when planning for and implementing ESF 1 activities include:

- A major emergency or disaster may severely damage transportation infrastructure.
- The movement of people, equipment, and supplies may be much less efficient in emergency conditions than under normal circumstances.
- Many localized transportation activities may be disrupted or hindered by damaged transportation infrastructure.
- In anticipation of or reaction to a disaster, evacuations that overwhelm standard routes may require resources beyond the capabilities of the County.
- Some communities have limited means of ingress and egress and an emergency or disaster that disrupts key roads/bridges may limit or prevent access to the community.

Effective emergency transportation involves countywide and regional travel and requires close coordination with cities, neighboring jurisdictions, ODOT, and other public and private providers of transportation services and equipment. Transportation operations may require road closures, restrictions, detours, removal of debris, and/or construction of temporary roads or bridges. Two interstate highways and several state highways cross Clackamas County. Local officials work closely with ODOT and neighboring jurisdictions to maintain the regional transportation system and its primary corridors. See Appendix D for maps of the Regional Emergency Transportation Routes.

### 2.2 Assumptions

ESF 1 is based on the following planning assumptions:

- The County's transportation infrastructure will likely sustain damage during a large-scale incident. As a result, the magnitude of a hazard's impact upon, in terms of both physical damage and operational status/capacity, will affect the effectiveness and efficiency of response and recovery.
- Disaster operations and/or hazardous conditions may require the County to divert traffic or implement other methods for traffic control (e.g., damaged, isolated, or evacuated areas).



- Response operations, especially during initial operational periods, may exhaust the County's transportation capabilities, thus requiring assistance from neighboring jurisdictions and/or State and federal government.
- Rapid initial and ongoing damage assessments of impacted areas will assist in the determination of response priorities and transportation demands.

### 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 (EOP) 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 transportation-related emergency response 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.

- In accordance with the Basic Plan and this ESF Annex, the County Department of Transportation and Development (DTD) is responsible for coordinating transportation-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Requests for assistance with transportation infrastructure will first be issued in accordance with established mutual aid agreements, and once those resources have been

exhausted, a request for support may be forwarded to the State Emergency Coordination Center.

- The County EOC will provide support for the coordination of transportation infrastructure resources.

Emergency transportation operations involve:

- Identification of areas impacted and people at risk.
- Identification, designation, and maintenance of access and egress routes.
- Arrangements to obtain additional emergency transportation resources, with highest priority given to resources needed for protection of life.
- Designation of transportation bases, staging areas, and refueling and repair facilities.
- Coordination with neighboring jurisdictions to ensure that transportation priorities and routes are consistent and coordinated.

## 4.2 EOC Operations

When transportation-related activities are staffed in the EOC, the DTD 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 transportation infrastructure from the field/scene.
- Share situation status updates related to transportation infrastructure to inform development of Situation Reports.
- Participate in, and provide transportation-specific reports for, EOC briefings.
- Assist in development and communication of transportation-related actions to tasked agencies.
- Monitor ongoing transportation-related actions.
- Share transportation-related information with the Public Information Officer to ensure consistent public messaging.
- Coordinate transportation-related staffing to ensure the function can be staffed continuously across operational periods.

## 4.3 Disabilities, and Access and Functional Needs

Provision of transportation-related activities will take into account populations with disabilities and access and functional needs. 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.

The County Department of Health, Housing, and Human Services and individual hospitals/medical care facilities support evacuation procedures established for medical care facilities, coordinate resources needed for distribution of medical supplies/equipment to points of dispensing sites, and manages medical response operations within the identified emergency transportation routes.

## 4.4 Emergency Transportation and Evacuation Routes

DTD, with support from ODOT, maintains transportation infrastructure, manages emergency transportation routes, identifies road hazards, and implements road closures. Mapping capabilities and equipment may be provided through the County Geographic Information Systems (GIS) Division and other partners. Staff and resources are assigned to support emergency evacuation and essential transportation routes.

## 4.5 Coordination with Other ESFs

The following ESFs support transportation-related activities:

- **Public Works (ESF 3):** Support in maintenance, assessment, and restoration of the transportation network including debris clearance.
- **Law Enforcement (ESF 16):** Assist in traffic control and escort of emergency supplies.

# 5 Direction and Control

## 5.1 County

### 5.1.1 Transportation and Development

DTD is responsible for maintenance and repair of designated roads, bridges, and facilities. The Director or designee will serve in Unified Command and coordinate transportation assistance under this annex except as noted below. DTD will coordinate with cities, neighboring counties, and State and federal authorities to maintain transportation capabilities of the Regional Emergency Transportation Routes and other designated corridors.

### 5.1.2 Sheriff's Office

The Sheriff has law enforcement authority on all roads and on the non-federal waterways of the County (except those that are under jurisdiction of incorporated cities). The Sheriff or designee may serve in Unified Command and coordinate evacuation and other law enforcement activities. The Sheriff also directs the use of County-owned marine resources and coordinates marine operations with neighboring jurisdictions, the U.S. Coast Guard, and State Marine Board.

### 5.1.3 Fire Defense Board

The Fire Defense Board assists the Sheriff's office in evacuating victims from areas within the Clackamas County Sheriff's Office's (CCSO's) jurisdiction that require the use of specialized personal protective equipment. The Fire Defense Board Chief or designee may serve in Unified Command and also assist in other evacuation and transportation operations.

### 5.1.4 Air and Rail Operations

While County officials have no direct authority over air or rail operations, they can anticipate providing initial emergency response to the scene of an aircraft crash or train accident. Unified Command should be established as soon as possible with arriving State and federal authorities in order to coordinate response and recovery activities, which may include Mass Casualty Incident and/or Mass Fatality Incident protocols.

## 5.2 Cities

Incorporated cities have primary responsibility for the safety and well-being of their citizens and for resource allocation and emergency operations within their jurisdictions. Each city is responsible for city streets and bridges within its boundaries and for utilizing its own local transportation resources for jurisdictional needs. City and County officials coordinate their efforts to ensure that critical transportation routes are surveyed and repaired.

Cities are encouraged to develop EOPs and to work closely with CCDM to integrate preparedness, response, and recovery activities. Cities may request assistance through a mutual aid agreement or through an Emergency Declaration. If a city emergency is declared to request resources, the city will forward the declaration to the County EOC.

An intergovernmental mutual aid agreement between the County and cities is available to all jurisdictions that choose to participate. The agreement establishes procedures for requesting and providing mutual aid resources in a major emergency or disaster.

## 5.3 Regional

The Regional Emergency Management Group has established Regional Emergency Transportation Routes in the Portland-Vancouver Metro Area. These routes cover Clackamas, Columbia, Multnomah, and Washington Counties in Oregon, and Clark County in Washington, and are designated for priority damage assessment and repair.

Public, private, and volunteer organizations may assist in transportation services. For example, TriMet (public transit system), taxi companies, nonprofit programs and contractors can be valuable resources in a transportation emergency. The EOC will be the focal point for County and regional coordination.

Clackamas County is a participant in the Inter-County Omnibus Mutual Aid Agreement, which provides a framework for counties to request mutual aid from each other in emergencies, saving time and minimizing confusion during an incident, as well as Managing Oregon Resources Efficiently Intergovernmental Agreement (MORE-IGA), which allows public agencies in Oregon to share resources including equipment, materials, and services for public works, municipal, transportation, engineering, construction, operations, maintenance, emergency management, and related activities.

## 5.4 State and Federal Assistance

ODOT is responsible for construction, maintenance, and repair of interstate freeways, and state highways and bridges, and may impose restrictions and implement temporary closures of highways. ODOT also regulates motor carriers and railroads (including rail freight and passenger planning and operations) and the transport of hazardous materials by rail.

The Oregon Department of Aviation is authorized to operate and maintain State-owned airports and to establish a state airways system. The State Aviation Resources for Disaster Assistance Plan, developed under the auspices of the Oregon Office of Emergency Management, coordinates air resources in a major emergency or disaster.

**ESF 1. Transportation**

The State may provide assistance through ODOT, the Oregon Military Department, or other State agencies with transportation capabilities. ODOT has executed an Intergovernmental Agreement with Clackamas County for transportation maintenance and operational support and assistance. If incident response requires resources beyond those available day-to-day and through mutual aid, the EOC will request assistance through an Emergency Declaration.

The U. S. Department of Transportation is the primary agency responsible for coordinating transportation resources in the Federal Response Plan. The U.S. Coast Guard is responsible for law enforcement and rescue on federal waterways within the County and may provide marine transportation resources.

## **6 ESF Annex Development and Maintenance**

DTD 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. Disaster Management staff will assist as requested.

## **7 Appendices**

- Appendix A – ESF 1 Resources
- Appendix B – ESF 1 Responsibilities by Phase of Emergency Management
- Appendix C – ESF 1 Representative Checklist

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## Appendix A ESF 1 Resources

The following resources provide additional information regarding ESF 1 and transportation related issues at the local, state, and federal level:

### County

- Emergency Operations Plan
  - ESF 3 – Public Works and Engineering
  - SA A - Evacuation
- Mutual Aid / Resource Sharing Agreements
- Regional Emergency Transportation Routes

### State

- Emergency Operations Plan
  - ESF 1 – Transportation
- Department of Transportation Emergency Operations Plan
- State Aviation Resources for Disaster Assistance Plan

### Federal

- National Response Framework
  - ESF 1 – Transportation
- Homeland Security Presidential Directives
  - No. 7: Identification of and prioritization for protection of critical infrastructure

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## Appendix B ESF 1 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for ESF 1 – Transportation. 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 the County’s transportation concerns. 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 1 include:

#### All Tasked Agencies

- Develop plans and procedures for ESF 1 activities, as appropriate.
- Participate in ESF 1–related trainings and exercises as appropriate.
- Coordinate regular review and update of the ESF 1 annex with supporting agencies.
- Facilitate collaborative planning to ensure County capability to support ESF 1 activities.
- Develop and maintain an emergency/disaster transportation plan(s) that address the following activities:
  - Providing for logistics and resource transportation needs.
  - Conducting and/or facilitating damage assessments of County owned/maintained transportation infrastructure.

#### Disaster Management

- Maintain operational capacity of the County EOC to support transportation activities.
- Ensure that staff are identified and adequately trained to fulfill their various county EOC positions

### 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 1 include:

#### All Tasked Agencies

- Provide situational updates to the County EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the County EOC, when requested, to support ESF 1 activities.

#### Transportation and Development

- Coordinate all transportation-related missions in support of the County EOC.
- Prioritize response activities in support of developing the EOC Action Plan .

## ESF 1. Transportation

- Work with other agencies as needed to determine the usable portions of the County transportation system, including roads and bridges, railroads, transit systems, and motor carrier facilities.
- Provide transportation-related public information and mapping support to the EOC during response and recovery activities.
- Clear and establish lifeline routes.
- Coordinate transportation of responders and resources to affected areas.
- Provide barriers and signage to aid missions.
- Provide personnel on-scene to assist with road closures, traffic redirection and other activities in coordination with the CCSO's Office.
- Support damage assessment of transportation routes.

**Disaster Management**

- Coordinate with the EOC Planning Section to identify unmet needs including response vehicles, aircraft, engineering, fuel, and repair assistance.
- Establish a Transportation Branch in the County EOC if needed.
- Track the use of transportation resources through the EOC Finance Section.

**Fire Defense Board**

- Provide evacuation assistance.

**Health, Housing, and Human Services**

- Support identification of access and functional needs populations that need transportation support.

**Public and Government Relations**

- Support public messaging related to ESF 1-related activities.

**Sheriff's Office**

- Provide traffic control and evacuation assistance.
- Provide security escorts for commodities movement into affected areas.

**Clackamas Education Services District**

- Coordinate transportation needs of students.
- Provide transportation support as resources allow.

**Local Airports and Heliports**

- Assess usability of airport and heliport facilities to support response missions.
- Conduct and/or coordinate emergency operations as required during large-scale incidents in accordance with established plans, policies, and procedures.
- Establish air traffic control for response missions.

**Local Municipalities**

- Conduct emergency operations to support the restoration of transportation infrastructure within jurisdictional/geographic boundaries.

## ESF 1. Transportation

- Work with other agencies as needed to determine the usable portions of the city transportation system, including roads and bridges, railroads, transit systems, and motor carrier facilities.

**North Clackamas Parks and Recreation District**

- Provide transportation resources.

**Public Transportation Agencies**

- Provide transportation resources.

**Recovery**

Recovery activities take place **after** an emergency occurs and include actions to return to normal or even safer conditions following an emergency. Recovery roles and responsibilities for ESF 1 include:

**All Tasked Agencies**

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.
- Participate in all after-action activities and implement corrective actions as appropriate.
- Provide support to recovery planning.

**Transportation and Development**

- Coordinate and/or facilitate pre/post damage assessment activities.
- Continue to monitor and restore transportation systems in support of recovery.
- Develop financial estimates of damages and losses to transportation infrastructure.

**Disaster Management**

- Compile and keep all documentation collected relating to ESF 1–related response activities.
- Coordinate 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 1 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.

**Transportation and Development**

- Regularly inspect streets, public roadways, and rights-of-way for deterioration and make necessary repairs to keep them in good condition.
- Keep equipment in operating condition.

**Appendix C ESF 1 Representative Checklist****Activation and Initial Actions**

- Report to the 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), EOC Action Plan, 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 to clarify ambiguities or correct inaccuracies, 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.



## **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	
<b>Primary County Agency</b>	Clackamas County Communications (C-COM) Technology Services
<b>Supporting County Agency</b>	Clackamas County Disaster Management (CCDM) Public and Government Affairs
<b>Community Partners</b>	Clackamas County Amateur Radio Emergency Services (CARES) Lake Oswego Communications (LOCOM) Washington County Consolidated Communications Agency (WCCCA)
<b>State Agency</b>	Oregon Department of Administrative Services
<b>Federal Agency</b>	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.

- 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.



## **ESF 3 – Public Works**

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# Table of Contents

- 1 Introduction ..... ESF 3-1**
  - 1.1 Purpose ..... ESF 3-1
  - 1.2 Scope ..... ESF 3-1
  - 1.3 Policies and Authorities ..... ESF 3-2
  
- 2 Situation and Assumptions ..... ESF 3-2**
  - 2.1 Situation ..... ESF 3-2
  - 2.2 Assumptions ..... ESF 3-2
  
- 3 Roles and Responsibilities of Tasked Agencies ..... ESF 3-3**
  
- 4 Concept of Operations ..... ESF 3-4**
  - 4.1 General ..... ESF 3-4
  - 4.2 EOC Activation ..... ESF 3-4
  - 4.3 EOC Operations ..... ESF 3-4
  - 4.4 Disabilities, and Access and Functional Needs ..... ESF 3-5
  - 4.5 Pre-Disaster Operations ..... ESF 3-5
  - 4.6 Disaster Response ..... ESF 3-5
  - 4.7 Coordination with Other ESFs ..... ESF 3-5
  
- 5 Direction and Control ..... ESF 3-5**
  - 5.1 Special Districts ..... ESF 3-5
  
- 6 ESF Annex Development and Maintenance ..... ESF 3-6**
  
- 7 Appendices ..... ESF 3-6**
  - Appendix A ESF 3 Resources ..... ESF 3-7
  - Appendix B ESF 3 Responsibilities by Phase of Emergency Management ..... ESF 3-9
  - Appendix C ESF 3 Representative Checklist ..... ESF 3-13

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ESF 3 Tasked Agencies	
<b>Primary County Agency</b>	Department of Transportation and Development (DTD)
<b>Supporting County Agency</b>	Water Environment Services (WES)
<b>Community Partners</b>	City Public Works Departments, Water and sanitary districts
<b>State Agency</b>	Oregon Department of Transportation
<b>Federal Agency</b>	Department of Defense/U.S. Army Corps of Engineers Department of Homeland Security
<i>*See Section 3 for more information about Tasked Agencies.</i>	

## 1 Introduction

### 1.1 Purpose

Emergency Support Function (ESF) 3 describes how the County will provide the resources (human, technical, equipment, facilities, materials, and supplies) to support emergency public works needs during a time of a major emergency or disaster.

### 1.2 Scope

Activities encompassed within the scope of ESF 3 include:

- Monitor, assess, restore, and repair hazard impacts to the County's public works infrastructure.
- Determine the levels of damage to the following systems: transportation, water control structures, dams, levees, public water supplies and facilities, electrical, natural gas, sewage, hazardous materials, and hazardous waste sites (generation, distribution, collection, storage, and disposal).
- Process and coordinate requests for public works support from local municipalities and tribal partners.
- Close or repair of damaged segments of public works infrastructure.
- Coordinate repair and restoration of damaged public systems (e.g., water, electrical, natural gas, sanitary sewage, storm water collection, generating, distribution systems, dams, levees, water control structures).
- Provide for inspection and repair of essential facilities.
- Maintain undamaged or repaired public works infrastructure to ensure additional hazards do not occur.
- Demolish or stabilize damaged structures (public and private) to facilitate search and rescue and/or protect the public's health and safety.
- Coordinate disaster debris management activities including clearance of debris from public works infrastructure, and development and initiation of emergency collection, sorting, and disposal routes and sites for debris cleared from public and private property.
- Prioritize and initiate recovery efforts to restore, repair, and mitigate the impact of the public works and engineering needs listed above.

- Provide technical assistance to response team with respect to flooding, water management, structure integrity assessment, and impact assessments of infrastructure.

### 1.3 Policies and Authorities

The following policies and authorities are currently in place:

- Oregon Public Works Emergency Response Cooperative Assistance Agreement.

## 2 Situation and Assumptions

### 2.1 Situation

The County is faced with a number of hazards that may require public works support. Considerations that should be taken into account when planning for and implementing ESF 3 activities include, but are not limited to, the following:

- Access to potable water and effective wastewater management plays a significant role in maintaining the health and safety of the public.
- A significant disaster or emergency situation may overwhelm local assessment and engineering capacity.
- Unsafe and unknown conditions may persist throughout a community as weakened or destroyed structures, homes, public buildings, roads, and bridges await assessment from engineers and emergency personnel.
- Debris may make transportation routes impassable and local standardized equipment may not be capable of removing it, thus making it difficult or impossible to reach Public Works infrastructure or get necessary equipment to sites in need of repair/restoration.
- Local equipment used for repair and removal may have been damaged or inadequate for the disaster or emergency event.
- Local personnel may have personal safety and health concerns following a disaster or emergency event making it impossible for them to perform their duties.

### 2.2 Assumptions

ESF 3 is based on the following planning assumptions:

- A major emergency or disaster may cause extensive damage to property and infrastructure. Structures may be destroyed or severely weakened. Homes, public buildings, bridges, and other facilities may have to be reinforced or demolished to ensure safety. Debris may make streets and highways impassable. Public utilities may be damaged or be partially or fully inoperable.
- Each public works agency will utilize its existing directives and procedures in responding to major emergencies/disasters while working within the framework of their applicable emergency operations plans (EOPs).
- Access to disaster impacted public works infrastructure may depend upon either the repair (permanent or temporary) of transportation routes, or the establishment of ad-hoc alternatives.

- Interdepartmental liaison activities and requests for additional public works and engineering resources may be coordinated through the County Department of Transportation and Development's (DTD's) designated resource coordinator, who may be located at the County's Emergency Operations Center (EOC) during the response to a major disaster.
- In many locations, debris clearance and emergency road repairs will be given top priority to support immediate life-saving emergency response activities.
- Damage to public works infrastructure may result in a public health emergency (e.g., lack of potable water, damage to wastewater systems).
- Damage assessment of the disaster area will be required to determine potential work load.
- Assistance may be needed to clear debris, perform damage assessments and structural evaluations, make emergency repairs to essential public facilities, reduce hazards by stabilizing or demolishing structures, and provide emergency water for human health needs and firefighting.
- Debris may include many different types of materials, including hazardous materials that require specialized equipment and personnel to remove.
- Following disasters that cause significant debris, existing disposal sites may not provide effective debris management solutions because of capacity limitations and their need to provide continuous waste management operations for day-to-day debris generation.
- Local contractors will be utilized by public works agencies in supplementing emergency response and recovery capabilities.

### 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 EOP 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 ESF-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.

- Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out the necessary ESF-related activities.
- Requests for assistance will first be issued in accordance with established mutual aid agreements and once those resources have been exhausted, a request may be forwarded to the State Emergency Coordination Center.
- The County EOC will provide guidance for the coordination of ESF-related activities.

### **4.2 EOC Activation**

When a disaster occurs, the Clackamas County Disaster Management (CCDM) 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 communications 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 public works-related activities.

### **4.3 EOC Operations**

When public works-related activities are staffed in the EOC, the public works 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 public works.
- Share situation status updates related to public works to inform development of Situation Reports.
- Participate in, and provide public works-specific reports for, EOC briefings.
- Assist in development and communication of public works-related actions to tasked agencies.
- Monitor ongoing public works-related actions.
- Share public works-related information with the Public Information Officer to ensure consistent public messaging.
- Coordinate public works-related staffing to ensure the function can be staffed across operational periods and into short-term recovery.

#### 4.4 Disabilities, and Access and Functional Needs

Provision of public works-related activities will take into account populations with disabilities and access and functional needs. 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 Pre-Disaster Operations

During the mitigation and preparedness phases, public works agencies in Clackamas County should develop internal emergency procedures to handle daily situations while also preparing for larger-scale events. This includes developing and maintaining emergency call-out lists, contributing to and participating in the development and exercise of their jurisdictions' EOPs for major emergencies and disasters. Pre-disaster planning should include the development of mutual aid agreements between the County and the various cities, as appropriate, and documentation of condition including photographic documentation of facilities, major culverts, bridges, etc. for Federal Emergency Management Association reimbursement purposes.

#### 4.6 Disaster Response

Public works response will include all activities to restore vital lifeline systems to the community, focusing on critical bridges, roads, potable water systems, and wastewater systems throughout the County. Protection of life will be the priority, which in many response situations will mean that public works will be providing direct support to police and fire units in rescue, evacuation, and traffic control.

#### 4.7 Coordination with Other ESFs

The following ESFs support public works-related activities:

- **ESF 1 – Transportation.** Identify impacts to the county's transportation infrastructure and develop priorities for repair and restoration.
- **ESF 10 – Hazardous Materials.** Identify impacts to hazardous materials and hazardous waste sites and develop priorities for repair and restoration.
- **ESF 12 – Energy.** Identify impacts to the county's energy infrastructure and develop priorities for repair and restoration.
- **ESF 13 – Military Support.** Provide public works support, including debris management, as resources allow.

### 5 Direction and Control

#### 5.1 Special Districts

County officials collaborate with special districts in coordinating emergency preparedness, response and recovery operations. An intergovernmental mutual aid agreement between the County and special districts is available to all jurisdictions that choose to participate. The agreement establishes procedures for requesting and providing mutual aid resources in a major emergency or disaster.

## 6 ESF Annex Development and Maintenance

The DTD 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.

## 7 Appendices

- Appendix A – ESF 3 Resources
- Appendix B – ESF 3 Responsibilities by Phase of Emergency Management
- Appendix C – ESF 3 Representative Basic Checklist

## Appendix A ESF 3 Resources

The following resources provide additional information regarding ESF 3 and public works related issues at the local, state, and federal level:

### County

- Emergency Operations Plan
  - ESF 1 – Transportation
  - ESF 10 – Hazardous Materials
  - ESF 12 – Energy
  - ESF 13 – Military Support
- Debris Management Plan
- Damage Assessment Plan

### State

- State of Oregon Emergency Operations Plan
  - ESF 3 – Public Works

### Federal

- National Response Framework
  - ESF 3 – Public Works
- National Infrastructure Protection Plan
- Response Federal Interagency Operational Plan

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## Appendix B ESF 3 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for ESF 3 – Public Works. 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 the public works function. 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 3 include:

#### All Tasked Agencies

- Develop plans and procedures for ESF 3 activities, as appropriate.
- Participate in ESF 3–related trainings and exercises as appropriate.

#### DTD

- Develop and maintain an emergency notification list of departmental personnel.
- Develop and maintain operating procedures for disaster response, including evacuation transportation requirements.
- Provide appropriate training to personnel on the general concept of disaster response and self-preservation techniques and for utilization of the Incident Command System (ICS) in disaster procedures for damage assessment.
- Ensure that employees fully understand their obligations as emergency responders to report to work as soon as possible in the event of a major emergency or disaster.
- Ensure that employees are aware of the need for a family preparedness plan that will assist them and their families in dealing with the results of all hazards.
- Designate an emergency management program liaison that will be responsible for the department's mitigation and preparedness activities, including participating in the development, maintenance, and exercise of the EOP.
- Designate a Transportation and Development resource coordinator who will serve as a member of the County's EOC staff whenever the EOC is activated, for the purpose of training, exercising, or coordinating an actual response by the Clackamas County government to a major emergency or disaster. This coordinator shall also be responsible for developing and maintaining a working knowledge of resources available to the DTD through other local, State, and federal agencies for disaster response. This position will also work with utility companies, public works departments, the Oregon Department of Transportation, and the U.S. Army Corps of Engineers.
- Participate in the annual training exercises conducted by Emergency Management to test the EOP.

**CCDM**

- Maintain operational capacity of the County EOC to support public works activities.
- Ensure that staff are identified and adequately trained in the County EOC to include the tracking of public works resources.

**City Public Works Departments**

- Public Works officials of incorporated cities should work with their local policy makers to perform mitigation/preparedness activities similar to those outlined above in conjunction with the cities' EOPs.
- Public Works officials of incorporated cities without their own EOPs should utilize the mitigation/preparedness direction outlined above, as appropriate, and coordinate activities with the County Emergency Manager.

**Water and Sanitary Districts**

- Develop and maintain an emergency notification list of personnel.
- Develop and maintain operating procedures for disaster response, including evacuation transportation requirements.
- Ensure that employees fully understand their obligations as emergency responders to report to work as soon as possible in the event of a major emergency or disaster.
- Ensure that employees are aware of the need for a family preparedness plan that will assist them and their families in dealing with the results of all hazards.
- Designate an emergency management program liaison that will be responsible for the department's mitigation and preparedness activities, including participating in the development, maintenance, and exercise of the EOP.
- Participate in the annual training exercises conducted by Disaster Management to test the EOP.

**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 3 include:

**All Tasked Agencies**

- Provide a representative to operate from the EOC or other command location to ensure coordination with other agencies, as necessary.

**DTD**

- Immediately recall off-duty personnel.
- Inspect bridges and report other infrastructure for structural damage immediately following the occurrence of a natural hazard such as earthquake or flood.
- Clear debris from on roads, streets, culverts, and streams endangering bridges and other structures and coordinate with the EOC in matters of debris disposal.
- Perform temporary repairs of arterial routes and bridges.

- Coordinate restoration of public facilities, roads, and bridges.
- Demolish unsafe public works structures.
- Furnish equipment and operators to assist fire and police in rescue operations.
- Support traffic control measures and provide signing for detours, shelters, routes, security, trespassing, etc.
- Document personnel and other costs related to the emergency or disaster response for possible Federal disaster assistance reimbursement.
- Ensure that public works emergency response activities and emergency public information are coordinated with the EOC, when it is operational.
- Advise the Board of County Commissioners on public works–related aspects of the emergency or disaster.
- Prioritize response activities in support of developing the EOC Action Plan (EAP).
- Support public messaging related to ESF-related activities.
- Report suspicious devices found on infrastructure to Incident Command.
- Provide personnel and equipment to support emergency operations.

### CCDM

- Coordinate with the EOC Planning Section to identify unmet needs.
- Establish a Public Works Branch in the County EOC if needed.
- Track the use of Public Works resources through the EOC Finance Section.

### City Public Works Departments

- Public works officials of incorporated cities should respond in accordance with their cities' EOPs and coordinate public works response activities, as appropriate, with the County's public works resource coordinator in the County EOC.
- Public works officials of incorporated cities without their own EOPs should generally follow the response procedures outlined above, coordinating activities with local policy makers and the County's public works coordinator in the EOC.

### Water and Sanitary Districts

- Assist in assessing impacts when hazardous substances threaten to contaminate wastewater systems.
- Assess damage to storm water and sewer systems.
- Coordinate with sewer/wastewater districts/agencies.

## Recovery Phase

Recovery activities take place **after** an emergency occurs and include actions to return to normal or even safer conditions following an emergency. Recovery roles and responsibilities for ESF 3 include:

### All Tasked Agencies

- Demobilize response activities.
- Provide support to recovery planning

- Maintain incident documentation to support any applicable public and/or individual assistance claims. Continue to repair infrastructure and buildings on a priority basis.

#### **DTD**

- Continue necessary response operations.
- Assist other agencies with recovery operations and damage assessment, as appropriate.
- Return the focus of service to maintenance of the County infrastructure as soon as possible, releasing personnel and equipment for return to normal operations.

#### **CCDM**

- Manage the transition from response to recovery operations and keep all documentation collected relating to ESF 3–related response activities.
- Coordinate all after-action activities and implement corrective actions as appropriate.

#### **City Public Works Departments**

- Continue necessary response operations.
- Assist other agencies with recovery operations and damage assessment, as appropriate.
- Return the focus of service to maintenance of the city infrastructure as soon as possible, releasing personnel and equipment for return to normal operations.

#### **Water and Sanitary Districts**

- Continue necessary response operations.
- Assist other agencies with recovery operations and damage assessment, 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 3 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 3 Representative Checklist****Activation and Initial Actions**

- Report to the 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.



## **ESF 4 – Firefighting**

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# Table of Contents

<b>1</b>	<b>Introduction .....</b>	<b>ESF 4-1</b>
1.1	Purpose .....	ESF 4-1
1.2	Scope .....	ESF 4-1
1.3	Policies and Authorities .....	ESF 4-1
<b>2</b>	<b>Situation and Assumptions .....</b>	<b>ESF 4-2</b>
2.1	Situation .....	ESF 4-2
2.2	Assumptions.....	ESF 4-2
<b>3</b>	<b>Roles and Responsibilities of Tasked Agencies.....</b>	<b>ESF 4-3</b>
<b>4</b>	<b>Concept of Operations.....</b>	<b>ESF 4-4</b>
4.1	General.....	ESF 4-4
4.2	EOC Activation .....	ESF 4-5
4.3	EOC Operations .....	ESF 4-5
4.4	Disabilities, and Access and Functional Needs .....	ESF 4-6
4.5	Coordination with Other ESFs .....	ESF 4-6
<b>5</b>	<b>Direction and Control.....</b>	<b>ESF 4-6</b>
5.1	Cities .....	ESF 4-6
5.2	County.....	ESF 4-6
5.3	Regional .....	ESF 4-7
5.4	State and Federal Assistance.....	ESF 4-7
<b>6</b>	<b>ESF Annex Development and Maintenance .....</b>	<b>ESF 4-8</b>
<b>7</b>	<b>Appendices.....</b>	<b>ESF 4-8</b>
Appendix A	ESF 4 Resources .....	ESF 4-9
Appendix B	ESF 4 Responsibilities by Phase of Emergency Management....	ESF 4-11
Appendix C	ESF 4 Representative Checklist.....	ESF 4-15

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ESF 4 Tasked Agencies	
<b>Primary County Agency</b>	Fire Defense Board
<b>Supporting County Agency</b>	Clackamas County Disaster Management (CCDM) Clackamas County Health, Housing, and Human Services Department (H3S) Sheriff's Office Public and Government Affairs/Public Information Transportation and Development/Public Works Clackamas County Communications (C-COM)
<b>Community Partners</b>	Local fire departments and districts Local law enforcement agencies Washington County Consolidated Communications Agency (WCCCA) Lake Oswego Communications (LOCOM)
<b>State Agency</b>	Oregon Department of Forestry (ODF), Oregon State Fire Marshal (OSFM)
<b>Federal Agency</b>	U.S. Department of Agriculture /Fire Service, Bureau of Land Management
<i>*See Section 3 for more information about Tasked Agencies</i>	

## 1 Introduction

### 1.1 Purpose

Emergency Support Function (ESF) 4 describes how the County will detect and suppress urban, rural, and wildland fires resulting from, or occurring coincidentally with, a significant disaster condition or incident.

### 1.2 Scope

Activities encompassed within the scope of ESF 4 include:

- Coordinate support for firefighting activities, including detection of fires on state and private lands.
- Provide personnel, equipment, and supplies in support of all agencies involved in rural and urban and wildland firefighting operations.

### 1.3 Policies and Authorities

The following legal authorities and policies are related to firefighting:

- The U.S. Forest Service and the Bureau of Land Management have the authority to manage fire suppression and control on federal land.
- The Oregon Department of Forestry has the authority to manage and suppress fire on state land.
- Law enforcement has the authority to order evacuations and enforce perimeters.

- The County Board of Commissioners (BCC) has the authority to declare an emergency within the County and the responsibility to request a State or federal declaration, if appropriate.
- The Oregon Department of Transportation has the authority to close State highways impeded by smoke as a matter of public safety.
- Fire districts have the authority to order evacuations and request additional resources.

## 2 Situation and Assumptions

### 2.1 Situation

The County is faced with a number of hazards that may require firefighting support. Considerations that should be taken into account when planning for and implementing ESF 4 activities include:

- The Fire Defense Board (FDB) provides a forum for the chiefs of the 14 fire agencies serving the County to coordinate fire services and policies. During major fire emergencies, the FDB provides a liaison officer to Clackamas County Communications (C-COM).
- Clackamas County Disaster Management (CCDM) supports On-Scene Command during fire emergencies, and activates the Emergency Operations Center (EOC) if needed. When the EOC is activated, the FDB Chief, or designee, serves in Unified Command and assigns fire personnel to EOC Operations, Planning, and Logistics Sections and to the Joint Information Center (JIC).
- Fire agencies have a major role in responding to terrorist/chemical, biological, radiological, nuclear, or explosive (CBRNE) incidents, which may also require assistance from a regional hazardous materials team and/or Explosive Disposal Unit. A terrorism incident may involve one or more CBRNE hazards, including improvised explosive devices and the combination of these devices or other explosives with radiological materials to create a “dirty bomb.” The potential for mass casualties, mass fatalities, and significant property damage during CBRNE incidents is very high.
- Fires are often a secondary hazard after a large scale disaster such as an earthquake. These hazards often overwhelm a community’s response capabilities and can exacerbate already dangerous situations as resources become overstretched.
- Dealing with fires involving hazardous materials may require the use of specialized equipment and training.
- Fire personnel are trained in Incident Command System (ICS)/National Incident Management System (NIMS), so there is often a strong level of understanding of the command structure among fire personnel during an incident.

### 2.2 Assumptions

ESF 4 is based on the following planning assumptions:

- Urban, rural, and wildland fires will be significant secondary hazards after a major, widespread disaster such as an earthquake.

- In a disaster, some firefighting resources may become scarce or damaged. Assistance from mutual aid agreements, neighboring jurisdictions, and State and Federal resources may be relied upon.
- Telephone communications may be interrupted.
- Wheeled-vehicle access may be hampered by road or bridge failures, landslides, etc., making conventional travel to the fire locations extremely difficult or impossible. Aerial attack by air tankers, helicopters, and smoke jumpers may be needed in these situations.
- Wildland firefighting techniques may have to be applied to rural and urban fire situations, particularly where water systems are inoperative. Aerial delivery of fire retardants or water for structural protection may be essential. In the case of multiple fires, firebreaks may be cleared, and burning-out and backfiring techniques may be used.
- Efficient and effective mutual aid among the various local, County, State, and federal fire agencies requires the use of the ICS together with compatible firefighting equipment and communications.

### 3 Roles and Responsibilities of Tasked Agencies

The County has identified primary and supporting agencies and community partners to ensure that 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

- Thirteen separate fire districts/departments provide fire and emergency medical services in Clackamas County and are routinely dispatched to handle emergencies by the three Public Safety Answering Points serving the County (C-COM, Lake Oswego Communications [LOCOM] and Washington County Consolidated Communications Agency [WCCCA]).
- Fire agencies within the County share resources using automatic mutual aid and also exchange resources with other fire agencies in the region. (*See Fire Resource Zone map*).
- Each fire district/department is responsible for a designated Fire Service Area. The first fire responder unit to arrive at the incident location assumes On-Scene Command responsibility.
- Structural fires become emergencies when their numbers, size, or rates of spread make them difficult or impossible to control without additional resources.
- A large portion of Clackamas County is susceptible to wildland fires, which can quickly expand to threaten people and structures in wildland/urban interface areas.
- Local fire agencies responding to hazardous material incidents focus on victim rescue, emergency medical services, evacuation, incident stabilization, and hazard containment.
- Specially trained and equipped Regional Hazardous Materials (HazMat) Teams sponsored by the Oregon State Fire Marshal's (OSFM's) Office and operated by local fire agencies provide advanced expertise and capabilities. HazMat 3, operated by Gresham Fire, Tualatin Police and Tualatin Valley Fire & Rescue (TVF&R), Canby, Portland Fire, Salem & Emergency Services, serves Clackamas County, with back-up available from teams operated by Tualatin Valley and Portland Fire & Rescue agencies.
- When On-Scene Command requests a third alarm (or greater) response, C-COM notifies the FDB Chief (or designee) and CCDM. The FDB Chief or designee, and/or a Battalion Chief, respond to C-COM to coordinate fire resources. CCDM provides support to On-Scene Command and the FDB Chief (or designee), activating the EOC if requested or needed to coordinate emergency operations with cities, special districts, regional partners, and state agencies.
- When the EOC is activated, the FDB Chief (or designee) normally serves in EOC Command and coordinates fire resources to ensure adequate fire protection throughout the County.
- The FDB and Clackamas County Health, Housing, and Human Services (H3S) coordinate emergency medical services (EMS). The FDB directs the initial EMS response to most incidents and works with H3S to coordinate ambulance services provided by Molalla Fire, Canby Fire, and American Medical Response.
- All local fire agencies provide initial EMS response. Three agencies—Clackamas County Fire District #1, Lake Oswego Fire Department, and Tualatin Fire and Rescue—provide EMS advanced life support first response. Four Fire Departments (Clackamas #1, Canby, TVF&R, and Molalla Fire) provide advanced life support transport within Clackamas County.

**ESF 4. Firefighting**

- The FDB Chief, or designee, may request fire resource support from the OSFM under the Fire Service Mobilization Plan or the State Conflagration Plan. The FDB Chief coordinates this request with CCDM/EOC Command. Fire agency response under the Mobilization Plan is voluntary and normally without reimbursement. Under the Conflagration Plan, the Governor has authority to direct fire agency resources within the State, and costs are reimbursed.
- The FDB Chief or EOC Command may request a State incident management team to assist in managing the fire emergency. They coordinate this request with CCDM and the OSFM.
- The BCC may request resource assistance whenever available resources (including mutual aid) will be insufficient to meet incident needs. EOC Command coordinates the recommendation for a Declaration of Emergency and request for State assistance with the FDB Chief.

**4.2 EOC Activation**

When a disaster occurs, the CCDM 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 communications 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 firefighting-related activities.

**4.3 EOC Operations**

When firefighting-related activities are staffed in the EOC, the Fire Services Coordinator 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 firefighting.
- Share situation status updates related to firefighting to inform development of Situation Reports.
- Participate in, and provide firefighting-specific reports for, EOC briefings.
- Assist in development and communication of firefighting-related actions to tasked agencies.
- Monitor ongoing firefighting-related actions.
- Share firefighting-related information with the Public Information Officer (PIO) to ensure consistent public messaging.
- Coordinate firefighting-related staffing to ensure the function can be staffed across operational periods.

#### 4.4 Disabilities, and Access and Functional Needs

Provision of firefighting-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 Coordination with Other ESFs

The following Emergency Support Functions support firefighting-related activities:

- **ESF 1 – Transportation.** Assist in movement of firefighting resources and personnel to the incident.
- **ESF 6 – Mass Care.** Provide mass care support for residents displaced by a fire incident.
- **ESF 10 – Hazardous Materials.** Provide technical support for fire incidents that involve hazardous materials.

### 5 Direction and Control

#### 5.1 Cities

Cities have primary responsibility for the safety and well-being of their citizens, and for resource allocation and emergency operations within their jurisdictions. Gladstone and Lake Oswego operate their own fire departments. The remaining cities in the County receive services from fire districts and coordinate incident management roles and responsibilities (e.g., scope of authority of On-Scene Command) with their respective fire district.

Cities are encouraged to coordinate fire emergency planning and response activities with County Disaster Management. During fire emergencies, cities may request assistance through a mutual aid agreement or by including the request in an Emergency Declaration to the County.

#### 5.2 County

The Clackamas FDB Chief coordinates fire services throughout the county during a fire emergency. When the EOC is activated, the FDB Chief serves in EOC Command and assigns fire service personnel to EOC positions to help coordinate incident planning and response activities.

The FDB Chief coordinates requests to the OSFM for assistance under the state Conflagration Act or Fire Mobilization Plan with CCDM/EOC Command.

CCDM coordinates with On-Scene Command and the FDB Chief to provide support and activates the EOC if needed. During major fire emergencies, CCDM also keeps the BCC and other County officials informed of the situation.

The BCC may issue an Emergency Declaration when emergency measures authorized under a Declaration are necessary to manage the incident, or when State or federal assistance is needed. Upon BCC approval, EOC staff submits the approved declaration to the Oregon Office Emergency Management (OEM). OEM forwards the declaration to the governor, coordinates State resources and response, and seeks a State declaration if necessary.



### 5.3 Regional

Fire agencies in Clackamas County participate in inter-County mutual aid agreements with fire agencies in Marion, Multnomah, and Washington Counties.

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 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.

Regional response teams are available to assist local responders when incidents involve explosive devices or hazardous materials:

- Metro Explosive Disposal Unit (MEDU) is a multi-disciplinary team trained and equipped to provide detection and render safe operations when explosives are suspected or confirmed. The Sheriff's Office participates in the regional MEDU.
- Regional HazMat Response Teams are specially trained and equipped to provide technical expertise in detection, identification, containment, and decontamination operations. These teams are available for telephone consultation as well as incident response.

### 5.4 State and Federal Assistance

The OSFM manages Oregon fire services during major emergency or disaster operations through the Conflagration Act (Oregon Revised Statutes 476.510), which mobilizes firefighters and equipment from around the state. The OSFM can also activate incident management teams, Regional HazMat teams, and Urban Search and Rescue teams. The State reimburses fire agencies for costs incurred under the Conflagration Act. The Fire Mobilization Plan may be used to mobilize external fire resources to support structural fire agencies. Participation is voluntary, and the State does not reimburse fire agency costs.

- Command of fire operations will be in accordance with NIMS/ICS.
- A fire will typically be initially managed by the first responding fire service, using an Incident Command Post (ICP) established at the scene of the fire. The local Fire Chief, or designee, remains as Incident Commander unless he/she transfers command to a higher authority or requests that a Unified Command be established.
- If the fire emergency becomes too large to be effectively managed from an ICP, the County EOC may become activated to provide support for the ICP.
- County Emergency Communications/9-1-1 Dispatch Centers may assist in dispatching mutual aid partners if requested.

- Each agency/organization will perform its duties in accordance with its own plans and procedures.

## **6 ESF Annex Development and Maintenance**

The Fire Defense Board representative will be responsible for coordinating with area fire districts/departments to ensure regular review and maintenance of this annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

## **7 Appendices**

- Appendix A – ESF 4 Resources
- Appendix B – ESF 4 Actions by Phase of Emergency Management
- Appendix C – ESF 4 EOC Representative Basic Checklist

## Appendix A ESF 4 Resources

The following resources provide additional information regarding ESF 4 firefighting-related issues at the local, state, and federal level:

### County

- Emergency Operations Plan
  - ESF 10 – Oil and Hazardous Materials
- Clackamas Fire Resource Management Plan (zone map)
- Community Wildfire Protection Plan
- Regional Mutual Aid/Resource Sharing Agreements

### State

- Emergency Operations Plan
  - ESF 4 –Firefighting
- Oregon Fire Service Mobilization Plan
- Conflagration Act

### Federal

- National Response Framework
  - ESF 4 – Firefighting

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## Appendix B ESF 4 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for ESF 4 – Fire Services. 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 the fire services function. 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 4 include:

#### All Tasked Agencies

- Develop plans and procedures for ESF 4 activities, as appropriate.
- Participate in ESF 4 related trainings and exercises as appropriate.
- Appoint a representative to assist in the County EOC when requested.
- Establish criteria for relocating fire operations in the case that present facilities must be evacuated.
- Establish communication links with law enforcement agencies for coordinating warning and evacuation confirmation functions.
- Develop procedures and protocols for coordinating protective action communications with the at-risk population on scene.

#### Fire Defense Board

- Ensure fire service protection for the County at large.
- Coordinate State Conflagration Act and Fire Mobilization Plan actions.
- Coordinate regular review and update of the ESF 4 annex with supporting agencies.
- Facilitate collaborative planning to ensure County capability to support ESF 4 activities.
- Review, revise, and develop plans, programs, and agreements on fire-related public safety protection activities, including region-wide mutual aid response protocols.

#### CCDM

- Develop and conduct training to improve all-hazard incident management capability for response communications.
- Develop exercises and drills of sufficient intensity to challenge management and operations and to test the knowledge, skills, and abilities of individuals and organizations for response communications.
- Coordinate with all other agencies and community partners to develop operational plans, policies, and procedures for the following ESF 4–related activities:
  - Providing fire prevention, fire suppression, and emergency medical aid to prevent loss of life, loss of property, and damage to the environment.

- Performing life-safety inspections and recommendations for activated emergency shelters.

### Mutual Aid Partners

- Establish procedures for coordinating all public information releases through the County and/or city PIO.

## 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 4 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.

### Fire Defense Board

- Serve as a member of the EOC command and provide personnel to EOC staff.
- Coordinate resource requests from on-scene command.

### Fire Districts/Departments

- Conduct response operations related to fire prevention, fire suppression, and emergency medical aid to prevent loss of life, loss of property, and damage to the environment.
- Initiate mutual aid contingency plans, as required based upon resource availability.
- Provide on-scene incident management.
- Coordinate ambulance services, as appropriate.
- Integrate On-Scene and EOC PIO activities.
- Conduct CBRNE detection, monitoring, response, and decontamination operations in collaboration with law enforcement.

### CCDM

- Activate the EOC as needed.
- Assist on-scene and EOC command.
- Provide situational awareness to the County Administrator and BCC.
- Compile operational information to create Situation Reports and 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 Emergency Coordination Center; and coordinating the staging and distribution of assets as they arrive). See ESF 7 – Resource Support for more information.

### H3S

- Coordinate contract ambulance services.
- Coordinate with the American Red Cross to provide for the needs of victims and evacuees and emergency workers.
- Assist people with access and functional needs.
- Coordinate with local, regional, and State agencies to assess environmental impact and any threat to public health (e.g., air and water quality).

### Sheriff's Office

- Assist in warning the public of evacuations, traffic routing, and/or traffic control, when possible.
- Assist On-Scene Command.
- Coordinate warning and evacuation.
- Provide traffic and crowd control.
- Integrate the Law Enforcement PIO into On-Scene PIO activities.
- Take the lead in terrorism/CBRNE events in detection and crime scene management.
- Coordinate Explosive Disposal Unit support.

### DTD

- Provide signs, barriers, equipment, and personnel to assist in traffic and crowd control.
- Provide heavy equipment as requested.

### Other Resources

- The ODF, North Cascade District, has primary firefighting responsibility for the portion of Clackamas County that lies within the official Forest Protection District Boundary and under contract with ODF.
- The U.S. Forest Service and the Bureau of Land Management have primary firefighting responsibility for the areas of the County designated as Federal Forest Lands.
- The American Red Cross provides shelter and mass care for citizens who are victims of disaster, and feeding and support services for emergency responders.

### Mutual Aid-Partners

- Respond to calls for support under established agreements to include, but not limited to: fire, rescue/extrication, emergency medical assistance, hazardous material response, and evacuation.
- Support emergency operations as defined in agency emergency operations procedures or as requested by the EOC, such as damage assessment.

## 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 4 include:

**All Tasked Agencies**

- Demobilize any communication staging areas, mobile communication centers, and /or other applicable response operations according to established plans, policies, and procedures and return to normal day-to-day activities.
- Keep detailed records of expenses in case there is potential for federal and State reimbursement assistance.
- Participate in 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 4 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 4 Representative Checklist****Activation and Initial Actions**

- Report to the 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), EOC Emergency , 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.



## **ESF 5 – Information and Planning**

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# Table of Contents

- 1 Introduction ..... ESF 5-1**
  - 1.1 Purpose ..... ESF 5-1
  - 1.2 Scope ..... ESF 5-1
  - 1.3 Policies and Authorities ..... ESF 5-1
  
- 2 Situation and Assumptions ..... ESF 5-2**
  - 2.1 Situation ..... ESF 5-2
  - 2.2 Assumptions ..... ESF 5-2
  
- 3 Roles and Responsibilities of Tasked Agencies ..... ESF 5-2**
  
- 4 Concept of Operations ..... ESF 5-3**
  - 4.1 General ..... ESF 5-3
  - 4.2 EOC Activation ..... ESF 5-4
  - 4.3 EOC Operations ..... ESF 5-4
  - 4.4 Disabilities, and Access and Functional Needs ..... ESF 5-5
  - 4.5 Coordination with Other ESFs ..... ESF 5-5
  
- 5 Direction and Control ..... ESF 5-5**
  - 5.1 County ..... ESF 5-5
  - 5.2 Cities ..... ESF 5-5
  - 5.3 Special Districts ..... ESF 5-6
  - 5.4 Regional ..... ESF 5-6
  - 5.5 State/Federal ..... ESF 5-7
  
- 6 ESF Annex Development and Maintenance ..... ESF 5-7**
  
- 7 Appendices ..... ESF 5-7**
  - Appendix A ESF 5 Resources ..... ESF 5-9
  - Appendix B ESF 5 Responsibilities by Phase of Emergency Management.... ESF 5-11

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ESF 5 Tasked Agencies	
<b>Primary County Agency</b>	Clackamas County Disaster Management (CCDM)
<b>Supporting County Agency</b>	All remaining departments, divisions, and agencies.
<b>Community Partners</b>	City Emergency Management Agencies
<b>State Agency</b>	Oregon Office of Emergency Management (OEM)
<b>Federal Agency</b>	Department of Homeland Security/Federal Emergency Management Agency (FEMA)
<i>*See Section 3 for more information about Tasked Agencies.</i>	

## 1 Introduction

### 1.1 Purpose

Emergency Support Function (ESF) 5 describes how the County will support incident information and planning needs to develop and maintain a common operating picture to support response and recovery activities.

### 1.2 Scope

Activities encompassed within the scope of ESF 5 include:

- Serve as a hub for the receipt and dissemination of emergency management-related information.
- Collect, process, analyze, and disseminate information to guide response and recovery activities.
- Coordinate with on-scene incident commanders, Departmental Operations Centers, State, regional, City, tribal, and private sector emergency management organizations to facilitate the flow of situational information.
- Collect and aggregate situational awareness and track local declarations.
- Coordinate incident planning and support in the Emergency Operations Center (EOC) including development of information products for public information, notification and messaging.

### 1.3 Policies and Authorities

During major emergencies and disasters in the County, the Board of County Commissioners (BCC) enacts provisions of the emergency County Code, appropriates funds to meet disaster expenditure needs, and establishes short- and long-term recovery priorities. Under Clackamas County Code, the BCC may declare a State of Emergency and issue enforceable emergency measures during the proclaimed emergency period. The BCC coordinates with other stakeholders and elected and senior officials as the Policy Group lead.

The County Administrator delegates authority to the Director of Disaster Management to implement the Clackamas County Emergency Operations Plan (EOP) in response and recovery operations.

## 2 Situation and Assumptions

### 2.1 Situation

Clackamas County government, as outlined in Oregon Revised Statutes (ORS) 401, is responsible for preparing and maintaining an EOP and an emergency operations facility, including trained staff. Using the County all-hazards risk assessment as a point of reference, the County implements a comprehensive emergency management program that provides both a proactive approach to managing risk and a strategic ability to react when incidents occur.

The County is faced with a number of hazards that may require information and planning support. Considerations that should be taken into account when planning for and implementing ESF 5 activities include:

- The administration and logistics for emergency response and recovery operations will be provided by emergency services and support agencies that routinely manage these procedures during non-emergency operations. The coordination of these agencies will be done using established procedures expedited for administrative assistance and logistics support during emergency operations.
- The information and planning function provides the methodologies and procedures required by field operations and the EOC during a major emergency or disaster.
- During major emergencies or disasters communication can be hampered due to the loss of telecommunication infrastructure requiring that procedures exist to capture and coordinate information and resources needed to effectively respond.

### 2.2 Assumptions

ESF 5 is based on the following planning assumptions:

- There will be an immediate and continuing need to collect, process, and disseminate situational information, identify urgent response requirements before, during, and immediately following a major emergency or disaster in order to plan for continuing response, recovery, and mitigation activities.
- Assessment of damage impacts and EOC operations may be delayed due to minimal staffing.
- Jurisdictions impacted the most will be given priority for assistance and support as needed and available.
- During the early stages of an incident, little information may be available, may be vague and incomplete and the need to verify this information may challenge response support.
- Reporting from local municipalities to the EOC will improve as the incident progresses.
- Normal forms of communications may be severely delayed or interrupted during the early phases of an emergency or disaster.
- Transportation to affected areas may be cut off due to weather conditions or damage to roads, bridges, airports, and other transportation means.

## 3 Roles and Responsibilities of Tasked Agencies

The County has identified primary and supporting agencies and community partners to ensure that 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 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 EOP 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 information and planning-related activities will be performed in a manner that is consistent with the National Incident Management System (NIMS) and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

- In accordance with the Basic Plan and this ESF Annex, Clackamas County Disaster Management (CCDM) is responsible for coordinating information and planning-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Requests for assistance with information and planning will first be issued in accordance with established mutual aid agreements and once those resources have been exhausted, a request may be forwarded to the State Emergency Coordination Center (ECC).
- The County EOC will provide guidance for the coordination of the information and planning function.
- The EOC serves as the single point of coordination among federal, state, regional and local jurisdictions, EOC operations, and Incident Command.
- CCDM coordinates State and federal assets to support local jurisdictions in need of supplemental emergency or disaster assistance.
- Departments provide trained and experienced staff to fill positions to coordinate response and recovery efforts in support of field operations, from mobilization to demobilization.

- The County EOC, staffed as deemed appropriate by the EOC Command, coordinates EOC operations and situation reports to local agencies, stakeholders, media, the State ECC, and Countywide public information.
- During recovery operations, CCDM will coordinate with State/Federal operations, impacted jurisdictions, agencies, private-sector organizations, and the public.

## 4.2 EOC Activation

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

EOC Command will coordinate with Supporting County Agencies to assess and report current capabilities to the EOC and activate Department Operations Centers (DOCs) as appropriate. Supporting County agencies may be requested to send a representative to staff the EOC and facilitate information and planning-related activities.

A DOC is a physical facility or location similar to the EOC. The purpose of the DOC is to tactically manage department-owned and controlled resources and maintain public services during a major emergency or disaster. The authority to activate a DOC resides with the director of the individual department. If the EOC is activated, a DOC holds a subordinate position in the allocation of resources and management of Countywide public information.

The Sheriff's Office, Health Housing and Human Services, and Transportation Maintenance Division are examples of county agencies that operate DOCs. They have mission-essential functions that require continued operations during a major emergency or disaster. DOCs share operational objectives, strategies, and status at regular intervals with the EOC.

Personnel selected by the department to be part of a DOC receive training and participate in drills and exercises to develop their skills.

## 4.3 EOC Operations

When information and planning-related activities are staffed in the EOC, the Supporting Agency 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 information and planning.
- Share situation status updates related to information and planning to inform development of the Situation Reports.
- Provide information and planning-specific reports for EOC reports briefings as necessary.
- Assist in development and communication of information and planning-related actions to tasked agencies.
- Monitor ongoing information and planning-related actions.
- Share information and planning-related information with the Public Information Officer to ensure consistent public messaging.

- Coordinate information and planning-related staffing to ensure the function can be staffed across operational periods as required by the incident.

#### 4.4 Disabilities, and Access and Functional Needs

Provision of information and planning-related activities will take into account populations with disabilities, and access and functional needs (DAFN). The DAFN population shall be identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

#### 4.5 Coordination with Other ESFs

The following ESFs support information and planning-related activities:

- **All ESFs.** All functions will provide situation status updates to ESF 5 to guide incident action planning activities.

### 5 Direction and Control

#### 5.1 County

The BCC has overall responsibility for making policies and providing financial support and coordination for disaster response and recovery operations.

The County Administrator is designated to provide overall direction to county government continuity of operations and short-term recovery activities for all departments.

On-scene public safety responders organize under the Incident Command System (ICS), and Incident Command is assisted by staff trained in incident management. They manage resources assigned to the incident. Significant situational information, resource shortages and critical public information issues are communicated to the EOC to ensure a countywide picture of the situation and to coordinate support for operational needs.

The County EOC acts as a centralized management center to facilitate policy making and coordination in large-scale emergency or disaster situations. CCDM oversees the functional operations of the EOC to ensure that response and recovery activities are performed with the NIMS and ICS principles. Critical response/recovery objectives include but are not limited to:

- Maintain Countywide situational awareness.
- Coordinate adequate communications.
- Obtain and coordinate limited critical resources.
- Provide crisis communications and public information.
- Evaluate hazard and formulate contingency plans.
- Support continuity of operations for essential County functions.
- Facilitate recovery processes.

#### 5.2 Cities

City officials have primary responsibility for the safety and welfare of their citizens and maintain oversight of resources and operations within their jurisdictions. Emergency powers and orders of

succession are established by city ordinance. ORS 401 grants cities the authority to establish their own emergency management agencies and to enter into mutual aid agreements with other agencies and organizations.

At the onset of an extraordinary threat or hazard, cities contact CCDM and/or the EOC to:

- Share situation information.
- Collaborate on Emergency Declarations/Emergency Measures.
- Coordinate American Red Cross or community-based shelters.
- Share media and public information releases.
- Communicate resource needs and requests for assistance not available through mutual aid agreements.

Cities issuing a local state of emergency must submit the authorized signed document to the EOC for submission to OEM.

### 5.3 Special Districts

Special districts have a separate system of governance and their service areas often overlap with multiple city and county boundaries. Special districts provide emergency response and recovery activities for incidents within their districts using their own plans, policies and procedures. Activities are limited to those directly related to the service(s) they provide. During major emergency or disaster situations they coordinate with the EOC to share public information, local impacts and resource needs.

### 5.4 Regional

Clackamas County is part of the Portland metropolitan region, which includes the City of Portland, Clackamas, Columbia, Multnomah and Washington Counties in Oregon, and Clark County in Washington participating in the Regional Disaster Preparedness Organization (RDPO). At the early indication of a significant threat or hazard in the region, the RDPO local Points of Contact convene a conference call to determine an appropriate organizational incident support structure to meet anticipated needs. Regional EOCs share critical regional situational information via the regional WebEOC boards. Regional plans are implemented that include:

- The Regional Multi-Agency Coordination System Concept of Operations Plan creates a formal structure and process for cross-jurisdictional collaboration and coordination across the Portland metropolitan region.
- Regional Joint Information Center/System – Coordinate public information
- Multi-Agency Coordination Center – Health incident coordination
- Regional Logistics Support Team– Supports logistics staff in affected jurisdictions and coordinates resource brokering as needed
- Regional Interoperable Communications – Consists of multiple plans that identify systems, equipment and protocol for sharing resources
- Regional Utility Plan – Identifies procedures for local government and utility providers to coordinate
- Regional Emergency Transportation Routes – Post-seismic environment to direct priorities for rapid initial damage assessment and reporting

- Regional Animal Planning – Coordinates resources and management to support pet sheltering
- Regional Mass Fatality Response Team – Responds to and coordinates mass fatality operations in the northwest region of Oregon

Mutual Aid establishes a network among agencies to share critical emergency resources. The agreements prescribe procedures for requesting and responding in a timely and efficient manner. Resources include equipment, supplies, personnel and services. Clackamas County is a signatory party to multiple mutual aid agreements. Two prominent agreements include:

- Inter-County mutual aid agreement with 12 counties
- Intra-County mutual aid agreement for emergency resource sharing with cities and special districts

## 5.5 State/Federal

If Clackamas County requires resources or capabilities beyond those provided through its mutual aid partners, private-sector or non-profit affiliates, EOC Command will request additional resources through OEM. Initially, an emergency declaration is sent to OEM outlining critical resource gaps. OEM forwards declarations to the Governor, coordinates State resource assets and seeks a Governor's Declaration, if warranted, to acquire Federal assets.

When Federal resources are committed, it takes a minimum of 72 hours for them to arrive. Limited assistance may be provided through a specific resource request to a single agency (e.g., U.S. Forest Service, Army Corp of Engineers), but Federal support is generally provided under the Stafford Act through implementation of the National Response Framework. Federal assets in support of local and State operations are typically coordinated through a Federal disaster field office.

## 6 ESF Annex Development and Maintenance

CCDM 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.

## 7 Appendices

- Appendix A – ESF 5 Resources
- Appendix B – ESF 5 Responsibilities by Phase of Emergency Management
- Appendix C – ESF 5 Representative Basic Checklist

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**Appendix A      ESF 5 Resources**

**Local**

- Local Mutual Aid/ Resource Sharing Agreements
- EOC General Actions and Position Specific Checklists

**State**

- Emergency Operations Plan
- ESF 5 – Information and Planning

**Federal**

- National Response Framework
- ESF 5 – Information and Planning
- US Department of Homeland Security, FEMA Region X- 2011 Emergency Communications Plan, State of Oregon Annex

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## Appendix B ESF 5 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for ESF 5 – Information and Planning. 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 the information and planning function. 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 and include plans or preparations made to save lives and to help response and recovery operations. Preparedness roles and responsibilities for ESF 5 include:

#### All Tasked Agencies

- Maintain an inventory of personnel and resources available to support emergency operations.
- Maintain department-specific data, statistics and plans that may inform incident planning and damage assessment activities.
- Develop plans and procedures for ESF 5 activities, as appropriate.
- Identify deficiencies in emergency plans and execute appropriate corrective action recommendations.
- Maintain continuity of operations for lines of succession.
- Participate in ESF 5 related trainings and exercises as appropriate.

#### CCDM

- Coordinate regular review and update of the ESF 5 annex with supporting agencies.
- Facilitate collaborative planning to ensure County capability to support ESF 5 activities.
- Establish and maintain systems for incident data management and information sharing.
- Maintain operational capacity of the County EOC to support information and planning activities.
- Establish standardized reporting processes and prepare standardized reporting formats and forms.
- Ensure program compliance with local, State, and Federal regulations.
- Facilitate regular review and promulgation of the EOP.
- Establish and maintain EOC staffing roster and facilitate training and exercises for EOC staff.
- Train, advise, and assist the County Administrator and BCC in the performance of emergency duties.
- Train, exercise and coordinate County plans including the County Continuity of Operations Plan.
- Establish and maintain primary and alternate EOC facility capability.
- Coordinate emergency management activities on an interagency, interdepartmental, and intergovernmental basis.

## ESF 5. Information and Planning

- Coordinate County homeland security and emergency management program grants.
- Maintain a collaborative emergency management program with cities and special districts.
- Coordinate public preparedness and outreach efforts.
- Develop and maintain standard operating procedures and other procedures necessary to support agencies that operate in the EOC.
- Coordinate the use of geographic information systems (GIS) capabilities to support emergency management functions.
- Maintain and update needed computer data programs, including maps, critical facility information, evacuation studies, demographics, and other critical County data.
- Establish and maintain contact with the chief elected and appointed officials or municipal/town emergency management officials.
- Develop/maintain memorandums of understanding and mutual aid agreements.
- Provide outreach and training for mutual aid agreements.
- Identify deficiencies in plans; identify and execute appropriate corrective action recommendations.

## 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 5 include:

### All Tasked Agencies

- Assess status of and impacts to agency-specific systems, infrastructure, customers, etc.
- Provide situational updates to the County EOC and DOCs, if activated, as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the County EOC, when requested, to support ESF 5 activities.
- Support emergency response operations.
- Ensure agency-specific data are entered into any utilized incident management software.

### CCDM

- Activate the County EOC and establish operational objectives and priorities through the development of EOC Action Plans and short-term recovery priorities.
- Monitor incident status.
- Coordinate incident resources.
- Coordinate public information, alert and warning.
- Liaise with all partners and stakeholders.

## 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 5 include:

### All Tasked Agencies

- Continue to provide situation status updates as requested by CCDM or the County EOC, if activated.
- Maintain incident documentation to support public and individual assistance processes.
- Support major emergency or disaster recovery operations.
- Participate in the damage assessment process and disaster recovery process, as appropriate.
- Provide technical assistance and resources to support recovery activities upon request.
- Track disaster-related expenditures.
- Participate in all after-action activities and implement corrective actions as appropriate.

### CCDM

- Facilitate long-term recovery planning, policy discussions, and implementation strategies.
- Collect and collate information for a Countywide Initial Damage Assessment report.
- Identify department-specific roles in recovery and coordinate public education and community involvement.
- Monitor recovery efforts through field personnel and coordinating agencies.
- Develop short-, intermediate-, and long-term recovery plans and coordinate recovery.
- Conduct an after-action critique of the overall response and recovery efforts.

## Mitigation

Mitigation activities take place **before and after** an emergency occurs and 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 5 include:

### All Tasked Agencies

- Participate in the hazard mitigation planning process for the County.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.

### CCDM

- Administer local natural hazard mitigation program.
- Implement and administer Federal/State disaster mitigation programs.
- Identify potential mitigation opportunities based on an analysis of damage assessment information, along with County, state and federal mitigation priorities
- Coordinate and participate in the County/local hazard mitigation planning team.
- Through the local hazard mitigation planning team, coordinate the development, implementation, and maintenance of the County Hazard Mitigation Plan.
- Coordinate with local jurisdictions within the County to ensure that they are aware of Federal and State pre and post-disaster mitigation grant opportunities for mitigation measures identified in the County Multi-Jurisdictional hazard mitigation plan.

**ESF 5. Information and Planning**

- Provide information and limited assistance to incorporated cities in developing and maintaining their mitigation plans.
- Apply for funding through federal and State pre- and post-disaster mitigation grant programs for prioritized mitigation projects identified in the County Hazard Mitigation Plan.
- Upon grant approval, implement and administer Federal and State pre- and post-disaster mitigation funds.
- Provide education and awareness regarding mitigation to the jurisdictions within the County, and the public sector, including businesses, private nonprofit groups, and the general public.
- Update the County Hazard Analysis.



## **ESF 6 – Mass Care**

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# Table of Contents

<b>1</b>	<b>Introduction .....</b>	<b>ESF 6-1</b>
1.1	Purpose .....	ESF 6-1
1.2	Scope .....	ESF 6-1
1.3	Policies and Authorities .....	ESF 6-2
<b>2</b>	<b>Situation and Assumptions .....</b>	<b>ESF 6-2</b>
2.1	Situation .....	ESF 6-2
2.2	Assumptions.....	ESF 6-3
<b>3</b>	<b>Roles and Responsibilities of Tasked Agencies.....</b>	<b>ESF 6-3</b>
<b>4</b>	<b>Concept of Operations.....</b>	<b>ESF 6-4</b>
4.1	General.....	ESF 6-4
4.2	EOC Activation .....	ESF 6-5
4.3	EOC Operations .....	ESF 6-5
4.4	Disabilities, and Access and Functional Needs .....	ESF 6-5
4.5	Shelters and Mass Care Facilities .....	ESF 6-6
4.6	Feeding .....	ESF 6-6
4.7	Bulk Distribution .....	ESF 6-6
4.8	Housing .....	ESF 6-7
4.9	Crisis Counseling and Mental Health .....	ESF 6-7
4.10	Coordination with Other ESFs.....	ESF 6-7
<b>5</b>	<b>Direction and Control.....</b>	<b>ESF 6-7</b>
5.1	Cities .....	ESF 6-8
5.2	County.....	ESF 6-8
5.3	Regional .....	ESF 6-8
5.4	State and Federal Assistance.....	ESF 6-8
<b>6</b>	<b>ESF Annex Development and Maintenance .....</b>	<b>ESF 6-8</b>
<b>7</b>	<b>Appendices.....</b>	<b>ESF 6-9</b>
Appendix A	ESF 6 Resources .....	ESF 6-11
Appendix B	ESF 6 Responsibilities by Phase of Emergency Management....	ESF 6-13
Appendix C	ESF 6 Representative Checklist.....	ESF 6-17

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ESF 6 Tasked Agencies*	
<b>Primary County Agency</b>	Department of Health, Housing, and Human Services (H3S)
<b>Supporting County Agency</b>	Clackamas County Disaster Management (CCDM) Sheriff's Office Department of Transportation Development (DTD) Public and Governmental Affairs
<b>Community Partners</b>	American Red Cross Local fire departments and districts Local
<b>State Agency</b>	Department of Human Services
<b>Federal Agency</b>	Department of Health, Housing, Human Services (H3S)
<i>*See Section 3 for more information about Tasked Agencies.</i>	

# 1 Introduction

## 1.1 Purpose

Emergency Support Function (ESF) 6 describes how the County will support the efforts of City and tribal governments, and nongovernmental organizations to address the mass care, emergency assistance, temporary housing, and human services needs of people impacted by disasters.

## 1.2 Scope

Activities encompassed within the scope of ESF 6 include:

- Mass care
  - Sheltering for the general population and populations with disabilities, and access and functional needs (DAFN)
- Collecting and providing information on those affected by the disaster to family members
- Family reunification
- Housing:
  - Providing short-term housing solutions for those affected by the disaster. It may include rental assistance, repairs, loans, manufactured housing, semi-permanent and permanent construction, referrals, identification and provision of accessible housing, and access to other sources of housing assistance.
- Human services:
  - Assist as able in disaster unemployment insurance
  - Disaster legal services
  - Veteran’s support
  - Services for DAFN populations
  - Other needs for assistance as they arise

The following are not covered in this ESF:

- Medical sheltering is addressed in ESF 8
- Animal sheltering is addressed in ESF 17
  - Feeding operations
  - Emergency first aid
  - Bulk distribution of emergency relief items

### 1.3 Policies and Authorities

The following policies and authorities are currently in place:

- All appropriate governmental and volunteer agency resources will be used as available.
- All services will be provided without regard to economic status or racial, religious, political, ethnic, or other affiliation.
- Tracking of displaced citizens will be accomplished by the American Red Cross Disaster Welfare Inquiry procedures.

## 2 Situation and Assumptions

### 2.1 Situation

The County is faced with a variety of hazards that may impact large numbers of persons requiring mass care, personal emergency assistance, short-term housing, and other types of human services as part of response and recovery actions. Considerations that should be taken into account when planning for and implementing ESF 6 activities include:

- Hazards may affect widespread areas and emergency care personnel in unaffected neighboring communities may be overwhelmed with victims from neighboring communities.
- Evacuees may contribute to the scarcity of resources as an influx of evacuees can increase the population of a receiving community during a significant disaster or emergency event.
- Mass care needs may range from emergency sheltering operations for a limited number of visitors and citizens to more intermediate and long term housing.
- In accordance with the American Red Cross's organizational documents and charter, ratified by the United States Congress on January 5, 1907, as well as the Disaster Relief Act of 1974, the Red Cross (national organization and local chapters) provides an array of 'Mass Care Services' to emergency and disaster victims routinely under its own authority. Furthermore, the Red Cross is tasked as the primary agency responsible for federally supported Mass Care Services per the National Response Framework (ESF 6) despite being a nongovernmental organization.
- Disaster conditions are likely to require evacuation and care of domestic animals and livestock. Animals (with the exception of service animals) are not allowed in public shelters.

- The diverse nature of the County will be reflected by shelter populations, and will likely include a significant number of persons with access/functional needs (e.g., elderly, persons with language barriers, physical challenges, or other limiting medical or mental health condition) and/or persons who are vulnerable to becoming marginalized or those with specialized needs (e.g., students, inmates, registered sex-offenders, the indigent, persons with chemical dependency concerns, etc.)
- Local emergency operations plans (EOPs) should contain strategies and procedures for addressing the needs of vulnerable populations in emergency situations.

## 2.2 Assumptions

ESF 6 is based on the following planning assumptions:

- Widespread damages may necessitate the relocation of victims and the need for mass care operations.
- Some victims will go to shelters, while others will find shelter with friends and relatives. Some may stay with or near their damaged homes.
- Shelters may have to be opened with little notice. Local government personnel will have to manage and coordinate shelter and mass care activities. They may be supported by Red Cross personnel, if available, and assume responsibility for managing such shelters.
- The demand for shelters may prove to be higher than what is available.
- Volunteer and faith based organizations other than the County or Red Cross may open shelters. Some of these organizations and groups may coordinate their efforts with the County and the Red Cross, while others may operate these facilities independently.
- Public and private services will be continued during mass care operations. However, for an incident that requires a large-scale shelter and mass care operation, normal activities at schools, community centers, places of worship, and other facilities used as shelters may have to be curtailed.
- Emergency operations for most human services organizations (mass care, individual assistance, sheltering, special medical needs, and access and functional needs) will be an extension of normal programs and services.

## 3 Roles and Responsibilities of Tasked Agencies

The County has identified primary and supporting agencies and community partners to ensure that ESF 6–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 6–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 EOP 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

On-Scene Command will request Clackamas County Communications to notify the Health, Housing, and Human Services (H3S) and the Red Cross whenever it appears that a major emergency or disaster has displaced or will displace a significant number of people.

Command will determine the at-risk area, estimate the number of people involved, and identify any critical needs. The H3S and Red Cross, if involved, will use this information to coordinate shelter activation with potential providers. The Oregon Trail Chapter of the American Red Cross may assign a Liaison to the County EOC to coordinate reception, shelter, and mass care activities.

If the Red Cross takes on the sheltering responsibility, EOC staff will help coordinate shelter support throughout the County, including logistics, security, communications, transportation, public health, behavioral health, and social services.

On-Scene Command will determine whether evacuees have been exposed to chemical, biological, radiological, nuclear, or explosive agents or other hazardous materials and will manage decontamination operations prior to victims leaving the incident scene if exposure has occurred, or provide transport to a healthcare facility where the evacuee may be decontaminated.

Clackamas County will coordinate with cities and other stakeholders to provide essential services for DAFN populations, and ensure that their care providers and service animals remain with them.

During major shelter and mass care operations in Clackamas County, the EOC staff representing H3S will be the County’s primary liaison with the American Red Cross and other shelter operators.

All mass care-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.

- In accordance with the Basic Plan and this ESF Annex, H3S is responsible for coordinating mass care–related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Requests for assistance with mass care will first be issued in accordance with established mutual aid agreements and once those resources have been exhausted, a request may be forwarded to the State Emergency Coordination Center.
- The County EOC will provide guidance for the coordination mass care resources.

## 4.2 EOC Activation

When a disaster occurs the Clackamas County Disaster Management (CCDM) 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 communications with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.

Notification will be made appropriate agencies listed in this ESF. The H3S will coordinate with supporting agencies and community partners to assess and report current capabilities to the EOC and activate Departmental Operations Centers as appropriate. Appropriate agencies may be requested to send a representative to staff the EOC and facilitate mass care-related activities.

## 4.3 EOC Operations

When mass care–related activities are staffed in the EOC, the mass care 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 mass care.
- Share situation status updates related to mass care to inform development of the Situation Report.
- Participate in, and provide mass care-specific reports for, EOC briefings.
- Assist in development and communication of mass care-related actions to tasked agencies.
- Monitor ongoing mass care–related actions.
- Share mass care-related information with ESF 14, Public Information, to ensure consistent public messaging.
- Coordinate mass care-related staffing to ensure the function can be staffed across operational periods.

## 4.4 Disabilities, and Access and Functional Needs

Provision of mass care-related activities will take into account DAFN populations. 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.

A formal registry for DAFN populations has not been developed to date. Community emergency response and recovery planning to provide special needs services to residents of the County have

not been formalized or finalized among the various first responder agencies and volunteer organizations supporting this jurisdiction.

#### **4.5 Shelters and Mass Care Facilities**

Red Cross may have agreements in place for use of specific shelters that can be activated by alerting the local chapter. This information will be available to the County EOC during a major emergency or disaster. Red Cross may assist in the registration of evacuees, and as applicable, will coordinate information with appropriate government agencies of those evacuees who are housed in Red Cross-supported shelters.

Options for temporary shelter during an incident available to the County include:

- Pre-determined sheltering sites and supplies available through Red Cross.
- General purpose tents available through the Oregon National Guard and requested by the County EOC to the Oregon Office of Emergency Management.
- Tents and other resources available via the fire cache located at the Redmond Air Center.
- If a Presidential declaration has been made, temporary buildings or offices requested through the Federal Coordinating Officer.

A designated member of H3S staff will serve as the County ESF 6 Representative. Services will be provided through the coordinated efforts of staff members, Red Cross, Salvation Army, other state supported agencies, volunteer agencies, and mutual-aid agreements with various support groups. Law enforcement agencies will provide security at shelter facilities where possible and also support back-up communications if needed. A list of all reception and care facilities established for the County is maintained by the Red Cross and can be accessed through the County EOC during a major emergency or disaster.

#### **4.6 Feeding**

Feeding is provided to victims through a combination of fixed sites, mobile feeding units, and bulk distribution of food. Feeding operations are based on nutritional standards and should include meeting requirements of victims with special dietary needs, if possible.

Red Cross will coordinate all mass feeding and other services needed at open Red Cross shelters within the County's jurisdiction with H3S via the County EOC.

The County EOC staff, with assistance from H3S, will coordinate all mass feeding and other services needed at County sites.

#### **4.7 Bulk Distribution**

Emergency relief items to meet urgent needs are distributed via established sites within the affected area. Distribution of food, water, and ice requirements through Federal, State, local, and non-governmental organizations is coordinated at these sites. Red Cross will coordinate all bulk distribution activities needed within the county's jurisdiction with H3S via the County EOC.

*See ESF 11 – Food and Water for additional detail.*

## 4.8 Housing

All housing needs identified during and following emergency incidents or disasters impacting the County will be coordinated through Clackamas County Disaster Management via the County EOC. Liaisons will be assigned to the command staff in order to manage and coordinate resources and activities with regional, state, federal, and private sector entities. In some disaster situations, the federal government may be requested to provide emergency housing. Disaster victims will be encouraged to obtain housing with family or friends or in commercial facilities.

## 4.9 Crisis Counseling and Mental Health

H3S will coordinate mental health services to the general public. Specific concerns within the first responder community can also be addressed through the Police Chaplaincy and the Oregon Office of the State Fire Marshal, which coordinate mental health and crisis counseling services for first responders.

*See ESF 8 – Health and Medical for additional detail.*

## 4.10 Coordination with Other ESFs

The following Emergency Support Functions support mass care-related activities:

- **ESF 8 – Health and Medical.** Coordinate health inspections of mass care facilities; coordinate sheltering of populations with medical needs.
- **ESF 11 – Food and Water.** Coordinate food and water to support mass care operations.
- **ESF 14 – Public Information.** Inform the public about mass care operations.
- **ESF 15 – Volunteers and Donations Management.** Coordinate volunteers and donated goods to support mass care operations.
- **ESF 16 – Law Enforcement.** Provide security for mass care facilities.
- **ESF 17 – Agriculture and Animal Protection.** Provide care and shelter for animals including service animals, pets, and livestock.

## 5 Direction and Control

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

The County has jurisdictional authority and primary incident management responsibility for shelter and mass care operations in the unincorporated area. If the incident impacts both unincorporated and incorporated areas, 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 the Oregon Office of Emergency Management.

All jurisdictions with incident management responsibility are likely to activate their EOCs during an incident requiring extensive sheltering or mass care. EOC staffs will coordinate resources, share incident information, conduct multi-agency planning, and operate the Joint Information

System. All participating agencies/jurisdictions will collaborate to establish and maintain a common operating picture.

### **5.1 Cities**

Cities are asked to notify the County immediately if they anticipate implementing mass care, shelter, or food/water distribution operations. If cities need County assistance, they can request it through mutual aid assistance or by submitting an Emergency Declaration to the county requesting assistance. The County will alert adjoining jurisdictions and coordinate critical resources, emergency declarations, and emergency measures.

Cities are encouraged to coordinate shelter and mass care planning and operations with nongovernmental organizations, faith community, and other local service organizations. Cities should coordinate shelter and mass care activities with County EOC staff.

### **5.2 County**

H3S representatives serving on the EOC staff and will coordinate shelter and mass care operations and serve as primary contacts for the American Red Cross EOC Liaison.

### **5.3 Regional**

Clackamas County participates in the Inter-County Omnibus Mutual Aid Agreement that provides a framework for counties to request mutual aid resources from each other in emergencies. Emergency assistance may include resources such as personnel, equipment, and supplies, 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.

The Urban Area Security Initiative (UASI) Region provides a regional plan for sheltering of pets. CCEM is a part of the planning effort and provides a regional shelter for pets. See the UASI Region Pet Sheltering Plan.

### **5.4 State and Federal Assistance**

The Oregon Department of Human Services will assist in obtaining supplemental resources to meet emergency needs.

If the County needs resources beyond those available (including mutual aid), Command will recommend that the Board of County Commissioners enact an emergency declaration requesting state assistance.

## **6 ESF Annex Development and Maintenance**

The H3S 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.



## 7 Appendices

- Appendix A – ESF 6 Resources
- Appendix B – ESF 6 Responsibilities by Phase of Emergency Management
- Appendix C – ESF 6 Representative Basic Checklist

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## Appendix A ESF 6 Resources

The following resources provide additional information regarding ESF 6 and mass care related issues at the local, state, and federal level:

### County

- Emergency Shelter Listing (For Official Use Only)
- Clackamas County Emergency Plan for People with Access and Functional Needs
- UASI Region Pets Sheltering Plan

### State

- Emergency Operations Plan
  - ESF 6 – Mass Care

### Federal

- National Response Framework
  - ESF 6 – Mass Care, Emergency Assistance, Temporary Housing, and Human Services

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## Appendix B ESF 6 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for ESF 6 – Mass Care. 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 Mass Care function. 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 6 include:

#### All Tasked Agencies

- Develop plans and procedures for ESF 6 activities, as appropriate.
- Participate in ESF 6 related trainings and exercises as appropriate.

#### H3S

- Coordinate regular review and update of the ESF 6 annex with supporting agencies.
- Facilitate collaborative planning to ensure County capability to support ESF 6 activities.
- Develop and maintain a Mass Care Plan for the County that includes procedures for addressing:
  - Mass care
  - Emergency assistance
  - Housing
  - Human services
- Coordinate pre-incident public health inspections of shelters and verify sanitary conditions as required.
- Maintain the Clackamas County Emergency Plan for Serving People with Access and Functional Needs.

#### CCDM

- Maintain operational capacity of the County EOC to support Mass Care activities.
- Ensure that staff are identified and adequately trained to fulfill the finance function in the County EOC to include resources utilized to support Mass Care operations.
- Provide assistance to H3S as requested to maintain the Clackamas County Emergency Plan for Serving People with Access and Functional Needs.

#### Red Cross

- Enter into agreements with locations suitable to serve as emergency shelters in accordance with established guidelines.
- Recruit, train, and maintain a volunteer staff with the capacity to operate shelters if needed.

- Participate in Mass Care planning for the County.

## 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 6 include:

### All Tasked Agencies

- Provide situational updates to the County EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the County EOC, when requested, to support ESF 6 activities.

### H3S

- Coordinate support for ESF 6 operations as required and serve as the County's liaison for ESF 6.
- Coordinate transportation, health and medical services, and behavioral health and social services for shelter operations.
- Coordinate environmental health services with local, regional, and State public health agencies to ensure safety of food, water, and wastewater systems.
- Prioritize requests for health, medical, and behavioral health services, and coordinate their delivery.
- Coordinate medical and social services for people with access and functional needs and vulnerable clients.
- Evaluate the environmental aspects of temporary housing, including but not limited to food safety, water safety, and sewage.
- Coordinate volunteer registration and placement for shelter staff.

### Red Cross

- Coordinate the emergency shelter operations to provide for the temporary housing and feeding needs of citizens displaced by emergencies/disasters.
- Assign a liaison to the County EOC.

### CCDM

- Activate the EOC.
- Coordinate with the EOC Planning Section to identify unmet needs.
- Establish a Mass Care Branch in the County EOC if needed.
- Facilitate the emergency declaration process.
- Assist in multi-agency/jurisdictional and resource coordination.
- Track the use of Mass Care resources through the EOC Finance Section.

### CCSO

- Coordinate security at shelters, reception centers, and food/water distribution centers.

- Provide traffic and crowd control.

### Public and Governmental Affairs

- Provide staff for the Public Information Officer and Joint Information Centers.
- Develop and coordinate a Joint Information System.
- Collaborate with the American Red Cross and H3S to produce timely, clear, and concise messages on shelter and mass care operations and food/water options.
- Provide access information on health, social, and medical services.
- Provide the public with updated information on shelter locations and systems for locating family, friends and pets.

### DTD

- Coordinate garbage and recycling services for shelters and food/water distribution centers.
- Assist with transportation options and resources.
- Provide building inspection for structural safety and sheltering sites.
- Provide updated mapping to assist in directing people to shelters safely.

## 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 6 include:

### All Tasked Agencies

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.

### CCDM

- Compile and keep all documentation collected relating to the management of mass care activities.
- Coordinate all after-action activities and implement corrective actions as appropriate.

### H3S

- Strategize on interim and long-term housing solutions.

## 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 6 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 6 Representative Checklist

### Activation and Initial Actions

- Report to the 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), EOC Action Plan, 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.



## **ESF 7 – Resource Support**

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# Table of Contents

- 1 Introduction ..... ESF 7-1**
- 1.1 Purpose ..... ESF 7-1
- 1.2 Scope ..... ESF 7-1
- 1.3 Policies and Authorities ..... ESF 7-1
  
- 2 Situation and Assumptions ..... ESF 7-2**
- 2.1 Situation ..... ESF 7-2
- 2.2 Assumptions ..... ESF 7-2
  
- 3 Roles and Responsibilities of Tasked Agencies ..... ESF 7-2**
  
- 4 Concept of Operations ..... ESF 7-3**
- 4.1 General ..... ESF 7-3
- 4.2 EOC Activation ..... ESF 7-4
- 4.3 EOC Operations ..... ESF 7-4
- 4.4 Disabilities, and Access and Functional Needs ..... ESF 7-4
- 4.5 Resource Allocation Priorities ..... ESF 7-4
- 4.6 Sourcing Resources ..... ESF 7-5
- 4.7 Mutual Aid ..... ESF 7-5
- 4.8 Emergency Operations Center Resource Management ..... ESF 7-6
- 4.9 Community-Based Disaster Response Organizations ..... ESF 7-6
- 4.10 Coordination with Other ESFs ..... ESF 7-7
  
- 5 Direction and Control ..... ESF 7-8**
- 5.1 County ..... ESF 7-8
- 5.2 Cities ..... ESF 7-8
- 5.3 Special Districts ..... ESF 7-8
- 5.4 Regional ..... ESF 7-8
- 5.5 State and Federal Assistance ..... ESF 7-9
  
- 6 ESF Annex Development and Maintenance ..... ESF 7-9**
  
- 7 Appendices ..... ESF 7-9**
- Appendix A ESF 7 Resources ..... ESF 7-11
- Appendix B ESF 7 Responsibilities by Phase of Emergency Management.... ESF 7-13
- Appendix C ESF 7 Representative Checklist ..... ESF 7-17

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ESF 7 Tasked Agencies	
<b>Primary County Agency</b>	Finance Department of Health, Housing, and Human Services (H3S)
<b>Supporting County Agency</b>	Clackamas County Disaster Management (CCDM) All other departments
<b>Community Partners</b>	Local faith-based organizations Volunteer organizations
<b>State Agency</b>	Department of Administrative Services
<b>Federal Agency</b>	Department of Homeland Security/Federal Emergency Management Agency
*See Section 3 for more information about Tasked Agencies.	

# 1 Introduction

## 1.1 Purpose

Emergency Support Function (ESF) 7 describes how the County will provide logistical and resource support during emergencies, as well as provide financial tracking and records management of overall costs of the County’s response.

## 1.2 Scope

Activities encompassed within the scope of ESF 7 include:

- Coordinate the procurement and provision of County and private sector resources during a disaster.
- Receive and coordinate response to resource requests from county departments and local response partners.
- Provide logistical and resource support for needs not specifically addressed in other ESFs.
- Monitor and track available and committed resources involved in the incident.
- Monitor and document mutual aid and the financial costs of providing resources to include costs of using county resources,, purchasing or contracting goods and services, transportation, and above normal staffing.

## 1.3 Policies and Authorities

Clackamas County Code Chapter 6.03.070 provides the following:

“Under this section, the Board of County Commissioners is authorized to extend government authority to non-government resources (i.e., personnel, equipment), which may support regular government forces during an emergency and may enter into agreements with other public and private agencies for use of resources. When real or personal property is taken under power granted by this section, the owner of the property shall be entitled to reasonable compensation.

Under the provisions of Oregon Revised Statutes Chapter 401, State resources are available when the appropriate response to an emergency is beyond the capability of the county in which it occurs.” (Codified by Ord. 05-2000, 7/13/00)

## 2 Situation and Assumptions

### 2.1 Situation

The County is faced with a number of hazards that may require resource support. Considerations that should be taken into account when planning for and implementing ESF 7 activities include:

- Upon request, ESF 7 provides the resource support needed to maintain the response capacity of the County and local response partners.
- Equipment and supplies are provided from current stocks or, if necessary, from commercial sources, using locally available sources when possible. ESF 7 does not stockpile supplies.
- During response operations, acquisition of these resources may be supported by preexisting memorandums of understanding, memorandums of agreement, and interagency agreements and contracts.

### 2.2 Assumptions

ESF 7 is based on the following planning assumptions:

- Local and tribal partners will exhaust local and mutual aid resource support mechanisms prior to requesting support from the County. A request may be made to the County if exhaustion of local resources is imminent.
- Normal forms of communications may be severely interrupted during the early phases of an emergency or disaster.
- Transportation to affected areas may be cut off due to weather conditions or damage to roads, bridges, airports, and other transportation means.
- Donated goods and supplies will be managed and utilized as necessary.
- The management and logistics of resource support is highly situational and requires flexibility and adaptability.
- Local governments will expend resources and implement mutual aid agreements under their own authorities.

## 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 non-profit 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

Efficient resource management is one of the pre-requisites for effective incident management. This includes knowing: 1) what resources are available and their capabilities and/or inventory; 2) how to access those resources; 3) how to allocate resources to satisfy incident priorities; and 4) anticipating what resources are or may become critical during an incident.

Local governments meet initial resource requirements using locally owned, contracted and mutual aid resources. If additional resources are required, cities request County assistance, normally through an Emergency Declaration.

The County attempts to satisfy city/special district resource requests using County-owned, contract, or mutual aid resources. If a city request cannot be met, the County forwards a request for assistance to the state. This can be achieved initially through an Emergency Declaration and later supplemented by communicating requests on an as needed basis. In a situation where multiple incidents are competing for scarce resources, the County may request mutual aid participants to suspend resource-sharing in order to prioritize centrally managed resources and allocate incident-specific critical resources as necessary.

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

- In accordance with the Basic Plan and this ESF Annex, is the agency responsible for coordinating resource support-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Requests for assistance with resource support will first be issued in accordance with established mutual aid agreements and once those resources have been exhausted, a request may be forwarded to the State Emergency Coordination Center.

- The County emergency Operations Center (EOC) will provide guidance for the coordination of resource support.

## 4.2 EOC Activation

When a disaster occurs CCDM 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 communications 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 resource support-related activities.

## 4.3 EOC Operations

When resource support-related activities are staffed in the EOC, the resource support 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 resource support.
- Share situation status updates related to resource support to inform development of the Situation Report.
- Participate in, and provide resource support-specific reports for, EOC briefings.
- Assist in development and communication of resource support-related actions to tasked agencies.
- Monitor ongoing resource support-related actions.
- Share resource support-related information with the Public Information Officer to ensure consistent public messaging.
- Coordinate resource support-related staffing to ensure the function can be staffed across operational periods.

## 4.4 Disabilities, and Access and Functional Needs

Provision of resource support-related activities will take into account populations with disabilities, and access and functional needs (DAFN). The needs of children and adults who experience disabilities and 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 Resource Allocation Priorities

The resource prioritization concept is to “do the most good for the most people” in order to alleviate disaster impacts on residents and public entities.

During emergencies, resources are allocated according to the following priorities:

1. Preserving life.

2. Stabilizing the incident/containing the hazard.
3. Protecting critical infrastructure, property, and the environment.

## 4.6 Sourcing Resources

Resources are normally obtained and used in the following sequence:

1. Resources owned or employed by the County.
2. Mutual aid agreements.
3. Contractors, commercial sources, and private industry.
4. Volunteer groups or agencies.
5. State resources.
6. Federal resources.

## 4.7 Mutual Aid

Mutual aid is an important component of incident resource management and can take several forms, outlined in the following sections.

### 4.7.1 Automatic Mutual Aid

Day-to-day incident response agencies (fire, law enforcement, emergency medical services) have pre-coordinated mutual aid arrangements embodied in 9-1-1 Dispatch Protocols. When an on-scene response agency needs additional resources, they simply request them through dispatch and assume automatic approval, to the extent that the existing protocols allow. Automatic mutual aid is normally discipline-specific and has no provision for reimbursement of lender expenses.

Fire agencies have several discipline-specific mutual aid processes in place beyond automatic mutual aid, including district-to-district; Fire Defense Board to Fire Defense Board; and State-level Conflagration and Mobilization agreements. Conflagration mutual aid is closely managed by the Fire Marshal, and participant costs are reimbursed by the State. Fire Mobilization Plan participation is more loosely managed, is voluntary, and costs are not reimbursed by the state.

Law Enforcement automatic mutual aid is less formally structured and does not normally include reimbursement.

### 4.7.2 Inter-County Omnibus Mutual Aid Agreement

In 2005, an inter-county mutual aid agreement was initiated by a group of Oregon counties to establish a resource-sharing network. This county-to-county agreement provides resource assistance in the form of equipment, supplies, personnel, and services. It effectively addresses the critical issues of risk management, workers comp, liability and cost reimbursement. As additional counties adopt this omnibus agreement, each becomes a full partner in the agreement, bound by identical terms and conditions with existing participants. A copy of this agreement and a list of current participants are available in the EOC library.

### 4.7.3 Intra-County Omnibus Mutual Aid Agreement

In 2006, Clackamas County used the county-to-county agreement as a model to develop an intra-county mutual aid network between the county, cities and special districts. The Board of County Commissioners adopted the agreement in August 2006 and a modified version in September,

2007. A copy of this agreement and a list of current participants are available in the EOC Library.

#### **4.7.4 Intra-State Mutual Assistance Compact**

On January 1, 2008, an intra-state mutual assistance compact became State law. The intent of this compact is to provide for non-reimbursable assistance among local governments (defined as any governmental entity authorized by the laws of the State of Oregon). In order to receive reimbursement for assistance provided under the intra-state compact, a requestor/lender reimbursement request must be agreed to in writing—before any resources are dispatched.

#### **4.7.5 Emergency Mutual Assistance Compact**

Each of the 50 states in the continental United States participates in a state-to-state mutual assistance arrangement to provide resources during an emergency. The Emergency Mutual Assistance Compact (EMAC) program is administered by the states, with no federal involvement. The Oregon Office of Emergency Management (OEM) coordinates all EMAC activities for the State.

### **4.8 Emergency Operations Center Resource Management**

All four EOC sections (Operations, Planning, Logistics and Finance) collaborate on managing incident resources.

- The Operations Section identifies resources needs and directs staging and deployment of assigned resources. Operations also manages volunteer resources and is the point of contact for donations management.
- The Planning Section provides the advanced forecast of critical resource needs.
- The Logistics Section, in collaboration with Operations, confirms resource needs and coordinates acquisition and allocation, tracking of deployed assets and monitoring terms and conditions of resource use.
- The Finance Section coordinates funding sources and tracks costs; negotiates emergency contracts/agreements using emergency procurement procedures; and advises EOC Command regarding the ongoing financial impact of the emergency.

### **4.9 Community-Based Disaster Response Organizations**

#### **4.9.1 American Red Cross**

The American Red Cross provides and manages shelter and mass care operations for citizens who are victims of disaster, and feeding and support services for emergency responders.

#### **4.9.2 Oregon Voluntary Organizations Assisting in Disaster**

Oregon Voluntary Organizations Assisting in Disaster (ORVOAD) consists of voluntary organizations with disaster relief roles, in partnership with State government. Member organizations have disaster response programs and policies for commitment of resources (i.e., personnel, funds, and equipment) to meet the needs of people affected by disaster. ORVOAD functions may include animal control, building repair, child care, clothing, communication, counseling, damage assessment, financial assistance, etc.

The donation management system for Oregon is designed to control and facilitate the collection, storage, and dispersal of donated goods and services. The system is jointly managed by a State representative appointed by the Director of OEM and representatives of ORVOAD. Member agencies will be the primary working force behind the donation management system for Oregon.

#### 4.9.3 Citizen Corps

The mission of Citizen Corps is to harness the power of every individual through education, training, and volunteer service to make communities safer, stronger, and better prepared to respond to the threats of terrorism, crime, public health issues, and disasters of all kinds.

There are five branches of Citizen Corp:

- Fire Corps,
- Volunteers in Police Services,
- Community Emergency Response Teams,
- Medical Reserve Corps, and
- Community Organizations Active in Disasters – the local chapter of the ORVOAD.

#### 4.9.4 211 Info

The nonprofit organization 211 Info connects citizens to Oregon and Southwest Washington health and community services/ resources. The information base includes thousands of nonprofit organizations, government entities and faith based institutions to benefit recovery. The network may also be utilized to provide referral information for volunteers and provide effective messaging to direct donations to the relief effort.

#### 4.9.5 Clackamas County Amateur Radio Emergency Service

Clackamas County Amateur Radio Emergency Service (CARES) volunteers are trained in the operation of amateur radio equipment. They are often utilized before, during, and after an emergency or disaster where normal radio, phone, cellular, or internet communications are not functioning. In a disaster or event that requires activation of CARES, volunteers use the pre-positioned and maneuverable amateur radio equipment to provide communication support among all levels of government and agencies to support the response and recovery efforts.

### 4.10 Coordination with Other ESFs

The following ESFs support resource support-related activities:

- **ESF 11 – Food and Water.** Identify and procure food and water resources to support identified needs.
- **ESF 15 – Volunteers and Donations Management.** Coordinate provision of donated goods and services.

## **5 Direction and Control**

### **5.1 County**

During a declared emergency, the Chair, Board of County Commissioners is granted centralized authority of all county resources. The Board of County Commissioners delegates incident-specific resource management responsibilities to On-Scene and EOC Command.

Department directors provide resources as directed by EOC Command and manage remaining internal resources during an emergency. Departments request resource assistance through EOC Logistics, who prioritizes, acquires and allocates incident resources.

EOC Finance coordinates procurement, cost, and budget aspects of resource management.

The EOC Logistics Chief provides direction for the recruitment, screening, and allocation of volunteers. Each volunteer-user organization maintains authority and responsibility for its own volunteer activities.

### **5.2 Cities**

Cities have primary responsibility for the safety and well-being of their citizens, and for resource allocation and emergency operations within their jurisdictions. Cities are encouraged to develop volunteer and donation management procedures in coordination with CCDM, using the Volunteer Reception Center Plan as a model. An intergovernmental mutual aid agreement between the County and cities is available to all jurisdictions that choose to participate. The agreement establishes procedures for requesting and providing mutual aid resources in an emergency.

Cities may request county assistance through mutual aid or through an Emergency Declaration forwarded to the County EOC. The County will acknowledge the request and try to provide the requested assistance using county resources or, if necessary, forwarding a resource request to the state.

### **5.3 Special Districts**

County officials coordinate resource management activities with special districts during response and recovery operations. An intergovernmental mutual aid agreement between the county and special districts is available to all jurisdictions that choose to participate. The agreement establishes procedures for requesting and providing mutual aid resources in an emergency.

### **5.4 Regional**

Clackamas County and adjoining Washington County share a disaster-related, stand-alone resource directory covering assets in both counties. The directory is available in the EOC Library on CD and in hard copy format. The directory is updated every six months with updates distributed to the emergency management offices of each county.

Clackamas County is a participant in the Inter-County Omnibus Mutual Aid Agreement that provides a framework for counties to request mutual aid from each other in emergencies, saving time and minimizing confusion during an incident.

## 5.5 State and Federal Assistance

If local resources, including mutual aid, are inadequate to respond effectively to the emergency, Incident Command will request state assistance through an Emergency Declaration. OEM forwards declarations to the governor, coordinates state resources and response, and seeks a state declaration if necessary.

OEM may also request assistance through EMAC, which establishes procedures for interstate mutual aid.

Federal resources are deployed according to the National Response Framework, which uses ESF to categorize federal resources. EOC Logistics is the primary point of contact for all Clackamas County ESF activities and coordinates department/agency support as needed.

As the NIMS integration continues, a central feature will be the categorization of resources by size, capacity, capability, skill, and other criteria designed to make resource ordering and utilization more efficient.

## 6 ESF Annex Development and Maintenance

Finance 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.

## 7 Appendices

- Appendix A – ESF 7 Resources
- Appendix B – ESF 7 Responsibilities by Phase of Emergency Management
- Appendix C – ESF 7 EOC Representative Basic Checklist

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## Appendix A      ESF 7 Resources

The following resources provide additional information regarding ESF 7 resource support-related issues at the local, state, and federal level:

### County

- Intra-County Omnibus Mutual Aid Agreement
- Inter-County Omnibus Mutual Aid Agreement
- Intra-State Mutual Assistance Compact Statute
- Volunteer Reception Center Plan
- Information and Referral Directory

### State

- Emergency Operations Plan
  - ESF 7 – Resource Support

### Federal

- National Response Framework
  - ESF 7 – Resource Support
- NIMS Resource Typing Guides

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## Appendix B ESF 7 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for ESF 7 – Resource Support. 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 the Resource Support function. 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 7 include:

#### All Tasked Agencies

- Develop operational plans for ESF 7 activities.
- Participate in ESF 7-related trainings and exercises as appropriate.

#### Finance

- Coordinate regular review and update of the ESF 7 annex with supporting agencies.
- Facilitate collaborative planning to ensure County capability to support ESF 7 activities.
- Develop and maintain a Resource Support Plan for the County that includes procedures for addressing:
  - Resource requesting,
  - Resource staging,
  - Resource tracking, and
  - Resource demobilization.
- Develop plans for the establishment of logistic staging areas for internal and external response personnel, equipment, and supplies.
- Estimate logistical requirements (e.g., personnel, supplies and equipment, facilities, and communications) during the planning process and through exercise.

### 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 7 include:

#### All Tasked Agencies

- Provide situational updates to the County EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the County EOC, when requested, to support ESF 7 activities.

## Finance

- Establish an incident cost code to capture all incident-related costs.
- Provide staff for EOC Finance and Logistics Sections.
- Implement emergency procurement procedures.
- Assist in identifying and acquiring resources to meet emergency needs.
- Coordinate purchasing/acquisition with requesting department or agency.
- Train departments in expenditure tracking and record-keeping procedures.
- Locate and coordinate use of available space for disaster management and emergency response activities.
- Provide cost and budget information to Section Chiefs, Command, and County Administrator.
- Collect and collate initial damage reports and create Initial Damage Report for the State.
- Coordinate County information for Public Assistance process.

## H3S

- Maintain the Volunteer Reception Plan procedures to match spontaneous and affiliated volunteers with organizations to meet emergent community disaster needs. Coordinate activities with Community Organizations Active in Disaster.
- Provide personnel to staff EOC positions. Coordinate with the American Red Cross to provide temporary shelter, food, disaster mental health treatment, and referrals for other immediate victims and emergency worker needs.
- Coordinate resource support assistance for DAFN populations.
- Provide a list of disaster-related information and resources and ensure that the current Information and Referral directory is available in the EOC library.

## CCDM

- Activate and maintain oversight of the EOC.
- Ensure coordination between On Scene Command resource needs and the EOC.
- Advise the County Administrator and Board of County Commissioners.
- Facilitate the Emergency Declaration process.
- Coordinate with cities, regional, and State agencies, and other jurisdictions.

## Local Municipalities

- Activate local and mutual aid resources to support emergency operations.
- Request additional support through the County EOC.

## 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 7 include:

**All Tasked Agencies**

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.

**CCDM**

- Compile and keep all documentation collected relating to the management of resources requested and/or utilized as part of response operations.
- Coordinate all after-action activities and implement corrective actions as appropriate.

**Mitigation**

Mitigation activities take place **before and after** an emergency occurs and include 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 7 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.

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**Appendix C ESF 7 Representative Checklist****Activation and Initial Actions**

- Report to the 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), EOC Action Plan (IAP), 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.





## **ESF 8 – Health and Medical**

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# Table of Contents

<b>1</b>	<b>Purpose and Scope</b> .....	<b>ESF 8-1</b>
1.1	Policies and Authorities .....	ESF 8-1
<b>2</b>	<b>Situation and Assumptions</b> .....	<b>ESF 8-1</b>
<b>3</b>	<b>Roles and Responsibilities of Tasked Agencies</b> .....	<b>ESF 8-2</b>
<b>4</b>	<b>Concept of Operations</b> .....	<b>ESF 8-3</b>
4.1	General.....	ESF 8-3
4.2	EOC Activation .....	ESF 8-3
4.3	EOC Operations .....	ESF 8-3
4.4	Disabilities, Access and Functional Needs .....	ESF 8-4
4.5	Biological Incidents.....	ESF 8-4
4.6	Water, Food, or Environmental Contamination Incidents .....	ESF 8-4
4.7	Medical Countermeasure Dispensing.....	ESF 8-4
4.8	Coordination with Mass Care, Behavioral Health & Volunteer Management .....	ESF 8-5
4.9	Significant Health Impacts Caused by Emergencies or Disasters .....	ESF 8-5
4.10	Coordination with Other ESFs .....	ESF 8-6
<b>5</b>	<b>Direction and Control</b> .....	<b>ESF 8-6</b>
5.1	Cities .....	ESF 8-6
5.2	County.....	ESF 8-7
5.3	Special Districts .....	ESF 8-8
5.4	Regional .....	ESF 8-8
5.5	State and Federal Assistance.....	ESF 8-9
<b>6</b>	<b>ESF Annex Development and Maintenance</b> .....	<b>ESF 8-11</b>
<b>7</b>	<b>Appendices</b> .....	<b>ESF 8-11</b>
Appendix A	ESF 8 Resources .....	ESF 8-13
Appendix B	ESF 8 Responsibilities by Phase of Emergency Management .....	ESF 8-15
Appendix C	ESF 8 Representative Checklist .....	ESF 8-21

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ESF 8 Tasked Agencies	
<b>Primary County Agency</b>	Department of Health, Housing, and Human Services (H3S) (Public Health Division) Clackamas County Disaster Management (DDCM) (Medical Examiner)
<b>Supporting County Agency</b>	County Counsel Fire Defense Board (FDB)/Local Fire Agencies Public and Government Affairs Sheriff’s Office (CCSO)/Local Law Enforcement Agencies Department of Transportation Development (DTD)
<b>Community Partners</b>	Hospitals/Private Clinics American Medical Response/Emergency Medical Services (EMS) Agencies American Red Cross
<b>State Agency</b>	Oregon Health Authority
<b>Federal Agency</b>	Health and Human Services
<i>*See Section 3 for more information about Tasked Agencies.</i>	

# 1 Purpose and Scope

This Emergency Support Function (ESF) annex provides the framework for managing the public health and medical aspects of emergencies that exceed routine response capabilities and/or are in response to a declared “state of public health emergency” as defined in Oregon Revised Statutes (ORS) 433. The Public Health Incident Annex provides information for primary agencies responding to public health or medical emergencies such as disease outbreaks, bioterrorism, water, food or environmental contamination, exposure to hazardous radiation or chemical agents, and other emergencies or disasters that have significant impacts on the health of the population.

## 1.1 Policies and Authorities

Clackamas County, the Local Public Health Authority, operates under ORS Chapter 624. The Clackamas Board of County Commissioners (BCC) serves as the Board of Health and will be notified and convened during a public health emergency. Many of the duties under ORS Chapter 624 are delegated to the Public Health Director within the Department of Health, Housing and Human Services (H3S)/Public Health Division.

# 2 Situation and Assumptions

- The Clackamas County H3S Department will notify Clackamas County Disaster Management (CCDM) of any incident that is or is likely to become a major public health or medical emergency impacting Clackamas County.
- CCDM will implement the Emergency Operations Plan (EOP) and activate the Emergency Operations Center (EOC) as needed.
- The H3S/Public Health Division will implement the Public Health Incident Annex and activate the H3S Department Operations Center as needed.

- Incidents are managed according to the National Incident Management System (NIMS)/Incident Command System (ICS).
- Public health and medical emergencies require extensive coordination among public and private health care providers, emergency responders, and emergency management. Many interdependent operations may be necessary, including triage and treatment of mass casualties; intensive surveillance activities; rapid distribution of pharmaceuticals and/or medical supplies to large segments of the population; mass decontamination; quarantine and isolation; modifications to food, drinking water, or sanitary systems; collaboration with veterinary care providers; management of mass fatalities; and response to the physical and psychological effects of mass casualties and mass fatalities.
- Need for antiviral drugs, vaccines, and other pharmaceuticals, chemical or radiation exposure treatment, medical equipment (e.g., ventilators), and other supplies will exceed the available supply.
- A severe or widespread public health or medical emergency may require coordination with regional partners and assistance from state or federal agencies.
- Community interventions that disrupt normal activities, such as cancellation of school and community events or modifications to traditional government and health services, may be required.
- Populations with disabilities, and access and functional needs (DAFN) may be especially vulnerable during health emergencies and will require targeted planning efforts.
- The psychological impact of a major health emergency may be as severe and long-lasting as the medical impact, and making prompt and effective behavioral health services and emergency public information essential to manage the impact.
- All agencies tasked under this ESF will develop and maintain written internal operating plans and implement procedures consistent with NIMS and the EOP and will train employees in their use.

### 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 EOP 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**

The H3S/Public Health Division maintains 24-hour coverage in support of potential public health or medical emergencies and works in coordination with CCDM. In the event of an incident, the level of ESF-8 activation will be dependent on the magnitude of the emergency or disaster. H3S will coordinate the initial response to most public health and medical emergencies affecting the County and will participate in EOC Command.

When H3S is the lead for public health and medical emergencies, the H3S DOC will be activated. For emergencies or disaster with health impacts, the EOC will serve as the coordination center for incident operations.

### **4.2 EOC Activation**

When a disaster occurs, the CCDM 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 communications 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 health and medical service.

### **4.3 EOC Operations**

When search and rescue-related activities are staffed in the EOC, the a health and medical 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 search and rescue.
- Share situation status updates related to search and rescue to inform development of the Situation Report.
- Participate in, and provide search and rescue-specific reports for, EOC briefings.
- Assist in development and communication of health and medical-related actions to tasked agencies.

- Monitor ongoing search and rescue-related actions.
- Share search and rescue-related information with ESF 14, Public Information, to ensure consistent public messaging.
- Coordinate health and medical staffing to ensure the function can be staffed across operational periods.

#### **4.4 Disabilities, Access and Functional Needs**

Provision of public health and medical related activities will take into account DAFN populations. 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 Biological Incidents**

Disease outbreaks may be naturally occurring, as in “routine” reportable disease outbreaks and pandemic influenza, or deliberate, as in bioterrorism. Routine or minor disease outbreaks will be managed according to local, state, and federal public health protocols. When H3S/Public Health Division staff suspect that a disease outbreak may become a major incident or that it may be the result of a deliberate or terrorist act, they will immediately notify the Clackamas County Sheriff’s Office (CCSO), CCDM and the Oregon Health Authority.

#### **4.6 Water, Food, or Environmental Contamination Incidents**

Contamination of food, water, crops, livestock or the environment may be caused by natural, accidental or deliberate events. Natural causes include contamination caused by flooding or other natural disasters, algae blooms that can produce dangerous toxins and vector-driven or other natural disease outbreaks in animals. Accidental causes include system malfunctions; pesticide, agricultural chemical or other accidental releases into groundwater/drinking water supply; unintentional contamination of crops or foods; or hazardous materials accidents. Deliberate causes include vandalism, sabotage or terrorism.

H3S/Public Health Division will coordinate field investigations, sample collection, laboratory testing, and vector control activities; collaborate with DTD, Oregon Health Authority and agriculture officials on animal control activities; provide technical assistance/serve as subject matter experts for the Joint Information System (JIS) and EOC staff; and coordinate with law enforcement on incident investigations. Incident operations will be coordinated through the EOC.

#### **4.7 Medical Countermeasure Dispensing**

The Strategic National Stockpile (SNS), managed by the Centers for Disease Control and Prevention (CDC), contains large quantities of medicine and medical supplies to protect the public in a health emergency. The SNS includes antibiotics, chemical antidotes, antitoxins, life-support medications, IV administration, airway maintenance supplies, drugs to treat radiation exposure and medical/surgical items. Push Packages of pharmaceuticals, antidotes and medical supplies designed to respond to an ill-defined threat can be deployed within 12 hours. Additional managed inventory supplies that can be tailored to provide pharmaceuticals, supplies, and/or



products specific to the suspected or confirmed agent(s) or event will arrive within 24 to 36 hours.

The CHEMPACK program, one component of the SNS, provides locally stored supplies of antidotes for people who have been exposed to nerve agents or organophosphates. These CHEMPACK assets are stored at hospitals and emergency medical services (EMS) sites throughout Oregon and are available for immediate use during a catastrophic emergency for which locally available supplies are insufficient.

The Oregon Health Authority will receive the drugs and medical supplies and is responsible for distribution to the local level. Clackamas County will dispense the pharmaceuticals and supplies in accordance with state guidelines using county/city point of dispensation (POD) plans and other distribution methods, including plans for delivery to at-risk populations.

#### **4.8 Coordination with Mass Care, Behavioral Health & Volunteer Management**

ESF 8 supports the development and execution of the County's ESF 6 Mass Care, and ESF 15 Volunteer Management and Behavioral Health Support Annexes. Services include, but are not limited to, supporting health, medical and environmental (e.g. sanitation) needs for primary and supporting agencies in the event of a major emergency or disaster response that the H3S/Public Health Division is not leading.

#### **4.9 Significant Health Impacts Caused by Emergencies or Disasters**

Traffic accidents, explosions, natural hazards, industrial accidents, hazardous materials incidents, and terrorism may cause significant numbers of casualties. Routine EMS in Clackamas County are coordinated by 9-1-1 dispatch centers. For large scale fires, hazardous materials spills, and other emergencies, the Fire Defense Board (FDB) may activate the Fire Operations Center or request assistance from the County EOC. All local fire agencies in Clackamas County provide initial EMS response. Three fire agencies—Clackamas Fire District #1, Lake Oswego Fire Department, and Tualatin Valley Fire and Rescue—have intergovernmental agreements with the County to provide EMS advanced life support first response. Ambulance service is provided by three providers covering emergencies in their assigned ambulance service areas (ASA): the Molalla ASA is served by Molalla Fire District; the Canby ASA is served by Canby Fire District; and the Clackamas ASA is served by American Medical Response Northwest through a franchise agreement with the County. H3S activates the Contingency Plan for Emergency Ambulance Service, when necessary.

Fire agency responders implement the EMS mass casualty incident (MCI) Protocol when an incident involves 10 or more casualties, or five or more critically injured patients. MCI operations will normally be managed on scene, with resource requests handled by the Public Safety Answering Points: Clackamas County Communications (C-COM), Lake Oswego Communications (LOCOM), or Washington County Consolidated Communications Agency (WCCCA). C-COM will notify CCDM and H3S whenever the MCI Protocol is implemented.

If necessary, on-scene Command will designate an area for fatality operations and temporary morgue facilities and will work with the CCDM/Medical Examiners to preserve the scene and protect remains. The CCDM/Medical Examiners is responsible for fatality management,

including execution of the Mass Fatality Plan, cause-of-death investigation, management of remains, and notification of next of kin. The Mass Fatality Plan is implemented for any incident in which the CCDM/Medical Examiners' resources are insufficient to meet health and safety needs and/or legal requirements.

Hazards, such as radiation or chemical agent exposure, secondary sources of infection or disease, disruptions of drinking water supplies or sanitary services, challenges in disposing of human and/or animal remains, and mass decontamination operations may require extensive containment and health activities, which must be closely coordinated with law enforcement, CCDM/Medical Examiners, Facilities Management, H3S and other agencies.

H3S / Public Health Division contains the Environmental Health Program, which inspects licensed facilities, such as public food service facilities and child care facilities, and enforces drinking water quality standards. During a terrorist; chemical, biological, radiological, nuclear, or explosive (CBRNE) or hazardous materials incident, licensed health inspectors will inspect and monitor these systems to ensure public safety and will coordinate with DTD to address debris/solid waste disposal and sanitary sewer conditions.

#### 4.10 Coordination with Other ESFs

The following ESFs support health and medical-related activities:

- **ESF 1 – Transportation.** Support transportation of medical resources to impacted areas.
- **ESF 6 – Mass Care.** Coordinate with ESF 8 for health and medical support to shelter operations.
- **ESF 9 – Search and Rescue.** Coordinate medical care for disaster victims.
- **ESF 10 – Hazardous Materials.** Provide for decontamination and medical of disaster victims contaminated by hazardous materials.
- **ESF 11 – Food and Water.** Provide for the safety of the food and water supply.

### 5 Direction and Control

Clackamas County is responsible for coordinating emergency response in the unincorporated areas of the County and for response to public health and medical emergencies throughout the County. The County will support city responses, as requested. “Non-federal” unincorporated areas will work with federal agencies/U.S. Forest Service, as requested.

#### 5.1 Cities

Cities have primary responsibility for the safety and well-being of their citizens and for resource allocation and emergency operations within their jurisdictions. While H3S is responsible for managing public health and medical emergencies within the County, cities may have resources to assist.

City officials are required to notify the CCDM/Medical Examiners of any unattended deaths or mass fatality incidents, with local law enforcement securing the scene until the CCDM/Medical Examiners arrives.

Cities may enact emergency ordinances granting them the authority to declare an emergency and impose emergency measures within their jurisdictions to protect citizens and keep the peace. Cities will typically declare an emergency to invoke emergency powers or to request resource assistance. Cities may request County assistance by executing a mutual aid agreement with the County or by including the resource request in an emergency declaration to the County.

Cities are encouraged to develop EOPs and to work closely with CCDM to integrate preparedness, response, and recovery activities. An intergovernmental mutual aid agreement between the County and cities is available to all jurisdictions that choose to participate. The agreement establishes procedures for requesting and providing mutual aid resources in a major emergency or disaster. A copy of the agreement and current participants is available in the EOC.

Because response to a major health emergency will involve many agencies and jurisdictions, cities are asked to notify the County immediately of a significant incident within the city. When the County receives notification, it will alert adjoining jurisdictions as appropriate. Insofar as possible, Emergency Declarations will be coordinated among affected jurisdictions to establish the emergency area boundaries, emergency measures to be invoked, time frame for the state of emergency, as well as resource needs and allocations.

## 5.2 County

H3S is responsible for coordinating public health, medical, behavioral health, and environmental health response to emergencies in the County. The Director or designee will serve in EOC Command. The Department may be able to manage a minor disease outbreak or contamination/exposure incident using internal operating procedures. If the Department determines that the incident is likely to become a major health emergency, H3S staff will contact CCDM. When the EOC is activated, Incident Command will transition from the H3S Incident Response Team to EOC Unified Command (UC). Designated health/medical representatives will provide technical advice to EOC staff.

The CCDM/Medical Examiners is the primary/lead agency for managing the County's mortuary operations and is responsible for investigating the cause and manner of death for any death that is unattended by a physician. The CCDM/Medical Examiners implements the Mass Fatality Plan, manages remains and mortuary services, and notifies next of kin.

If H3S or CCDM/Medical Examiners staff suspects that an incident may be a deliberate or terrorist act, they will immediately contact the CCSO, CCDM, and Oregon Health Authority.

Incident/Unified Command coordinates incident response and may request or provide mutual aid according to existing mutual aid agreements. Requests for assistance outside existing mutual aid agreements will be coordinated through the EOC.

The four hospitals operating in the County are not designated trauma hospitals. Two level 1 trauma centers are located in the City of Portland—Oregon Health Science University and Legacy Emanuel Medical Center. Several fire agencies provide medical first response, and three transport ambulance providers serve the County directly, with more ambulances available through provider-to-provider mutual aid agreements. American Medical Response, Clackamas Fire District #1, the Lake Oswego Fire Department, and Tualatin Valley Fire & Rescue are contractually obligated to assist the County in the event of declared disasters. Life Flight

Network and Reach Air Medical Services provide critical care transportation via helicopter or fixed-wing aircraft for seriously ill or injured patients from the scene of an emergency or from one hospital to another.

If UC determines that emergency measures authorized in County Code 6.03 may be necessary to effectively manage the incident, they will recommend a Declaration of Emergency to the County Administrator/BCC. If the BCC declares an emergency, it may impose any or all of the emergency measures authorized in County Code 6.03.

UC may also recommend that the BCC declare an emergency to request state or federal assistance if it appears that county resources will be insufficient to meet incident needs. EOC staff will submit the approved declaration to the Oregon Office of Emergency Management (OEM) for submission to the governor. OEM will coordinate State resources and seek a State declaration if necessary.

ORS Chapter 433 provides that the governor may proclaim a state of public health emergency and order or authorize certain emergency measures at the local level. This authority is given to the BCC as the local public health authority and to their appointed local public health administrator (H3S/Public Health Director). Most of the actions authorized by ORS 433 are also authorized with a declaration of emergency under ORS 401, and it is likely that County actions would already have been taken based on the recommendation of the H3S/Public Health Director.

### 5.3 Special Districts

Special districts provide essential services to the citizens of Clackamas County and their facilities or services could be accidentally or deliberately disrupted. County officials collaborate with special districts in managing public health concerns and in coordinating the response to public health emergencies. Many districts have their own site and facility security measures and emergency procedures, and may collaborate with the County regarding additional measures to be enacted during emergencies.

An intergovernmental mutual aid agreement between the County and special districts is available to all jurisdictions that choose to participate. The agreement establishes procedures for requesting and providing mutual aid resources in a major emergency or disaster. Copies of agreements and current participants are available in the EOC.

### 5.4 Regional

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

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.

Clackamas County participates in the Region 1 Health Preparedness Organization with Clatsop, Columbia, Multnomah, Tillamook, and Washington Counties. This organization coordinates planning efforts among public and private health organizations to ensure regional collaboration and community preparedness in issues such as hospital surge capacity, isolation and infection control measures, and other capabilities critical to community crisis response.

The Oregon Health & Sciences University Emergency Communication Center serves as a central point of contact and notification during mass casualty incidents and coordinates communications between scene responders and area hospitals. The University also serves as a Level-1 Trauma Center, regional tertiary care facility, and provides on-line medical control for EMS responders.

The Portland Urban Area Security Initiative (Clackamas, Columbia, Multnomah, and Washington Counties in Oregon; Clark County in Washington; and the city of Portland) has developed a Tactical Interoperable Communications Plan to help responders work together more effectively during a major health emergency, terrorism/CBRNE incident, or other major emergency, as well as a Regional Critical Infrastructure Protection Plan.

The Cities Readiness Initiative serves these same counties and supports the Medical Reserve Corps (MRC). The MRC maintains a pool of pre-identified licensed or certified health and medical professionals to provide surge capacity for health/medical response during large-scale health emergencies. The MRC protocols can be found in the EOC library.

## 5.5 State and Federal Assistance

### 5.5.1 State

Several state agencies, including the Oregon Health Authority, Department of Environmental Quality, Oregon Department of Agriculture, State Medical Examiner's Office, provide support, guidance, and technical assistance to local primary and support agencies identified in this ESF 8. If incident response requires resources beyond those available day-to-day and through mutual aid, UC will request additional resources through an Emergency Declaration. OEM will forward declarations to the governor, coordinate State resources and response, and seek a State declaration if necessary.

The Oregon Health Authority provides water quality monitoring, monitoring and control of communicable diseases, technical assistance, laboratory support for CBRNE incidents, coordination with federal health agencies and distribution of the SNS to local health departments. The agency operates a secure Health Alert Network for posting ongoing public health emergency information, as well as the Health Alert Network public website for posting information for the public:

<https://public.health.oregon.gov/Preparedness/Partners/HealthAlertNetwork/Pages/index.aspx>.

The Office of Public Health Systems has EMS and Radiation Protection Services staff members on call to respond to radiological emergencies, provide information to educate the public on radiation hazards and protective measures, and support follow-up investigations.

The Oregon State Public Health Laboratory provides testing and laboratory services, supports the Federal Bureau of Investigation and local first responders by analyzing unidentified substances for the presence of chemical or biological agents, ensures that chain of evidence procedures are

followed, and ensures that accurate data are communicated to appropriate public health and medical personnel.

The Oregon Disaster Medical Team is an independent, nonprofit organization of volunteer health care professionals from Oregon and Southwest Washington that provides relief health care services when local, county, and mutual aid reserves are overwhelmed in a mass casualty incident. The team can be requested through the state Emergency Coordination Center.

The Oregon Department of Agriculture works to control and eradicate animal diseases, including those transmissible to humans, and to prevent the spread of food-borne illnesses. The Animal Health and Identification program serves as the lead support agency for evacuation, shelter, and care of companion animals, service animals, and livestock; assists in providing food, water, shelter and veterinary care to affected animals; monitors the prevalence of infectious animal diseases; and activates the Oregon Animal Disease Emergency Management Plan.

The Oregon National Guard's 102nd Weapons of Mass Destruction - Civil Support Team (CST) provides assistance to local, state and federal authorities in incidents involving weapons of mass destruction. The 102nd CST is based in Salem and includes 22 full-time Army and Air National Guard members, all of whom are trained to the level of hazardous materials technicians. The CST can mobilize rapidly to assist with detection and analysis of biological, chemical, or radiological agents and to advise local command regarding appropriate response and public protection actions. The team deploys with mobile laboratory facilities, and decontamination and communications equipment, and is also available for telephone consultation.

The Oregon Medical Examiners provides technical supervision and support for the County Medical Examiners. The State office is staffed by four full-time forensic pathologists and other personnel who certify the cause and manner of a death in instances that require investigation. The County CCDM/Medical Examiners' office is co-located with the State Medical Examiner's office in Clackamas, providing close access and collaboration between the offices.

### **5.5.2 Federal**

If Federal assistance is required, it will be provided under the National Response Framework's ESF 8 – Public Health and Medical Services and may include any of the response resources below, as well as mental health teams and military support.

The Department of Homeland Security is responsible for coordinating federal operations within the U.S. to prepare for, respond to, and recover from terrorist attacks and other emergencies.

The Department of Health and Human Services is the lead federal agency for public health and medical support functions during response to a major health emergency that requires federal assistance. The National Disaster Medical System (NDMS) is a federally coordinated system to augment medical response capability following a disaster and to care for military casualties. The NDMS provides state-of-the art medical care, including teams, supplies, and equipment, at a disaster site, in transit from the impacted area, and to participating definitive care facilities. NDMS response teams that may be deployed include:

- Disaster Medical Assistance Team (DMAT) - Rapid response teams to supplement local medical care. DMATs deploy to disaster sites with supplies and equipment to sustain their medical services for 72 hours.
- Disaster Mortuary Operational Response Team (DMORT) - Provide victim identification and mortuary services, including establishing temporary morgue facilities and processing and disposition of remains.
- Disaster Portable Morgue Units Team - Support DMORTs through management of Federal mortuary assets.
- Veterinary Medical Assistance Team - Assist in assessing the extent of disruption, and the need for veterinary services following major disasters.
- National Nurse Responses Team - Specialty team to assist in chemoprophylaxis, a mass vaccination program, or any scenario that overwhelms the nation's supply of nurses.
- National Pharmacy Response Team - Assists in chemoprophylaxis, vaccination or other operations requiring hundreds of pharmacists, pharmacy technicians, and students.

The Federal Bureau of Investigation serves as the lead law enforcement agency for terrorist incidents in the U.S. and will be involved in threat assessment, intelligence analysis and criminal investigation for any threatened, suspected, or confirmed bioterrorist act.

The United States Environmental Protection Agency supports response and recovery operations relating to environmental contamination.

Many other federal agencies can assist with various response capabilities and will be deployed according to the National Response Framework and associated annexes, managed according to NIMS, and coordinated with State and local response efforts.

The EOC Logistics Section will coordinate all ESF activities for the County, with departments and agencies providing assistance as requested.

## **6 ESF Annex Development and Maintenance**

The H3S/Public Health Division Director and CCDM Director are responsible for ensuring that ESF 8, incident annexes, supporting plans and protocols are reviewed and updated at least every two years or as changes occur, such as lessons learned from exercises or actual events.

## **7 Appendices**

- Appendix A – ESF 8 Resources
- Appendix B – ESF 8 Responsibilities by Phase of Emergency Management
- Appendix C – ESF 8 Representative Checklist

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## Appendix A ESF 8 Resources

The following resources provide additional information regarding ESF 8 – health and medical related issues at the local, state, and federal level:

### County

- Ambulance Services Contingency Plan
- EMS Mass Casualty Incident Protocol
- Mass Fatality Plan
- Medical Countermeasures Plan
- MRC Volunteer Handbook
- Pandemic Influenza Plan

### State

- Emergency Operations Plan
  - ESF 8 – Health and Medical
- Oregon SNS Plan

### Federal

- National Response Framework
  - ESF 8 – Public Health and Medical Services
- NIMS Implementation Objectives for Healthcare Facilities
- Hospital Incident Command System
- Homeland Security Presidential Policy Directive No. 21
- The National Health Security Strategy
- Centers for Disease Control
  - CDC Public Health Capabilities
  - CDC Healthcare Capabilities
- HHS Assistant Secretary for Preparedness and Response (ASPR) Hospital Preparedness Program
  - Tier 2 Healthcare Coalition Guide
- National Response Team Biological and Chemical Quick Reference Guides
- National SNS Plan

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## Appendix B ESF 8 Responsibilities by Phase of Emergency Management

This appendix describes general roles and responsibilities in support of ESF 8. Specific activities will vary depending on the type of event, length of the warning period, resources available and duration of the incident.

### 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 8 include:

#### All Tasked Agencies

- Develop plans and procedures for ESF 8 activities, as appropriate.
- Participate in ESF 8 related trainings and exercises as appropriate.
- Work with local, regional, and state agencies to align planning efforts (e.g., identifying duplicate vendor agreements, Mutual Aid Agreements, common POD planning, etc.).

#### H3S

- Coordinate regular review and update of the ESF 8 annex with supporting agencies.
- Facilitate collaborative planning to ensure the County's capability to support ESF 8 activities.
- Maintain local/regional public health capacity before, during, and after a disaster.
- Develop and maintain emergency public health plans and other tools for the County that includes procedures for addressing:
  - Epidemiological surveillance
  - Medical countermeasures
  - Medical materials and asset management
  - Laboratory testing
  - Environmental health

#### Emergency Medical Services

- Develop and maintain emergency plans and other tools that includes procedures for addressing pre-hospital emergency medical services activities including:
  - Mass casualty incident response
  - Patient decontamination

#### CCDM

- Maintain operational capacity of the County EOC to support public health and medical activities.
- Ensure that staff are identified and adequately trained to fulfill their various county EOC positions.

### Medical Examiner

- Develop and maintain emergency plans and other tools that includes procedures for:
  - Mass fatality incident response

### Area Hospitals and Clinics

- Develop and maintain emergency plans and other tools that includes procedures for addressing:
  - Facility bed tracking
  - Healthcare system surge capacity
  - Healthcare facility evacuation
  - Alternate Care Facilities
  - Crisis Standards of Care
  - Medical Special Needs Sheltering

## 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 8 include:

### All Tasked Agencies

- Provide situational updates to the County EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the County EOC, when requested, to support ESF 8 activities.

### H3S/Public Health Division

- Coordinate with local, regional, state and federal public health agencies.
- Assist Public Information staff in developing emergency information related to public health, medical, human services, health impacts and protective measures.
- Provide public health and safety information to first responders, hospitals, nursing homes, and other facilities and providers.
- Provide information about biological surveillance and detection, agent identification, and epidemiological investigations to response partners and the general public, as appropriate.
- Evaluate the need for quarantine and isolation; prepare necessary legal documents in consultation with County Counsel and direct necessary action.
- Plan and coordinate mass prophylaxis and vaccinations, and assist in establishing POD sites.
- Plan and coordinate prophylaxis availability for individuals unable to go to a POD.
- Coordinate with the CCDM/Medical Examiner and funeral directors in determining proper disposition of deceased persons.
- Coordinate environmental health services with local, regional and state agencies to ensure safety of food, water, and wastewater systems.
- Recommend water conservation procedures and/or use of emergency drinking water supplies from outside sources.
- Identify health hazards, including those from damage to water and sewage systems and disseminate emergency information about needed sanitary measures.

- Support the coordination of mass care, sheltering and behavioral health services.
- Serve as a liaison with hospitals, clinics, independent physicians, nursing homes, extended care facilities, pharmacies, mass shelter locations, and EMS providers.
- Coordinate with appropriate agencies to prioritize requests for public health and medical services and coordinate their delivery.
- Identify alternate care sites, as needed.
- Coordinate outside medical resources, including the SNS.

### **Disaster Management**

- Implement the EOP.
- Activate EOC.
- Assist UC.
- Advise the County Administrator and BCC.
- Facilitate the emergency declaration process.
- Coordinate with local, regional and state agencies.
- Serve as the EOC Manager.
- Request Clackamas Amateur Radio Emergency Services (CARES) activation.
- Coordinate on-scene operations at mass fatality incidents, morgue operations and Family Assistance Centers.

### **CCDM/Medical Examiner**

- Lead management of mortuary operations.
- Investigate the causes and manners of death not attended by a physician or is suspicious.
- Develop and execute the Mass Fatality Plan and protocols to manage death investigations and mortuary services.
- Coordinate with Incident Command to preserve the scene, and protect and remove remains.
- Identify victims, notify next of kin and release remains for final disposition in coordination with law enforcement.

### **County Counsel**

- Review and approve legal documents (e.g., Inter-Governmental Agreements, Memorandums of Understanding).
- Review and approve documents related to isolation, quarantine and other restriction of movements or access.
- Represent County in court.
- May review release of information to public and partners (e.g. protected health information concerns).
- Advise on ORS, Oregon Administrative Rules and County Code interpretation.
- Advise on personnel issues.

### **Fire Defense Board/Local Fire Agencies**

- The FDB, through its member districts and departments, provides EMS first response, extrication, triage, treatment, and transport of patients.
- Fire agencies normally manage on-scene operations, activate the MCI Protocol, as needed, and notify the CCDM/Medical Examiner when fatalities are involved.

**Public and Government Affairs**

- Staff serves as the Public Information Officer (PIO) and works with primary and supporting agencies to provide accurate and timely information to employees, the public, and the media.
- Provide staff for the PIO role and Joint Information Centers (JICs).
- Develop and coordinate a JIS.
- Gather, prepare and obtain UC approval of all communications and emergency public information.
- Work with primary and support agencies and other jurisdictions to ensure messages are clear and consistent to address rumors and inaccurate information.

**CCSO/Local Law Enforcement**

- Coordinate investigations of potentially deliberate health impacts, enforces mandatory health actions, and conducts on-scene operations in cooperation with health and fire agencies, including crime investigations; security, traffic, and crowd control; and assistance with death determinations.

**Department of Transportation and Development**

- Provides signs, barriers, equipment and personnel to assist in traffic and crowd control
- Coordinates solid waste disposal
- Oversees sanitary sewer systems.

**Hospitals**

- Respond to a major health emergency by activating their EOCs and operating under their hospital emergency ICS.
- Coordinate with the County EOC/Public Health staff and to share critical information regarding presenting symptoms, capabilities, security, resources, decontamination requirements, operations and surge capacity.

**Private Clinics**

- Report suspected communicable diseases to the H3S/Public Health Division on an ongoing basis. The H3S/Public Health Division may contact private clinics to collect and share information during public health or medical emergencies.
- May provide services or resources to their clients, such as vaccines or medications, in the event of an outbreak, public health or medical emergency

**American Medical Response**

- Provider triage, treatment, and patient ambulance transport
- Work closely with other emergency responders to coordinate care and transport of victims.

**American Red Cross**

- Provides and manages shelter and mass care operations for citizens who are victims of disaster, as well as feeding and support services for emergency responders.
- Activate and manage shelters for disaster victims, including feeding, health, and behavioral health services, and will provide disaster relief assistance to individuals and families affected by the disaster, feeding operations for emergency workers and response to inquiries from concerned family members outside the disaster area.

- Coordinate with CCDM and the EOC regarding non-American Red Cross shelters and shelters for pets.

## 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 8 include:

### All Tasked Agencies

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.

### CCDM

- Compile and keep all documentation collected relating to the management of activities related to the emergency provision of public health and medical services

## 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 8 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.

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**Appendix C ESF 8 Representative Checklist****Activation and Initial Actions**

- Report to the 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), EOC Action Plan, 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.



## **ESF 9 – Search and Rescue**

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# Table of Contents

- 1 Introduction ..... ESF 9-1**
  - 1.1 Purpose ..... ESF 9-1
  - 1.2 Scope ..... ESF 9-1
  - 1.3 Policies and Authorities ..... ESF 9-1
  
- 2 Situation and Assumptions ..... ESF 9-1**
  - 2.1 Situation ..... ESF 9-1
  - 2.2 Assumptions ..... ESF 9-2
  
- 3 Roles and Responsibilities of Tasked Agencies ..... ESF 9-2**
  
- 4 Concept of Operations ..... ESF 9-3**
  - 4.1 General ..... ESF 9-3
  - 4.2 EOC Activation ..... ESF 9-3
  - 4.3 EOC Operations ..... ESF 9-4
  - 4.4 Disabilities, and Access and Functional Needs ..... ESF 9-4
  - 4.5 USAR/SAR Team Activation ..... ESF 9-4
  - 4.6 Coordination with Other ESFs ..... ESF 9-4
  
- 5 Direction and Control ..... ESF 9-5**
  - 5.1 Cities ..... ESF 9-5
  - 5.2 County ..... ESF 9-5
  - 5.3 Regional ..... ESF 9-5
  - 5.4 State and Federal Assistance ..... ESF 9-6
  
- 6 ESF Annex Development and Maintenance ..... ESF 9-6**
  
- 7 Appendices ..... ESF 9-6**
  - Appendix A ESF 9 Resources ..... ESF 9-7
  - Appendix B ESF 9 Responsibilities by Phase of Emergency Management ..... ESF 9-9
  - Appendix C ESF 9 Representative Checklist ..... ESF 9-13

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ESF 9 Tasked Agencies	
<b>Primary County Agency</b>	Clackamas Fire District #1 (Urban Search and Rescue [USAR]) County Sheriff's Office (CCSO) (Search and Rescue)
<b>Supporting County Agency</b>	Clackamas County Disaster Management (CCDM)
<b>Community Partners</b>	American Red Cross
<b>State Agency</b>	Oregon Office of Emergency Management, Oregon State Fire Marshal (OSFM)
<b>Federal Agency</b>	Department of Defense, Department of Homeland Security/Federal Emergency Management Agency, United States Coast Guard
<i>*See Section 3 for more information about Tasked Agencies.</i>	

## 1 Introduction

### 1.1 Purpose

Emergency Support Function (ESF) 9 describes how the County will coordinate deployment of resources in both urban and non-urban search and rescue during a major disaster or incident.

### 1.2 Scope

Activities encompassed within the scope of ESF 9 include:

- Search and Rescue (SAR) operations within the County through the County Sheriff's Office (CCSO)
- Urban Search and Rescue (USAR) operations within the County through the Clackamas County Fire District #1.

### 1.3 Policies and Authorities

Provisions in Oregon State law for SAR can be found in Oregon Revised Statutes (ORS) 404 and include the following key provisions:

- ORS 404.110. Delegation of SAR authority to the CCSO.
- ORS 404.115. Restriction of access to the SAR area.
- ORS 404.120. Requirement to adopt an SAR Plan for the County.
- ORS 404.125. Provisions for critique of an SAR incident.
- ORS 404.130. Assignment of an SAR incident number.
- ORS 404.300–404.325. Provisions regarding equipment and signaling devices.
- ORS 404.350. Rescue of companion animals.

## 2 Situation and Assumptions

### 2.1 Situation

The County is faced with a number of hazards that may require SAR support. Considerations that should be taken into account when planning for and implementing ESF 9 activities include:

- A major disaster or emergency situation may result in large numbers of displaced, stranded, lost or trapped individuals needing prompt rescue and medical attention.
- The first 72 hours of an SAR operation are the most critical in terms of reducing the mortality rate of an incident and therefore must begin as soon as possible.
- SAR personnel often need to be trained to deal with extreme or dangerous terrain for operations in remote areas. Similarly, they may need to work in dangerous conditions such as partially collapsed structures or areas with hazardous materials. These situations often require specialized skills that may not be available in a particular community and experts may need to be brought in from other areas.
- Strict SAR procedures related to health and safety may be implemented so as to avoid rescuers becoming victims themselves.
- Volunteer SAR personnel are familiar with the Incident Command System (ICS) and National Incident Management System (NIMS) organization and have completed the basic training in both.

## 2.2 Assumptions

ESF 9 is based on the following planning assumptions:

- SAR operations will continue to increase as population and recreational opportunities continue to grow.
- Operations may be overwhelmed during emergencies and disasters. Local SAR efforts may require technical assistance from other agencies.
- Access to impacted locations may be limited due to steep or rocky terrain, water, structural barriers, or debris. Some areas may only be accessible by aircraft or boat and fortification of structures may need to occur before any rescue operations can begin.
- Rapid assessment of impacted areas and lost individuals will assist in the determination of response priorities.
- Local residents and unaffiliated volunteers may initiate activities to assist in SAR operations and will require coordination and direction.

## 3 Roles and Responsibilities of Tasked Agencies

The County has identified primary and supporting agencies and community partners to ensure that 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 (EOP) 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 SAR incidents are managed using ICS/NIMS organizational structures and processes. The Chief of Clackamas Fire District #1 plans, trains, and conducts USAR operations in Clackamas County.

All SAR-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.

- In accordance with the Basic Plan and this ESF Annex, Clackamas Fire District #1 is responsible for coordinating SAR -related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Requests for assistance with SAR will first be issued in accordance with established mutual aid agreements and once those resources have been exhausted, a request may be forwarded to the State Emergency Coordination Center.
- The County EOC will provide guidance for the coordination of SAR resources.

### 4.2 EOC Activation

When a disaster occurs, the Clackamas County Disaster Management (CCDM) may, based on the size and complexity of the incident, activate the County EOC and staff will assume the role of EOC Manager. The EOC Manager will establish communications 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 SAR-related activities.

### 4.3 EOC Operations

When SAR-related activities are staffed in the EOC, the SAR 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 SAR.
- Share situation status updates related to search and rescue to inform development of Situation Reports.
- Participate in, and provide SAR-specific reports for, EOC briefings.
- Assist in development and communication of SAR-related actions to tasked agencies.
- Monitor ongoing SAR-related actions.
- Share SAR-related information with ESF 14 – Public Information, to ensure consistent public messaging.
- Coordinate SAR-related staffing to ensure the function can be staffed across operational periods.

### 4.4 Disabilities, and Access and Functional Needs

Provision of SAR-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 USAR/SAR Team Activation

Individuals at the incident scene may have initiated rescue operations, within their level of training, prior to SAR or USAR team arrival. On-Scene Command requests that Clackamas County Communications (C-COM) activate the SAR/USAR team as soon as the need for their services is recognized:

- **USAR** – C-COM dispatches the USAR team and notifies the Fire Defense Board Chief and the C-CSO on-duty Watch Officer. The Fire Defense Board Chief coordinates with On-Scene Command to determine whether the USAR cache is to be accessed.
- **SAR** – C-COM dispatches the SAR team and notifies the CCSO on duty and Watch Officer.

On-Scene Command at SAR/USAR incidents creates a Unified Command structure when USAR operations involve multiple agencies/jurisdictions (such as joint water rescue operations or chemical, biological, radiological, nuclear, or explosive (CBRNE) events).

### 4.6 Coordination with Other ESFs

The following ESFs support SAR-related activities:

- **ESF 4 – Firefighting.** Provide resources to support SAR operations.
- **ESF 8 – Health and Medical.** Coordinate emergency medical services for disaster victims.
- **ESF 16 – Law Enforcement.** Provide resources to support SAR operations.

## 5 Direction and Control

### 5.1 Cities

Cities have primary responsibility for the safety and well-being of their citizens and for resource allocation and emergency rescue operations within their jurisdictions. Cities normally delegate authority to On-Scene Command to conduct response operations, but retain ultimate responsibility for incident outcome. Fire districts or departments normally provide On-Scene Command for incidents involving USAR operations. Law enforcement normally provides On-Scene Command for incidents involving SAR operations.

Cities are encouraged to develop an EOP and to work closely with law enforcement and fire agencies and CCDM to integrate preparedness, response, and recovery activities. Cities should periodically review potential incident operations, including SAR and USAR, with their law enforcement and fire service providers.

An intergovernmental mutual aid agreement between the County and cities that establishes procedures for requesting and providing mutual aid in a major emergency or disaster is available to all jurisdictions that choose to participate. A copy of the agreement and list of participants is available in the EOC library.

Cities may request County assistance through mutual aid or by including their request for assistance in an Emergency Declaration to the County.

### 5.2 County

The CCSO participates in unified On-Scene Command during joint water rescue operations and CBRNE incidents involving USAR. The CCSO also supports city rescue operations as requested.

CCDM provides support for On-Scene Command and activates the EOC if requested. CCDM also coordinates with local, regional, and State agencies.

Public Affairs staffs Public Information Officer (PIO) and Joint Information Center (JIC) operations and coordinates incident information with On-Scene Command and other stakeholder agencies.

The Department of Transportation and Development/public works coordinates requirements for heavy equipment and operators.

### 5.3 Regional

Clackamas County is a participant in the Inter-County Omnibus Mutual Aid Agreement that provides a framework for counties to request mutual aid from each other in emergencies. A copy of the agreement and updated information regarding 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.

## 5.4 State and Federal Assistance

If rescue operations require resources beyond those available to the County, EOC staff will forward the request for additional resources to the State. The Oregon Office of Emergency Management will coordinate State resources and request Federal assistance if necessary.

### 5.4.1 State

As of 2012, the Oregon State Fire Marshal (OSFM) is no longer receiving grant funding to support the state's USAR task force. With input from the program's participating fire chiefs, the OSFM transitioned the capability and equipment to local departments, including Clackamas Fire District #1, that submitted proposals to maintain the equipment, training, and response capability.

### 5.4.2 Federal

The Federal Emergency Management Agency coordinates 28 USAR Task Forces that can be deployed when authorized by the president.

The resources of the 304th Rescue Squadron may be available for medical rescue, treatment, and transport under the authority of the Commanding Officer. This request will be coordinated through the EOC if time permits but may be directed to the 304th directly by any public safety or medical official, with EOC notification as soon as circumstances allow.

The U.S. Coast Guard is responsible for marine SAR operations on federal waterways. Requests for assistance in dealing with water SAR may be made to the Portland Coast Guard Station directly by the CCSO or through the EOC.

## 6 ESF Annex Development and Maintenance

The Clackamas Fire District #1 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.

## 7 Appendices

- Appendix A – ESF 9 Resources
- Appendix B – ESF 9 Responsibilities by Phase of Emergency Management
- Appendix C – ESF 9 Representative Checklist

## Appendix A      ESF 9 Resources

The following resources provide additional information regarding ESF 9 and SAR-related issues at the local, state, and federal level:

### County

- Sheriff's Office Search and Rescue Plan
- Clackamas Fire District #1 Urban Search and Rescue Plan
- Tualatin Valley Fire & Rescue Urban Search and Rescue Plan

### State

- Emergency Operations Plan
  - ESF – 9 Search and Rescue

### Federal

- National Response Framework
  - ESF 9 – Search and Rescue

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## Appendix B ESF 9 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for ESF 9 – Search and Rescue. 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 the SAR function. 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 9 include:

#### All Tasked Agencies

- Develop plans and procedures for ESF 9 activities, as appropriate.
- Participate in ESF 9-related trainings and exercises as appropriate.

#### Sheriff's Office

- Coordinate regular review and update of the ESF 9 annex with supporting agencies.
- Develop and publish a SAR operations plan and provide a copy to the EOC library.

#### Clackamas Fire District #1

- Coordinate regular review and update of the ESF 9 annex with supporting agencies.
- Develop and publish a USAR operations plan and provide a copy to the EOC library.

#### CCDM

- Facilitate collaborative planning to ensure County capability to support ESF 9 activities.
- Maintain operational capacity of the County EOC to support SAR activities.
- Ensure that staff are identified and adequately trained to fulfill appropriate functions in the County EOC to include tracking of resources utilized in SAR operations.

### 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 9 include:

#### All Tasked Agencies

- Provide situational updates to the County EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the County EOC, when requested, to support ESF 9 activities.

**Sheriff’s Office**

- Coordinate SAR support with CCDM/EOC Command.
- Establish unified On-Scene Command for incidents involving multiple agencies or jurisdictions.
- Provide traffic and crowd control at rescue scenes.
- Participate in JIC/Joint Information System (JIS) activities.

**Clackamas County Fire District #1**

- Coordinate USAR support with the Fire Defense Board Chief/CCDM/EOC Command.
- Coordinate access to the USAR equipment cache.
- Coordinate SAR response operations as required for the following types of specialty rescue:
  - o Urban/Structural Rescue
  - o Specialty rescue (swift water, high angle, etc.)
- Establish unified On-Scene Command for CBRNE incidents.

**CCDM**

- Assist On-Scene Command and activate the EOC if requested.
- Coordinate with the EOC Planning Section to identify unmet needs.
- Establish an SAR Branch in the County EOC if needed.
- Track the use of SAR resources through the EOC Finance Section.
- Provide situational awareness to the County Administrator and Board of County Commissioners.
- Coordinate with city, regional, and State agency counterparts.

**Emergency Medical Services**

- Assist with care and transport of injured persons received in SAR operations.

**Medical Examiners**

- Provide death investigation for all unattended and suspicious deaths.

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

- Coordinate with first responders, hospitals, and other facilities and providers.
- Coordinate requests for additional medical resources.
- Provide Critical Incident Stress Debriefing to emergency workers.

**Public and Governmental Relations**

- Provide the PIO and participate in JIC/JIS operations.
- Coordinate incident information with participating organizations.

**Department of Transportation and Development**

- Provide heavy equipment and operators to assist in rescue operations.
- Provide signs, barriers, equipment, and personnel to assist in traffic and crowd control.



- Provide technical engineering advice to on-scene personnel.

### American Red Cross

- Provide and manage shelter and mass care operations for victims and feeding and support services for emergency responders.
- Provide a liaison to On-Scene/EOC Command to coordinate support activities.

### Clackamas Amateur Radio Services

- Provide emergency HAM radio communications to the EOC and field units through amateur radio, as requested.

## 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 9 include:

### All Tasked Agencies

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.

### CCDM

- Compile and keep all documentation collected relating to the management of SAR operations and the assets utilized during SAR-related activities.
- Coordinate 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 9 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.

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**Appendix C ESF 9 Representative Checklist****Activation and Initial Actions**

- Report to the 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), EOC Action Plan, 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.



## **ESF 10 –Hazardous Materials**

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# Table of Contents

<b>1</b>	<b>Introduction .....</b>	<b>ESF 10-1</b>
1.1	Purpose .....	ESF 10-1
1.2	Scope .....	ESF 10-1
1.3	Policies and Authorities .....	ESF 10-1
<b>2</b>	<b>Situation and Assumptions .....</b>	<b>ESF 10-1</b>
2.1	Situation .....	ESF 10-1
2.2	Assumptions.....	ESF 10-2
<b>3</b>	<b>Roles and Responsibilities of Tasked Agencies.....</b>	<b>ESF 10-2</b>
<b>4</b>	<b>Concept of Operations.....</b>	<b>ESF 10-3</b>
4.1	General.....	ESF 10-3
4.2	EOC Activation .....	ESF 10-4
4.3	EOC Operations .....	ESF 10-4
4.4	Disabilities, and Access and Functional Needs .....	ESF 10-4
4.5	Early Response .....	ESF 10-4
4.6	Supporting the Incident.....	ESF 10-6
4.7	Coordination with Other ESFs .....	ESF 10-7
<b>5</b>	<b>Direction and Control.....</b>	<b>ESF 10-7</b>
5.1	General.....	ESF 10-7
5.2	Cities .....	ESF 10-8
5.3	County.....	ESF 10-9
5.4	Special Districts.....	ESF 10-9
5.5	Regional .....	ESF 10-10
5.6	State and Federal Assistance.....	ESF 10-10
<b>6</b>	<b>ESF Annex Development and Maintenance .....</b>	<b>ESF 10-13</b>
<b>7</b>	<b>Appendices.....</b>	<b>ESF 10-13</b>
Appendix A	ESF 10 Resources .....	ESF 10-15
Appendix B	ESF 10 Responsibilities by Phase of Emergency Management	ESF 10-17
Appendix C	ESF 10 Representative Checklist.....	ESF 10-23

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ESF 10 Tasked Agencies	
<b>Primary County Agency</b>	Fire Defense Board
<b>Supporting County Agency</b>	Clackamas County Disaster Management (CCDM) Department of Health, Housing, and Human Services (H3S) Information Services Public and Government Affairs Sheriff's Office Transportation and Development/Public Works Water Environment Services
<b>Community Partners</b>	Local Fire Agencies American Medical Response American Red Cross Clackamas Amateur Radio Emergency Services CHEMTREC
<b>State Agency</b>	Department of Environmental Quality, Oregon State Fire Marshal Regional Hazardous Materials Team No. 3
<b>Federal Agency</b>	Environmental Protection Agency
*See Section 3 for more information about Tasked Agencies.	

## 1 Introduction

### 1.1 Purpose

Emergency Support Function (ESF) 10 outlines roles and responsibilities in responding effectively to a hazardous materials release or threatened release, and provides a framework for response and mitigation activities to prevent or minimize injuries, environmental impact, and property damage.

### 1.2 Scope

Hazardous materials incidents may occur during the manufacture, use, storage, or transport of hazardous materials, or they may be deliberately caused by vandalism, sabotage, or terrorism.

### 1.3 Policies and Authorities

The following policies and agreements are currently in place:

- Hazardous Materials are discussed in Oregon Revised Statutes (ORS) Chapter 453.

## 2 Situation and Assumptions

### 2.1 Situation

Substances classified as hazardous materials are used, stored, and transported in Clackamas County every day. Over 5,560 facilities in Clackamas County report manufacturing, using, or storing chemicals in the County, and approximately 116 facilities (included in the 5,560 noted

**ESF 10. Hazardous Materials**

above) use reportable quantities of Extremely Hazardous Substances as defined in the Superfund Amendments and Reauthorization Act Title III/Community Right-to-Know Act. Unknown quantities of hazardous materials are transported through the County by road, rail, air, barge, and pipeline.

Fourteen fire agencies serve Clackamas County and manage routine hazardous materials incidents in their service areas with local and mutual aid resources. The Clackamas County Fire Defense Board (FDB) coordinates fire resources during a major emergency or disaster.

The party responsible for the hazardous materials is also responsible for cleanup and disposal of any spill or release. The following government agencies provide oversight and confirmation that cleanup and disposal are conducted safely according to applicable laws and regulations:

- On State or Federal property- the government agency having jurisdiction.
- Involving nuclear/radioactive materials - the Oregon Departments of Energy and Human Services.
- Involving military weapons/materials - U.S. Departments of Defense or Energy.
- Involving spills in waterways - the U.S. Coast Guard, U.S. Environmental Protection Agency (EPA), or the Oregon Department of Environmental Quality.

A hazardous materials incident involving a credible threat or a confirmed deliberate or terrorist/chemical, biological, radiological, nuclear, or explosive (CBRNE) act involves multiple agencies, jurisdictions, and levels of government.

## **2.2 Assumptions**

ESF 10 is based on the following planning assumptions:

- A natural or technological disaster could result in one or more situations in which hazardous materials are released into the environment.
- Fixed facilities (chemical plants, tank farms, laboratories, and industries operating hazardous waste sites that produce, generate, use, store, or dispose of hazardous materials) could be damaged so that existing spill control apparatus and containment measures are not effective.
- Hazardous materials that are transported may be involved in railroad accidents, highway collisions, waterway accidents, or airline incidents.
- Damage to, or rupture of, pipelines transporting materials that are hazardous if improperly released will present serious problems.
- Emergency exemptions may be needed for disposal of contaminated materials.
- Laboratories responsible for analyzing hazardous material samples may be damaged or destroyed in a disaster.

## **3 Roles and Responsibilities of Tasked Agencies**

The County has identified primary and supporting agencies and community partners to ensure that ESF-related activities are performed in an efficient and effective manner during all phases of

## ESF 10. Hazardous Materials

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 non-profit 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 (EOP) 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

The local fire district would initially respond and assess the emergency situation and then request activation of the regional hazardous materials team for carrying out field response operations.

All hazardous materials-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.

- In accordance with the Basic Plan and this ESF Annex, the responding fire services agency is responsible for coordinating hazardous materials-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Requests for assistance with hazardous materials will first be issued in accordance with established mutual aid agreements and once those resources have been exhausted, a request may be forwarded to the State Emergency Communications Center (ECC).
- The County Emergency Operations Center (EOC) will provide guidance for the coordination of hazardous materials resources.

## 4.2 EOC Activation

When a disaster occurs, the Clackamas County Disaster Management (CCDM) 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 communications 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 hazardous materials-related activities.

## 4.3 EOC Operations

When hazardous materials-related activities are staffed in the EOC, a fire department/district 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 hazardous materials.
- Share situation status updates related to hazardous materials to inform development of the Situation Report.
- Participate in, and provide hazardous materials-specific reports for, EOC briefings.
- Assist in development and communication of hazardous materials-related actions to tasked agencies.
- Monitor ongoing hazardous materials-related actions.
- Share hazardous materials-related information with the Public Information Officer (PIO) to ensure consistent public messaging.
- Coordinate hazardous materials-related staffing to ensure the function can be staffed across operational periods.

## 4.4 Disabilities, and Access and Functional Needs

Provision of hazardous materials-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 Early Response

Hazardous materials response involves many interdependent activities, among them: identification of the substance; protection of responders; rescue of at-risk or injured persons; triage; determining exposure potential and pathways; public notifications, preventing/addressing health impacts; decontamination; containment of substance, scene and runoff; and notification to treatment facilities of the materials involved. Early response to a hazardous materials incident includes these core tasks:

- Identification of the material and its associated hazards.

## ESF 10. Hazardous Materials

- First responding units assess the scene from a safe distance, approaching from up-wind, up-stream, and up-grade; avoiding contact with materials, fumes, or dust; and eliminating ignition sources. If possible to do so safely, responders take initial emergency actions to save lives and protect the environment, determine the type of incident and containers involved, and attempt preliminary identification of the material, its hazards, and likely routes of exposure. Information sources include Material Safety Data Sheets, shipping papers, U.S. Department of Transportation (DOT) Emergency Response Guidebook, DOT and National Fire Protection Association placards, railroad car numbers, facility or shipper representatives, and CHEMTREC and poison centers.
  - On-Scene Command may direct local responders to conduct initial reconnaissance and situation assessment, contain the site, and consult with and/or wait for specialized assistance, e.g., Regional Hazardous Materials Response Teams or Explosive Disposal Units.
- Establishment of the protective zones:
- The Exclusion Zone (Hot Zone) is the area of the release or threatened release and the surrounding area in which personnel and the public are in danger. Only personnel with approved training, personal protective equipment (PPE), and response assignments are authorized to enter.
  - The Contamination Reduction Zone (Warm Zone) includes the area for personnel and equipment decontamination and hot zone support. Only authorized personnel with approved training, PPE, and response assignments are allowed to enter.
  - The Support Zone (Cold Zone) contains the command post and other functions necessary to control the incident. Only authorized personnel are allowed.
  - Responders to a hazardous material incident should not enter any zone or perform any task for which they are not properly trained and equipped. In addition, members of the Clackamas County Sheriff's Office (CCSO)/law enforcement and Department of Transportation and Development (DTD)/public works first responders are trained to the hazardous materials awareness level.
- Determination of appropriate public protection actions, including shelter-in-place or evacuation.
- On-scene Command must determine the response they believe will reduce the exposure risk for most people. Considerations include hazards associated with the material, size of release, weather conditions, plume/dispersal direction and speed, people and facilities in the danger area, including critical facilities and vulnerable or

## ESF 10. Hazardous Materials

special needs populations, and the time available for warning the public and implementing an evacuation. See Support Annex A – Evacuation.

- Resources to help determine the proper course of action are available through local fire agencies, Hazardous Materials teams, and the EOC:
  - The Chemical Reactivity Worksheet program provides reactivity information for over 6,000 hazardous chemicals and allows responders and EOC support personnel to determine the likely reaction when multiple chemicals are involved in an incident.
  - The Emergency Response Guidebook (ERG 2008) developed by the DOT to assist first responders to a transportation incident involving a hazardous material. It is designed to help first responders identify the material(s) involved and protect themselves and the public during the initial response phase.

#### 4.6 Supporting the Incident

The local fire district/department agency normally assumes On-Scene Command during emergency response to a hazardous materials incident and, if safe to do so, will take action to prevent, minimize, contain, or mitigate the release; assess the extent of contamination and exposure risks; provide rescue and emergency medical services (EMS); and conduct decontamination operations.

EMS in Clackamas County are coordinated by the FDB and Clackamas County Department of Health, Housing, and Human Services (H3S). The FDB directs the initial EMS response to most incidents and works with H3S to coordinate ambulance services. All local fire agencies in Clackamas County provide initial EMS response. Three agencies—Clackamas County Fire District #1, Lake Oswego Fire Department, and Tualatin Valley Fire and Rescue—provide EMS advanced life support first response. Ambulance service in the County is provided by three different providers—Molalla Fire District, Canby Fire District, and American Medical Response—who cover emergencies in their ambulance service area. H3S activates the Contingency Plan for Emergency Ambulance Service if necessary.

Law enforcement agencies provide security; coordinate evacuation; and conduct criminal investigations.

Local law enforcement serves as the lead agency when hazardous materials incidents involve threatened or actual sabotage or interference with a shipment of hazardous materials ) require that law enforcement agencies serve as the lead agency in addressing the security aspects of the incident and work with fire and other response agencies in Unified Command. State, and possibly Federal, assistance will likely be required.

Health agencies identify vulnerable and special needs facilities in the areas potentially at risk, determine appropriate public health protective measures, coordinate health operations, and may conduct sampling and monitoring activities.

## ESF 10. Hazardous Materials

Public works, special districts, and environmental agencies help contain the release to minimize spread through water or sewer systems; identify mitigation options; assist in decontamination operations and runoff control; conduct sampling and monitoring; oversee environmental cleanup and waste disposition; and assist law enforcement with perimeter and traffic control.

The facility/shipper having responsibility for hazardous material at the time of the incident is responsible for cleaning up and disposing of contaminated material. Only qualified contractors conduct clean-up, and disposal operations will be conducted only by qualified contractors and will be overseen by appropriate government agencies.

#### 4.7 Coordination with Other ESFs

The following ESFs support hazardous materials–related activities:

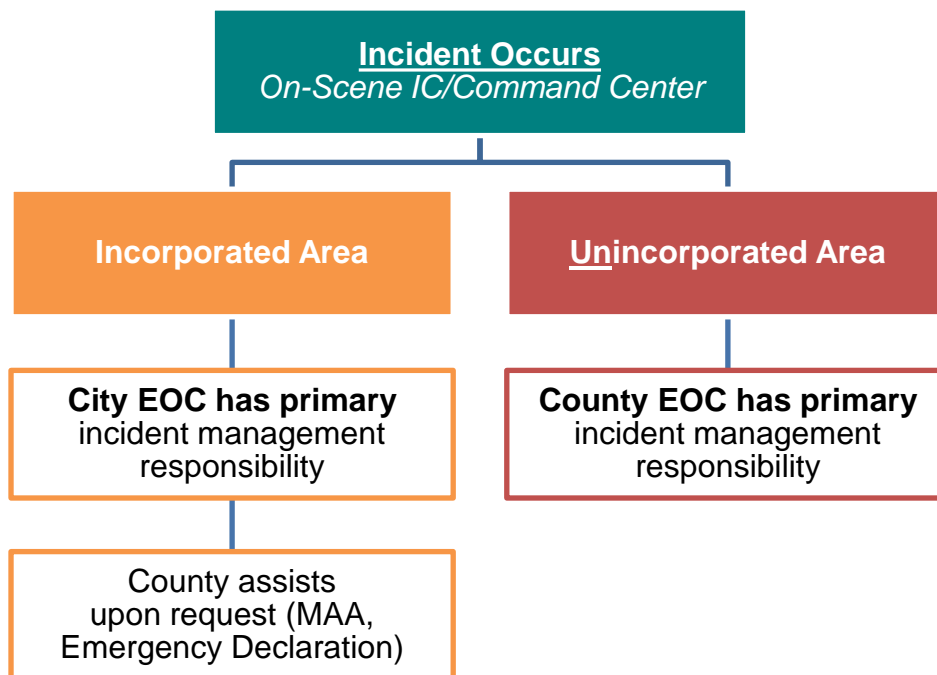
- **ESF 4 – Firefighting.** Provide specialized resources to support hazardous materials operations.
- **ESF 8 – Health and Medical.** Provide emergency first aid to contaminated victims.
- **ESF 16 – Law Enforcement.** Provide specialized resources to support hazardous materials operations.

## 5 Direction and Control

### 5.1 General

emergencies with day-to-day personnel and resources. While fire is generally the lead agency for hazardous materials response, On-Scene, Command often takes the form of unified command to accommodate the jurisdictional authority and functional responsibility of participating organizations.

If the hazardous materials release occurs within municipal boundaries, the city has jurisdictional authority and primary incident management responsibility. If two or more cities are impacted, the cities share incident responsibility for the incident. If the incident occurs in an unincorporated area, the County has jurisdictional authority and primary responsibility for incident management. The County will assist any city that requests its help, coordinate resources when multiple jurisdictions in the County are involved, and coordinate with outside agencies, adjoining counties, and the Oregon Office of Emergency Management (OEM).



All jurisdictions with incident management responsibility are likely to activate their EOCs in a major hazardous materials incident. EOC staffs coordinate resources in support of On-Scene Command, share incident information, conduct multi-agency planning, and operate the JIS. All participating agencies/jurisdictions collaborate to establish and maintain a Common Operating Picture.

## 5.2 Cities

Cities are responsible for emergency operations within their jurisdictions and usually delegate incident management responsibility to fire and law enforcement agencies.

Cities are asked to notify the County immediately of a hazardous materials incident within their boundaries and to advise the County that the city intends to request mutual aid assistance or enact an Emergency Declaration. The County will alert adjoining jurisdictions and, insofar as possible, coordinate resource needs, Emergency Declarations, emergency area boundaries, and emergency measures.

Cities are encouraged to develop an EOP and to work closely with CCDM to integrate response and recovery activities. An intergovernmental mutual aid agreement between the County and cities is available to all jurisdictions that choose to participate. The agreement establishes procedures for requesting and providing mutual aid resources in an emergency. A copy of the agreement and current participants is available in the EOC library.

Cities may enact emergency ordinances granting them the authority to declare an emergency and impose emergency measures within their jurisdictions. Cities typically declare an emergency to invoke emergency powers or request resource assistance. Cities may request County assistance through a mutual aid agreement or by including the resource request in an Emergency Declaration to the County.



### 5.3 County

Clackamas County is responsible for incident management in the unincorporated areas of the county and for response to health emergencies anywhere in the County. The County delegates incident management responsibility to On-Scene and EOC Command and will support city requests for assistance.

When the EOC is activated, EOC Command coordinates resource and information activities in support of On-Scene Command. EOC support activities include mobilizing local resources; organizing and implementing large-scale evacuation; coordinating transportation and care for casualties; facilitating shelter and mass care for evacuees; and liaison with external agencies.

The EOC PIO establishes a Joint Information Center (JIC) in the County EOC staffed by representatives from agencies involved in incident response and recovery. The JIC uses the Joint Information System (JIS) to collect, process, and disseminate information to the media, county employees, and the public. The JIS provides the framework for coordinating interagency messages; developing and implementing public information plans and strategies; advising Command on public affairs issues; and controlling rumors and inaccurate information.

Fire agencies in Clackamas County have adopted an intra-county mutual aid agreement that details request and response procedures, and the FDB has mutual aid agreements with neighboring county Fire Defense Boards. The Fire Chief or designee of each fire agency serving the county is a member of the Clackamas Fire Defense Board (FDB) and the chiefs elect one of their members to serve as FDB Chief or designee. When the EOC is activated, the FDB Chief or designee participates in EOC Command and assigns fire service representatives to staff positions in EOC Operations, Planning and Logistics sections and in the JIC.

The Sheriff/designee participates in EOC Command and coordinates law enforcement activities countywide. Law enforcement representatives staff EOC positions in the Planning, Operations and Logistics sections, in the JIC, and the intelligence unit.

The Director, Health, Housing and Human Services (H3S), participates in EOC Command and coordinates health and medical services. Human Services support activities may be conducted from the EOC or in the Department Operations Center. If H3S elects to manage health activities at the DOC, the Director will ensure effective liaison with the EOC.

EOC Command recommends a Declaration of Emergency to the Board of County Commissioners (BCC) if available resources will be insufficient to meet incident needs or if emergency measures are needed to effectively manage the incident. EOC staff submits the approved declaration to OEM for submission to the governor. OEM coordinates state resources and seeks a state declaration if necessary.

### 5.4 Special Districts

Special districts provide essential services to the citizens of Clackamas County. Their service areas frequently overlap city and county boundaries, and their facilities and/or services could be impacted by a hazardous materials release. County officials collaborate with special districts in coordinating emergency preparedness, response and recovery operations. Many districts have

their own sites and facility security measures and collaborate with the Sheriff and other County officials regarding additional measures to be enacted during emergencies.

An intergovernmental mutual aid agreement between the County and special districts is available to all jurisdictions that choose to participate. The agreement establishes procedures for requesting and providing mutual aid resources in an emergency. A copy of the agreement and current participants is available in the EOC library.

## 5.5 Regional

Fire districts in Clackamas County have inter-county mutual aid agreements with fire agencies in Multnomah and Washington Counties. Clackamas County is also a participant in the Inter-County Omnibus Mutual Aid Agreement, which provides a framework for counties to request mutual aid from each other in emergencies. Emergency assistance may include 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 in writing to a formal reimbursement request before resources are dispatched.

Regional response teams are available to assist local responders in incidents involving explosive devices or hazardous materials:

- The Metro Explosive Disposal Unit (MEDU) is a multi-disciplinary team trained and equipped to provide detection and render safe operations when explosives are suspected or confirmed. CCSO deputies serve in the MEDU.
- Hazardous Materials Response Teams are specially trained and equipped to provide technical expertise in detection, identification, containment, and decontamination operations. Clackamas County is in Hazardous Materials Region 3 served by Gresham Fire and Emergency Services, with back-up teams located in Tualatin Valley Fire and Rescue and Portland Fire and Rescue. These teams are available for telephone consultation as well as on-scene response.

## 5.6 State and Federal Assistance

### 5.6.1 State

The State Fire Marshal manages the Regional Hazardous Materials teams and can mobilize trained Incident Management Teams to assist local agencies during emergencies. Oregon fire services during major emergency operations through the Conflagration Act (ORS 476.510) which mobilizes firefighters and equipment from around the state. The State Fire Marshal can also activate three incident management teams, the regional Hazardous Materials teams, and urban search and rescue teams.

The State Fire Marshal also inventories businesses to determine the chemicals that are manufactured, stored, or used at their locations. This information is combined with data from

## ESF 10. Hazardous Materials

companies reporting Extremely Hazardous Substances into a Haz-Com data system accessible by local fire districts/departments and Regional Hazardous Materials Teams.

The Oregon State Police Arson/Explosives Section Bomb Squad includes hazardous device technicians trained to conduct render safe operations, destroy unwanted explosive items, conduct post-blast investigations, and respond to CBRNE incidents.

OEM coordinates State resource support for local emergency operations.

The Oregon Poison Center offers 24-hour assistance regarding hazardous materials exposure, including antidotes, health issues, and decontamination procedures. If needed, the center can get proprietary information quickly to assist in response recommendations.

The Oregon Department of Environmental Quality is responsible for protecting Oregon's water and air quality; for cleaning up spills and releases of hazardous materials; and for managing disposal of hazardous waste.

The Oregon Department of Energy oversees the cleanup and transport of radioactive waste and develops and implements emergency plans for accidents involving radioactive materials.

The Oregon Department of Human Services provides water quality monitoring, communicable disease monitoring and control, technical assistance, and laboratory support. Ongoing information regarding a public health emergency will be posted on the secure Health Alert Network website, and public information will be posted on the public access site at [www.oregonhealthemergency.org](http://www.oregonhealthemergency.org)

The Public Health Division has EMS and Radiation Protection Services staff on-call to respond to radiological emergencies; provide information to educate the public on radiation hazards and protective measures; and support follow-up investigations.

The Oregon State Public Health Laboratory provides testing and laboratory services; analyzes unidentified substances for the presence of chemical or biological agents; and ensures that chain of evidence procedures are followed.

The Oregon Disaster Medical Team is an independent, nonprofit organization of volunteer health care professionals from Oregon and Southwest Washington that provides relief health care services when local, County, and mutual aid reserves are overwhelmed. The team can be requested through the State Emergency Coordination Center.

The Oregon Department of Transportation (ODOT) provides staff and support during a hazardous materials incident and works with OEM to coordinate resources when incidents impact highways, roads, bridges, railways, and public transportation services.

The Oregon National Guard's 102nd Weapons of Mass Destruction - Civil Support Team (CST) provides assistance to local, State, and Federal authorities in incidents involving weapons of mass destruction. If a Hazardous Materials incident is thought to involve CBRNE agents, the CST can mobilize rapidly to assist with detection and analysis of biological, chemical, or radiological agents, and to advise local command regarding appropriate response and public protection actions. The 102nd CST is based in Salem and includes 22 full-time Army and Air National Guard members, all of whom are trained to the level of hazardous materials technicians.

## ESF 10. Hazardous Materials

The team deploys with mobile laboratory facilities, as well as decontamination and communications equipment. The CST is available for telephone consultation as well as response.

**6.6.2 Federal**

The EPA supports response and recovery operations relating to environmental contamination and is the lead Federal response agency for oil spills occurring in inland waters. The EPA's Radiological Emergency Response Team works with other federal agencies and State and local governments to monitor, contain, and clean up radioactive materials.

The [U.S. Coast Guard](#) is the lead response agency for spills in coastal waters and deepwater ports, and its National Strike Teams are on-call 24 hours a day to respond to accidents and spills.

The Department of Defense (DOD) is responsible for incidents involving military weapons or materials and may provide technical support for incidents involving non-DOD weapons.

The Oregon Department of Energy coordinates assessment operations involving nuclear material and may assist with incidents involving other types of radioactive materials upon request.

The Federal Emergency Management Agency coordinates the non-technical aspects of emergency response and recovery and administers disaster assistance programs.

The Department of Health and Human Services is the lead Federal agency for public health and medical support functions during response to a major emergency. The National Disaster Medical System (NDMS) is a Federally coordinated system to augment medical response capability following a disaster and to care for military casualties. The NDMS provides state-of-the art medical care, including teams, supplies, and equipment, at a disaster site, in transit from the impacted area, and to participating definitive care facilities. NDMS response teams that may be deployed include:

- Disaster Medical Assistance Team (DMAT) - Rapid response team to supplement local medical care. DMATs deploy to disaster sites with supplies and equipment to sustain their medical services for 72 hours.
- Disaster Mortuary Operational Response Team (DMORT) - Provide victim identification and mortuary services, including establishing temporary morgue facilities and processing and disposition of remains.
- Disaster Portable Morgue Units Team - Support DMORT teams through management of Federal mortuary assets.
- Veterinary Medical Assistance Team - Assist in assessing the extent of disruption, and the need for veterinary services following major disasters.
- National Nurse Responses Team - Specialty team to assist in chemoprophylaxis, a mass vaccination program, or any scenario that overwhelms the nation's supply of nurses.

**ESF 10. Hazardous Materials**

- National Pharmacy Response Team - Assist in chemoprophylaxis, vaccination or other operations requiring hundreds of pharmacists, pharmacy technicians, and students.

The Strategic National Stockpile (SNS), managed by the Centers for Disease Control and Prevention, contains large quantities of medicine and medical supplies to protect the public in a public health emergency. The SNS includes antibiotics, chemical antidotes, antitoxins, life-support medications, IV administration, airway maintenance supplies, and medical/surgical items. Push Packages of pharmaceuticals, antidotes, and medical supplies designed to respond to an ill-defined threat can be deployed within 12 hours. Additional managed inventory supplies tailored to the suspected or confirmed agent(s) can arrive within 24 to 36 hours. One component of the SNS provides locally stored supplies of antidotes for people who have been exposed to nerve agents or organophosphates. These Chempack assets are stored at hospitals and EMS sites throughout Oregon and are available for immediate use during an emergency for which locally available supplies are insufficient. See the SNS Reception Plan in the EOC library.

Many other federal agencies may assist in a widespread hazardous materials incident that involves significant risk or damage to the public and/or the environment. Federal agencies will deploy according to the National Response Framework and associated annexes, with incidents managed according to National Incident Management System (NIMS)/Incident Command System (ICS) and coordinated with State and local response agencies. The EOC Logistics Section will coordinate ESF activities for the County, with departments and agencies providing assistance as requested.

## **6 ESF Annex Development and Maintenance**

The Chief of the Clackamas County Fire Defense Board will ensure that this annex and supporting plans and documents are reviewed and updated at least every two years or when changes occur, such as lessons learned from exercises or actual incidents. CCDM is available to assist as requested.

## **7 Appendices**

- Appendix A – ESF 10 Resources
- Appendix B – ESF 10 Responsibilities by Phase of Emergency Management
- Appendix C – ESF 10 ESF Representative Basic Checklist

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## Appendix A ESF 10 Resources

The following resources provide additional information regarding ESF 10 and hazardous materials-related issues at the local, state, and federal level:

### County

- EOC Library
  - Fire Resource Management Plan (needs to be updated)
  - Companies Reporting Extremely Hazardous Substances (available on CD)
  - 2008 US DOT Emergency Response Guidebook
  - NIOSH Pocket Guide to Chemical Hazards

### State

- Emergency Operations Plan
  - ESF 10 – Hazardous Materials

### Federal

- National Response Framework
  - ESF 10 – Oil and Hazardous Materials
- Northwest Area Contingency Plan
- National Contingency Plan

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## Appendix B ESF 10 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for ESF 10 – Hazardous Materials. 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 hazardous materials function. 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 10 include:

#### All Tasked Agencies

- Develop operational plans for ESF 10 activities.
- Participate in ESF 10 related trainings and exercises as appropriate.

#### CCDM

- Coordinate regular review and update of the ESF 10 annex with supporting agencies.
- Facilitate collaborative planning to ensure County capability to support ESF 10 activities.
- Develop and maintain a Hazardous Materials Response Plan for the County.
- Maintain operational capacity of the County EOC to support a hazardous materials response capability.
- Ensure that staff are identified and adequately trained to fulfill the finance function in the County EOC to include assets utilized during a hazardous response.

### 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 10 include:

#### All Tasked Agencies

- Provide situational updates to the County EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the County EOC, when requested, to support ESF 10 activities.

#### Area Fire Districts/Departments

- Identify material and determine appropriate protective measures and notifications.
- Command firefighting forces and coordinate responding support forces; tactical units remain under the command of the responding command officers.
- Coordinate decontamination and urban search and rescue operations.

## ESF 10. Hazardous Materials

- Activate Mass Casualty Incident protocol if necessary, and coordinate EMS and transport to appropriate medical facilities according to Regional Hospital Coordination System.
- Assist in warning, evacuation, traffic control, and staging; coordinate evacuation operations requiring specialized PPE and hazardous materials operations level training.
- Maintain communications with the FDB Chief (or designee) and the EOC.
- Coordinate On-Scene PIO activities with City/County EOC Command and the EOC JIC.

**Fire Defense Board Chief**

- Serve as a member of Unified EOC Command and represent fire agencies Countywide.
- Provide fire service personnel to staff to perform EOC position functions.
- Coordinate response and resource requests from On-Scene Command.
- Support Coordinate On-Scene Command requests for fire response and resources, including hazardous materials, extrication and triage.
- Direct initial EMS response and work with H3S to coordinate ambulance services.
- Ensure fire service protection for the county at-large.
- Request assistance from agencies not covered under mutual aid agreements.
- Facilitate coordination with Assign liaison to work with fire officials from other affected jurisdictions.
- Coordinate requests for State Fire Marshal assistance or county Emergency Declaration with EOC Command and CCDM primary and support activities at the EOC level, including a request for invocation of State Conflagration Act or an Emergency Declaration (note: conflagration act is only applicable to wildfire emergencies).
- Coordinate with EOC PIO to provide warning and other emergency information for Joint Information System (JIS)/JIC operations.

**CCSO**

- Sheriff or designee: participate in EOC Command representing law enforcement Countywide.
- Provide law enforcement personnel to staff EOC positions.
- Coordinate law enforcement response activities.
- Analyze law enforcement resource needs and request assistance through the EOC.
- Work within NIMS/ ICS/EOC JIC to provide public information.
- Coordinate evacuation operations.
- Provide explosive disposal unit expertise.
- Provide/coordinate security for shelters, critical facilities, Point of Dispensation (POD) locations, and feeding centers.
- Enforce mandatory public health and safety actions.

**CCDM**

- Activate the EOC.
- Assist On-Scene and EOC Command.
- Advise the County Administrator and BCC.
- Facilitate the Emergency Declaration process.
- Coordinate with city, regional, and State counterparts.
- Assist in multi-agency/multi-jurisdictional and resource coordination.

## ESF 10. Hazardous Materials

- Request Clackamas Amateur Radio Emergency Services (CARES) activation.

**C-COM**

- Serve as County Warning Point for Clackamas County.
- Serve as primary 9-1-1/Public Safety Answering Point for the County excluding the Lake Oswego Communications (LOCOM) and Washington County (WCCCA) service areas, including receiving emergency calls, dispatching emergency responders, making required notifications, and coordinating public safety communications.
- Notify emergency managers, emergency medical staff, and other on-call personnel; activate emergency callout procedures.
- Use any/all means of communications technology as appropriate: computer-aided dispatch, telephones, 800-megahertz (MHz) radio systems, and patching responders using 800-MHz and VHF systems to enable cross-system communications.
- Provide ongoing situation status reports and update EOC Command.
- Coordinate communications among responders, cities, and EOC.
- Notify LOCOM and WCCCA and arrange for mutual backup support as necessary.

**H3S**

- Participate in EOC Command.
- Provide personnel to staff EOC positions.
- Coordinate ambulance services and activate the Contingency Plan for Emergency Ambulance Service.
- Assist in development of emergency information related to human services, health impacts, and protective measures.
- Coordinate with local, regional, State, and Federal public health agencies.
- Provide public health information to first responders, hospitals, nursing homes, and other facilities and providers regarding hazardous materials agents.
- Provide safety information about public health safety issues and exposure effects of hazardous materials agents.
- Coordinate with the County Medical Examiner for redistribution of deceased persons.
- Coordinate environmental health services with local, regional, and State public health agencies.
- Coordinate behavioral health services.
- Serve as the Point of Contact liaison with hospitals, clinics, independent physicians, nursing homes, extended care facilities, pharmacies, mass shelter locations, and EMS providers.
- Coordinate outside medical resources, including the Strategic National Stockpile (SNS).
- Assist in identifying (PODs) for medications from the SNS as needed.
- Assist in identification of vulnerable populations.
- Assist in the acquisition and coordination of transportation resources and other services for special needs individuals.
- Assist with shelter and other services for evacuees.
- Coordinate medical and social services for people with access and functional needs and vulnerable clients.
- Coordinate with appropriate agencies to evaluate the safety of temporary housing.

**Information Services**

- Provide staffing for the EOC Communications Unit.
- Manage/coordinate emergency communications capabilities, including telephone, computers, and computer networks.
- Manage geographic information systems and provide hazard, response, and recovery mapping.
- Coordinate with private providers of telephone services.
- Serve as the radio frequency coordination point.
- Set up EOC equipment; provide technical support for computers and networking systems.

**Medical Examiner's Office**

- Coordinate with On-Scene Command to preserve scene, and protect and remove remains.
- Determine cause and manner of death.
- Develop and execute Mass Fatality Plan and protocols to manage death investigations and mortuary services.
- Identify victims and notify next of kin.
- Release remains for final disposition.

**Public and Governmental Affairs**

- Staff the EOC PIO position.
- Establish and operate a JIC.
- Develop and coordinate JIS to ensure timely and accurate information dissemination.
- Develop general and agent-specific information for media and public, including exposure control and self-protection measures, and locations and hours for PODs and other prophylaxis/treatment facilities.
- Ensure that updated information is distributed regarding incident status, evacuation routes and detours, traffic conditions, transportation options for those who need assistance, shelter locations and updates, and systems for locating family, friends, and pets, and other information needed for public safety and welfare.
- Work with local, State, regional and federal jurisdictions' PIOs, and with responder groups to provide information to public and employees.
- Gather, prepare, and obtain On-Scene and/or EOC Command approval for release of all communications sent to media, jurisdictions and employees.

**CCSO/Local Law Enforcement Agencies**

- Sheriff or designee: participate in EOC Command representing law enforcement Countywide.
- Provide law enforcement personnel to staff EOC positions.
- Coordinate law enforcement response activities.
- Analyze law enforcement resource needs and request assistance through the EOC.
- Work within NIMS/ ICS/EOC JIC to provide public information.
- Coordinate evacuation operations.
- Provide explosive disposal unit expertise.

## ESF 10. Hazardous Materials

- Provide/coordinate security for shelters, critical facilities, POD locations, and feeding centers.
- Enforce mandatory public health and safety actions.

**DTD/Public Works**

- Participate in EOC Command.
- Provide personnel to staff EOC positions.
- Support decontamination, containment, urban search and rescue, evacuation, and debris removal operations as appropriate.
- Attempt to identify the source and route/speed of travel if substance enters storm drains.
- Provide damming and absorbent materials.
- Provide signs, barriers, equipment, and personnel to assist in traffic and crowd control; assist in road closures.
- Coordinate transportation routes and resources with adjacent cities, counties, and ODOT.
- Monitor the condition of, and amount of traffic on, emergency transportation routes and implement emergency repairs to streets and bridges as necessary to support emergency operations and restore essential traffic flow.
- Conduct preliminary assessment of wastewater and drainage systems and damage to structures, streets, and utilities; conduct emergency repairs as appropriate.
- Provide public works and engineering support for emergency operations as necessary, including heavy equipment and skilled equipment operators.

**Water Environmental Services**

- Assist in assessing the route/speed of travel if substance enters storm drains or wastewater system.
- Assess impact to storm water and sewer systems.
- Serve as liaison between EOC.
- Provide personnel and equipment to support emergency operations.

**American Medical Response**

- Provide triage, treatment, and patient ambulance transport.
- Work closely with other emergency responders to coordinate care and transport of victims.

**American Red Cross**

- Provide and manage shelter and mass care operations for victims of disaster, and feeding and support services for emergency responders.
- Manage inquiries from concerned family members outside the disaster area.
- Coordinate with CCDM and the EOC regarding non-Red Cross shelters and shelters for pets.

**CARES**

- Provide and manage emergency communications through its network of trained and licensed amateur radio operators.

## CHEMTREC

- Provide a hotline for emergency responders to obtain information and assistance for chemical/hazardous materials emergencies. CHEMTREC includes a large database of chemicals, linkages to emergency medical and hazardous materials technical experts, and the ability to establish direct communications among these experts, CHEMTREC personnel, and field responders.

## 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 10 include:

### All Tasked Agencies

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.

## CCDM

- Compile and keep all documentation collected relating to the management of hazardous materials response operations.
- 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 10 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 10 Representative Checklist****Activation and Initial Actions**

- Report to the 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), EOC Action Plan, 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 that 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.





# ESF 11 – Food and Water

*(Working Draft: Last updated January 2017)*

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# Table of Contents

- 1 Introduction ..... ESF 11-1**
  - 1.1 Purpose ..... ESF 11-1
  - 1.2 Scope ..... ESF 11-1
  - 1.3 Policies and Authorities ..... ESF 11-1
  
- 2 Situation and Assumptions ..... ESF 11-1**
  - 2.1 Situation ..... ESF 11-1
  - 2.2 Assumptions ..... ESF 11-2
  
- 3 Roles and Responsibilities of Tasked Agencies ..... ESF 11-2**
  
- 4 Concept of Operations ..... ESF 11-3**
  - 4.1 General ..... ESF 11-3
  - 4.2 EOC Activation ..... ESF 11-3
  - 4.3 EOC Operations ..... ESF 11-3
  - 4.4 Disabilities, Access and Functional Needs ..... ESF 11-4
  - 4.5 Coordination with Other ESFs ..... ESF 11-4
  
- 5 Direction and Control ..... ESF 11-4**
  
- 6 ESF Annex Development and Maintenance ..... ESF 11-4**
  
- 7 Appendices ..... ESF 11-4**
  - Appendix A ESF 11 Resources ..... ESF 11-5
  - Appendix B ESF 11 Responsibilities by Phase of Emergency Management.. ESF 11-7
  - Appendix C ESF 11 Representative Checklist ..... ESF 11-11

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ESF 11 Tasked Agencies	
<b>Primary County Agency</b>	Clackamas County Disaster Management (CCDM)
<b>Supporting County Agency</b>	Department of Health, Housing, and Human Services Department of Finance
<b>Community Partners</b>	American Red Cross Salvation Army
<b>State Agency</b>	Department of Human Services
<b>Federal Agency</b>	Department of Homeland Security/Federal Emergency Management Agency
*See Section 3 for more information about Tasked Agencies	

## 1 Introduction

### 1.1 Purpose

Emergency Support Function (ESF) 11 describes how the County will identify food and water (including ice) needs in the aftermath of a disaster or emergency; obtain these resources; and transport them to the impacted area.

### 1.2 Scope

Activities encompassed within the scope of ESF 11 include:

- Assessment of food and water needs for areas impacted by disaster.
- Identification of food and water resources.
- Storage of food and water resources.
- Monitoring the collection and sorting of all food and water supplies and establishing procedures to ensure that they are safe for consumption.
- Coordinating transportation of food and water resources to impacted areas.

### 1.3 Policies and Authorities

None at this time.

## 2 Situation and Assumptions

### 2.1 Situation

The County is faced with a number of hazards that may impact the availability of food and water for impacted communities. Considerations that should be taken into account when planning for and implementing ESF 11 activities include:

- A significant emergency or disaster may severely diminish food and water stores in a community.
- Communities without electricity for extended periods will lose the ability to refrigerate goods and household and supermarket supplies requiring cooling will spoil.

- Individuals and families will have varying emergency food and water supplies on hand.
- The heat of summer may exacerbate any existing issues as ambient air temperature will increase the rate of spoilage and increase the need to use ice.
- Damage to freshwater supplies and wastewater treatment systems may increase the risk of infection due to water borne illness and increase the demand for bottled water locally.
- Special needs populations may have special dietary restrictions on food and the preparation of meals.

## 2.2 Assumptions

ESF 11 is based on the following planning assumptions:

- The need for fresh food and water will likely overwhelm the County's local supply if electricity is not available for three or more days.
- Damage projection models will be used to calculate the number of people affected in order to assess the amount of emergency food and water needed to meet anticipated demand.
- The County will look to the U.S. Department of Agriculture (USDA), and State for guidance on quantity usage tables related to disaster food distribution.

## 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); or 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 food and water-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.

- In accordance with the Basic Plan and this ESF Annex, Clackamas County Disaster Management (CCDM) is responsible for coordinating food and water-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Requests for assistance with food and water will first be issued in accordance with established mutual aid agreements and once those resources have been exhausted, a request may be forwarded to the State Emergency Coordination Center (ECC).
- The County EOC will provide guidance for the coordination food and water resources.

### 4.2 EOC Activation

When a disaster occurs, CCDM may, based on the size and complexity of the incident, activate the County Emergency Operations Center (EOC) and assume the role of EOC Manager. The EOC Manager will establish communications 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 food and water-related activities.

### 4.3 EOC Operations

When food and water-related activities are staffed in the EOC, the appointed ESF 11 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 food and water.
- Share situation status updates related to food and water to inform development of the Situation Report.
- Participate in, and provide food and water-specific reports for, EOC briefings.
- Assist in development and communication of food and water-related actions to tasked agencies.
- Monitor ongoing food and water-related actions.
- Share food and water-related information with ESF 14 – Public Information, to ensure consistent public messaging.
- Coordinate food and water-related staffing to ensure the function can be staffed across operational periods.

#### 4.4 Disabilities, Access and Functional Needs

Provision of food and water-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 Coordination with Other ESFs

The following ESFs support food and water-related activities:

- **ESF 3 – Public Works.** Coordinate repair and restoration of the drinking water system with in the County.
- **ESF 6 – Mass Care.** Coordinate distribution of food and water supplies to impacted populations.
- **ESF 7 – Resource Support.** Identify food and water resources and coordinate staging of resources for distribution. Assist in transportation of food and water supplies to impacted areas.
- **ESF 8 – Health and Medical.** Ensure proper procedures are in place to ensure food and water safety.
- **ESF 15 – Volunteers and Donations Management.** Coordinate donated food and water supplies. Assist in the transportation of food and water supplies to impacted areas.
- **ESF 17 – Agriculture and Animal Protection.** Ensure the security of the County’s food system.
- **ESF 18 – Business and Industry.** Coordinate with private sector partners to support ESF 11 activities.

### 5 Direction and Control

To be developed.

### 6 ESF Annex Development and Maintenance

CCDM 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.

### 7 Appendices

- Appendix A – ESF 11 Resources
- Appendix B – ESF 11 Responsibilities by Phase of Emergency Management
- Appendix C – ESF 11 Representative Checklist



## Appendix A ESF 11 Resources

The following resources provide additional information regarding ESF 11-related issues at the local, state, and federal level:

### County

- None at this time.

### State

- Emergency Operations Plan
  - ESF 11 – Food and Water

### Federal

- National Response Framework
  - ESF 6 – Mass Care
- Food and Nutrition Service USDA Foods Program Disaster Manual (<https://www.fns.usda.gov/sites/default/files/FDDDisasterManual.pdf>)

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## Appendix B ESF 11 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for ESF 11 – Food and Water. 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 the food and water function. 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 11 include:

#### All Tasked Agencies

- Develop operational plans for ESF 11 activities.
- Participate in ESF 11-related trainings and exercises as appropriate.
- Work with local, regional, and state agencies to align planning efforts (e.g., identifying duplicate vendor agreements, Mutual Aid Agreements, common Point of Dispensation [POD] planning, etc.).

#### CCDM

- Coordinate regular review and update of the ESF 11 annex with supporting agencies.
- Facilitate collaborative planning to ensure County capability to support ESF 11 activities.
- Develop and maintain an Emergency Food and Water Plan for the County that includes procedures for addressing:
  - o Procuring food and water consumables.
  - o Transporting food and water consumables to and from the warehouse/staging area.
  - o Documenting the amounts food and water consumables provided to PODs and monitoring inventory status.
  - o Providing for the sustenance needs of persons with dietary restrictions (i.e., infants, diabetic persons, renal patients, hypertensive patients, liquid diets, vegetarians, persons with cultural sensitivities, etc.)
- Maintain operational capacity of the County EOC to and help ensure that staff are identified and adequately trained to fulfill the finance function in the County EOC to include tracking and use of assets utilized during food and water operations and activities.

### 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 11 include:

**All Tasked Agencies**

- Provide situational updates to the County EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the County EOC, when requested, to support ESF 11 activities.

**CCDM**

- Coordinate with the EOC Planning Section to identify unmet needs.
- Establish a Food and Water Branch in the County EOC if needed.
- Coordinate with community and faith-based partners to facilitate the distribution of donated relief supplies.
- Track the use of Food and Water resources through the EOC Finance Section.
- Through the State ECC, request support for volunteers and donations activities in coordination with ESF 15 – Volunteers and Donations.

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

- Work with the Public Information Officer and/or other ESF 14 representatives to craft public messaging surrounding the safety of the County's food and water supply (e.g., boil notices).
- Provide necessary inspections for food and water safety. Work with state agencies regarding the inspections and safety.

**American Red Cross**

- Assist in distribution of food and water supplies in coordination with mass care and shelter operations.

**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 11 include:

**All Tasked Agencies**

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.

**CCDM**

- Compile and keep all documentation collected relating to the management of activities related to the emergency provision of food and water.
- Coordinate 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 11 include:

**All Tasked Agencies**

- Participate in the hazard mitigation planning process for the County.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.

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**Appendix C ESF 11 Representative Checklist****Activation and Initial Actions**

- Report to the 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), EOC Action Plan, 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.





## **ESF 12 – Energy**

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# Table of Contents

- 1 Introduction ..... ESF 12-1**
  - 1.1 Purpose ..... ESF 12-1
  - 1.2 Scope ..... ESF 12-1
  - 1.3 Policies and Authorities ..... ESF 12-1
  
- 2 Situation and Assumptions ..... ESF 12-2**
  - 2.1 Situation ..... ESF 12-2
  - 2.2 Assumptions ..... ESF 12-2
  
- 3 Roles and Responsibilities of Tasked Agencies ..... ESF 12-3**
  
- 4 Concept of Operations ..... ESF 12-4**
  - 4.1 General ..... ESF 12-4
  - 4.2 EOC Activation ..... ESF 12-4
  - 4.3 EOC Operations ..... ESF 12-5
  - 4.4 Disabilities, and Access and Functional Needs ..... ESF 12-5
  - 4.5 Coordination with Other ESFs ..... ESF 12-5
  
- 5 Direction and Control ..... ESF 12-5**
  
- 6 ESF Annex Development and Maintenance ..... ESF 12-5**
  
- 7 Appendices ..... ESF 12-6**
  - Appendix A ESF 12 Resources ..... ESF 12-7
  - Appendix B ESF 12 Responsibilities by Phase of Emergency Management.. ESF 12-9
  - Appendix C ESF 12 Representative Checklist ..... ESF 12-13

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ESF 12 Tasked Agencies	
<b>Primary County Agency</b>	Clackamas County Disaster Management (CCDM)
<b>Supporting County Agency</b>	Department of Transportation and Development (DTD)
<b>Community Partners</b>	Area Utilities
<b>State Agency</b>	Oregon Department of Energy Public Utility Commission
<b>Federal Agency</b>	Department of Energy
*See Section 3 for more information about Tasked Agencies.	

## 1 Introduction

### 1.1 Purpose

Emergency Support Function (ESF) 12 describes how the County will coordinate plans, procedures, and resources to support response to and recovery from shortages and disruptions in the supply and delivery of energy during a major disaster or incident.

### 1.2 Scope

Activities encompassed within the scope of ESF 12 include:

- Coordinate with utilities operating in the County to ensure that the integrity of the supply systems is maintained during emergency situations and that any damages that may be incurred are repaired and services restored in an efficient and expedient manner afterward.
- Monitor and coordinate the availability of electric generating capacity and reserves, the availability and supply of natural gas, and the supply of generation fuels.
- Monitor and coordinate the restoration of utilizes for normal community functioning.
- Coordinate with private sector providers of energy and transportation fuels such as propane, fuel oil, diesel fuel, and gasoline.
- Assist Clackamas County departments and agencies in obtaining fuel for transportation, communications, emergency operations, and other critical functions.
- Help energy suppliers and utilities obtain equipment, specialized labor, and transportation to repair or restore energy systems.

### 1.3 Policies and Authorities

It is the policy of Clackamas County that all utilities, whether publicly or privately owned, be prepared to respond to needs caused by an emergency or disaster. The Clackamas County Department of Disaster Management (CCDM) may establish liaison with such utility providers to coordinate disaster and emergency needs and services.

The following policies and agreements are currently in place:

- Oregon Water/Wastewater Agency Response Network (ORWARN); ORWARN is composed of member utilities providing voluntary emergency assistance to each other.

ORWARN facilitates rapid and short-term deployment of emergency services in the form of personnel, equipment, and materials. Members in Clackamas County include:

- Oak Lodge Water District
- City of Wilsonville
- Rivergrove Water District
- Clackamas River Water
- Boring Water District No. 24
- City of Oregon City
- City of Molalla
- Mulino Water District No. 1
- City of West Linn
- South Fork Water Board
- Sunrise Water Authority
- City of Lake Oswego
- City of Sandy
- North Clackamas County Water Commission
- Clackamas County Water Environment Services

## 2 Situation and Assumptions

### 2.1 Situation

The County is faced with a number of hazards that may require the rapid assessment, repair, and support of energy-related services. Considerations that should be taken into account when planning for and implementing ESF 12 activities include:

- Emergencies, both natural and human-caused, can have significant effects on public and privately owned utilities in a community. The ability to quickly restore damaged water, power, natural gas, telephone, and sewer systems is essential to minimizing a disaster's impacts on the safety, public and environmental health, and economy of the area.
- The electrical power industry is organized into a network of public and private generation and distribution facilities. Through such networks, the electrical power industry has developed a capability to provide, reroute, and restore power under even the most extreme circumstances.
- A major disaster could destroy or disrupt all or a portion of the County's energy and utility systems.

### 2.2 Assumptions

ESF 12 is based on the following planning assumptions:

- A major disaster could destroy or damage portions of a region's energy and utility systems and disrupt local petroleum supplies.

- Widespread and possibly prolonged electric power failures could occur in a major disaster.
- The transportation and telecommunications infrastructures will be affected.
- Delays in the production, refining, and delivery of petroleum-based products may occur as a result of transportation infrastructure problems and loss of commercial power.
- There may be extensive distribution failure in water, wastewater, and gas utilities. These may take hours, days, or even weeks to repair.
- There may be panic hoarding of fuel in areas served by severed pipelines or by individuals from neighboring jurisdictions where shortages have occurred.
- Natural gas lines may break, causing fire, danger of explosion, or health hazards such as inhalation of toxic substances.
- Water pressure may be low, hampering firefighting and impairing sewer system function.
- County departments (i.e. Water Environment Services (WES)), under an emergency proclamation, will require the authority to enter private property to evaluate and shut off utilities that jeopardize public and private property or threaten public health, safety, or the environment. It is preferred that county agencies coordinate with utilities as needed to evaluate shut off.
- Fire districts will coordinate with water providers as needed to shut off water.

### 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 non-profit organizations); the organization receives formalized tasking by governmental agencies (e.g., American Red Cross); or 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 ESF 12-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.

- In accordance with the Basic Plan and this ESF Annex, the CCDM is responsible for overseeing ESF 12-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Requests for assistance with energy-related activities will first be issued in accordance with established mutual aid agreements and once those resources have been exhausted, a request may be forwarded to the State Emergency Coordination Center (ECC).
- The County Emergency Operations Center (EOC) will provide guidance for the coordination ESF 12 resources.
- It is expected that public and private utility providers, such as those providing power, water, natural gas, petroleum, sanitation, or communications services, will develop internal organizational procedures to guide operations during and after a major incident. These procedures should facilitate the basic assessment of what happened, what can be done about it, and what is needed. If appropriate, this information should be provided to the County EOC as soon as possible.
- Contact with utility providers may be established by the EOC to coordinate resources, establish priorities, assess and document damages, and provide information to the public. The EOC may initiate information programs to keep the public informed of utility status and any restrictions in supply.
- Utility providers will be invited to send a liaison to the County EOC to facilitate coordination between agencies.
- Requests for assistance are primarily made by utility providers through existing mutual aid agreements with other providers. The EOC may assist with coordinating outside resources, upon request.
- CCDM may advise public utilities operating in Clackamas County of any emergency restrictions or operating policies established by County government. CCDM may also coordinate with the State OEM.

### 4.2 EOC Activation

When a disaster occurs, CCDM 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 communications 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 and community partners 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 ESF 12-related activities.



### 4.3 EOC Operations

When ESF 12-related activities are staffed in the EOC, the CCDM 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 energy.
- Share situation status updates related to energy to inform development of Situation Reports.
- Participate in, and provide energy-specific reports for, EOC briefings.
- Assist in development and communication of ESF 12-related actions to tasked agencies.
- Monitor ongoing ESF 12-related actions.
- Share ESF 12-related information with ESF 14, Public Information, to ensure consistent public messaging.
- Coordinate ESF 12-related staffing to ensure the function can be staffed across operational periods.

### 4.4 Disabilities, and Access and Functional Needs

Provision of ESF 12-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 Coordination with Other ESFs

The following ESFs support ESF 12-related activities:

- **Transportation (ESF 1):** Identify impacts to the County's transportation infrastructure and develop priorities for repair and restoration.
- **Communications (ESF 2):** Identify impacts to the County's communication infrastructure and develop priorities for repair and restoration.
- **Public Information (ESF 14):** Provide situation status updates and subject matter expertise to inform development of public messaging.
- **Business and Industry (ESF 18):** Coordinate with private sector partners to support ESF 12 activities.

## 5 Direction and Control

To be developed.

## 6 ESF Annex Development and Maintenance

CCDM 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.

## 7 Appendices

- Appendix A – ESF 12 Resources
- Appendix B – ESF 12 Responsibilities by Phase of Emergency Management
- Appendix C – ESF 12 Representative Checklist

## Appendix A ESF 12 Resources

The following resources provide additional information regarding ESF 12 and energy related issues at the local, state, and federal level:

### County

- None at this time.

### State

- Emergency Operations Plan
  - ESF 12 – Energy
- Energy Assurance Plan

### Federal

- National Response Framework
  - ESF 12 – Energy

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## Appendix B ESF 12 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for ESF 12 – Energy. 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 the volunteers and donations function. 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 12 include:

#### All Tasked Agencies

- Develop operational plans for ESF 12 activities.
- Participate in ESF 12 related trainings and exercises as appropriate.

#### CCDM

- Maintain operational capacity of the County EOC to support energy-related activities.
- Maintain liaison with local utilities, including the ability to contact them on a 24-hour-a-day basis.
- Work to pre-identify DAFN populations that require energy-related support including home dialysis and oxygen patients as well as healthcare facilities for priority restoration.

#### DTD

- Coordinate regular review and update of the ESF 12 annex with supporting agencies.
- Facilitate collaborative planning to ensure County capability to support ESF 12 activities.
- Procure and maintain sources of backup power and fuel including emergency generators.
- Pre-identify public works and debris clearance priorities that will support restoration of lifeline utilities.

#### Water and Waste Management (Municipal Utilities and Private Purveyors)

- Maintain and control water, sewer, and solid waste systems within their jurisdictions.

#### Other Utility Providers

- Develop response and restoration plans to ensure lifeline utilities are restored as quickly as possible after a disruption.
- Establish an emergency management organization that is able to establish communication with the County EOC.

## 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 12 include:

### All Tasked Agencies

- Provide situational updates to the 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 12 activities.

### CCDM

- Coordinate with the EOC Planning Section to determine the status of the County's energy infrastructure.
- Coordinate with area utility partners to facilitate the efficient restoration of lifeline utilities.
- Monitor the status of lifeline utilities and provide situation status updates to the County Public Information Officer to inform public messaging.
- Assist county and community partners with obtaining fuel in support of emergency operations.
- Request support for energy-related activities through the State ECC.

### DTD

- Coordinate public works and debris clearance activities to support restoration of lifeline utilities.
- Ensure appropriate backup power sources and fuel supplies are available to support County emergency operations.

### Water and Waste Management (Municipal Utilities and Private Purveyors)

- Perform damage assessment on systems and identify problems or shortfalls in water supply. Report findings to the Emergency Operations Center (EOC).
- Regulate water and utility usage in times of shortages, as appropriate, assuring priority use set to meet immediate and essential emergency needs.
- Within available means, protect existing water supplies and restore damaged systems.
- Prepare appropriate disaster assistance forms for submission to appropriate state and federal agencies.

### Other Utility Providers

- Continue to operate in the tradition of self-help and inter-service mutual aid before calling for area, regional, or state assistance.
- Comply with the prevailing priority systems relating to curtailment of customer demands or loads, restoration of services, and provision of emergency services for other utilities and systems.

- In conjunction with the EOC Operations Section, determine priorities among users if adequate utility supply is not available to meet all essential needs.
- Assess the affected areas to determine operational priorities and emergency repair procedures with utility field personnel.
- Repair and restore lifeline utilities.
- Report status of utility systems to the County EOC.
- Provide information necessary for compiling damage and operational capability reports.

## 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 12 include:

### All Tasked Agencies

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.
- Participate in all after-action activities and implement corrective actions as appropriate.

## Mitigation

Mitigation activities take place **before and after** an emergency occurs and 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 12 include:

### All Tasked Agencies

- Participate in the hazard mitigation planning process for the County.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.

### Water and Waste Management (Municipal Utilities and Private Purveyors)

- Identify potential areas for mitigation strategy.
- Conduct repair and restoration activities in a manner to reduce the likelihood and severity of future damages and enhance community resiliency.

### Other Utility Providers

- Conduct repair and restoration activities in a manner to reduce the likelihood and severity of future damages and enhance community resiliency.

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**Appendix C ESF 12 Representative Checklist****Activation and Initial Actions**

- Report to the 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), EOC Action Plan (IAP), 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.



## **ESF 13 – Military Support**

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# Table of Contents

- 1 Introduction ..... ESF 13-1**
  - 1.1 Purpose ..... ESF 13-1
  - 1.2 Scope ..... ESF 13-1
  - 1.3 Policies and Authorities ..... ESF 13-1
  
- 2 Situation and Assumptions ..... ESF 13-1**
  - 2.1 Situation ..... ESF 13-1
  - 2.2 Assumptions ..... ESF 13-2
  
- 3 Roles and Responsibilities of Tasked Agencies ..... ESF 13-2**
  
- 4 Concept of Operations ..... ESF 13-2**
  - 4.1 General ..... ESF 13-2
  - 4.2 Military Support ..... ESF 13-3
  - 4.3 Coordination with Other ESFs ..... ESF 13-3
  
- 5 Direction and Control ..... ESF 13-4**
  
- 6 ESF Annex Development and Maintenance ..... ESF 13-4**
  
- 7 Appendices ..... ESF 13-4**
  - Appendix A ESF 13 Resources ..... ESF 13-5
  - Appendix B ESF 13 Responsibilities by Phase of Emergency Management.. ESF 13-7
  - Appendix C ESF 13 Representative Checklist ..... ESF 13-9

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ESF 13 Tasked Agencies	
<b>Primary County Agency</b>	Clackamas County Department of Disaster Management (CCDM)
<b>Supporting County Agency</b>	Sheriff's Office
<b>Community Partners</b>	None at this time
<b>State Agency</b>	Oregon Military Department
<b>Federal Agency</b>	Department of Defense
*See Section 3 for more information about Tasked Agencies.	

## 1 Introduction

### 1.1 Purpose

Emergency Support Function (ESF) 13 is intended to create awareness regarding the State's coordination of military support to civil authorities in times of emergency.

*See the State of Oregon's ESF 13 – Military Support for more information.*

### 1.2 Scope

Activities encompassed within the scope of ESF 13 include awareness of Oregon National Guard (Guard) forces and military resources that may be called in to assist civil authorities with the protection of life and property, and to maintain peace, order, and public safety.

### 1.3 Policies and Authorities

None at this time.

## 2 Situation and Assumptions

### 2.1 Situation

The County is faced with a number of hazards that may require support to civil authorities by the Guard. Considerations that should be taken into account when planning for and implementing ESF 13 activities include:

- A significant disaster or emergency event may result in widespread damage to existing civil infrastructure and displace great numbers of people thus requiring a rapid, self-contained, self-sufficient deployment of skilled personnel and equipment.
- The National Guard is the only U.S. military force that operates across both state and federal responses, leveraging State Active Duty (SAD), Full-Time National Guard Duty (Title 32), and Active Duty (Title 10) personnel. While SAD, Title 32, and Title 10 are different statuses and roles, they provide mutually supporting capability.
- When Army National Guard units are not under federal control, the Governor is the commander-in-chief of the State of Oregon. The Guard is supervised by the Adjutant General of the state who also serves as the Director or Commanding General of the State military forces.

- The Governor can activate National Guard personnel to SAD in response to natural or man-made disasters or Homeland Defense missions.

## 2.2 Assumptions

ESF 13 is based on the following planning assumptions:

- Guard assets are available for state missions. It is understood that the Federal wartime mission of all Department of Defense assets takes priority over state missions. If the Guard is federalized it will not be available for state tasking.
- Post-disaster impact/needs assessments are an ongoing process as needs cannot be fully determined in the initial response phase of a major disaster.

## 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 ESF 13-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.



## 4.2 Military Support

The Oregon Military Department is the headquarters for the Army and the Air National Guard and supervises all matters pertaining to personnel administration, support, and logistical support of the Guard, State Defense Force, OEM, and all state-owned or leased armories, posts, camps, military reservations and rifle ranges.

Guard units are trained and equipped to aid in providing law enforcement, medical care, traffic control, firefighting support, resource distribution, potable water transportation, mass feeding of disaster victims, establishing communications networks with fixed and mobile radios, providing aerial surveillance of a disaster area, and the provision of limited electric power from portable generators. The Guard may also assist in search and rescue, lifesaving, and air ambulance missions.

In peacetime, the Guard is under the command of the Governor with its active command and administration vested in the Adjutant General. When directed by the Governor through a declaration of a State of Emergency, the Guard may be placed in a state of Active Duty status, with the state bearing financial responsibility for the committed forces to include wages, fuel, equipment maintenance, and other expenses.

It is the policy of the Governor and the Adjutant General to mobilize only those Guard resources necessary to respond to the emergency situation.

The Oregon Military Department operates a Joint Operations Center that controls the response activities of all Guard units. Oregon Military Department maintains a presence in the State Emergency Coordination Center (ECC) whenever the ECC is activated.

Specific emergency management restrictions:

- No State agency or local jurisdiction may employ Guard assets without the State ECC approval. The exception to this rule is that area Commanders may render immediate aid to save lives and protect property under circumstances outlined in National Guard Regulation 500-1, Military Support to Civil Authorities.
- In general terms, Guard assets may be deployed under the following conditions:
  - The situation is beyond the control of local authorities and formal assistance has been requested through the declaration process.
  - Requested resources are not available from commercial sources and are deployed to supplement, not replace, local efforts.
  - Assistance is limited to those tasks that the Guard can accomplish more effectively or efficiently than another State agency.
- Guard resources specifically requested by State agencies or local jurisdictions will generally be provided on a cost reimbursable basis.

## 4.3 Coordination with Other ESFs

The following ESFs support ESF 13-related activities:

**ESF 13. Military Support**

- **ESF 1 – Transportation.** Assist in transportation of military personnel to impacted areas.
- **ESF 2 – Communications.** Augment communications resources.
- **ESF 3 – Public Works.** Assist in damage assessment, debris management, and infrastructure restoration.
- **ESF 10 – Hazardous Materials.** Provide support for Chemical, Biological, Radiological, Nuclear, and Explosive (CBRNE) incidents.
- **ESF 16 – Law Enforcement.** Provide support for law enforcement agencies.

## 5 Direction and Control

To be developed.

## 6 ESF Annex Development and Maintenance

The Sheriff's Office 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.

## 7 Appendices

- Appendix A – ESF 13 Resources
  - Attachment 1 – Military Support Overview
- Appendix B – ESF 13 Responsibilities by Phase of Emergency Management
- Appendix C – ESF 13 Representative Checklist

## Appendix A ESF 13 Resources

The following resources provide additional information regarding ESF 13 and military support related issues at the local, state, and federal level:

### County

- None at this time.

### State

- Emergency Operations Plan
  - ESF 13 – Military Support

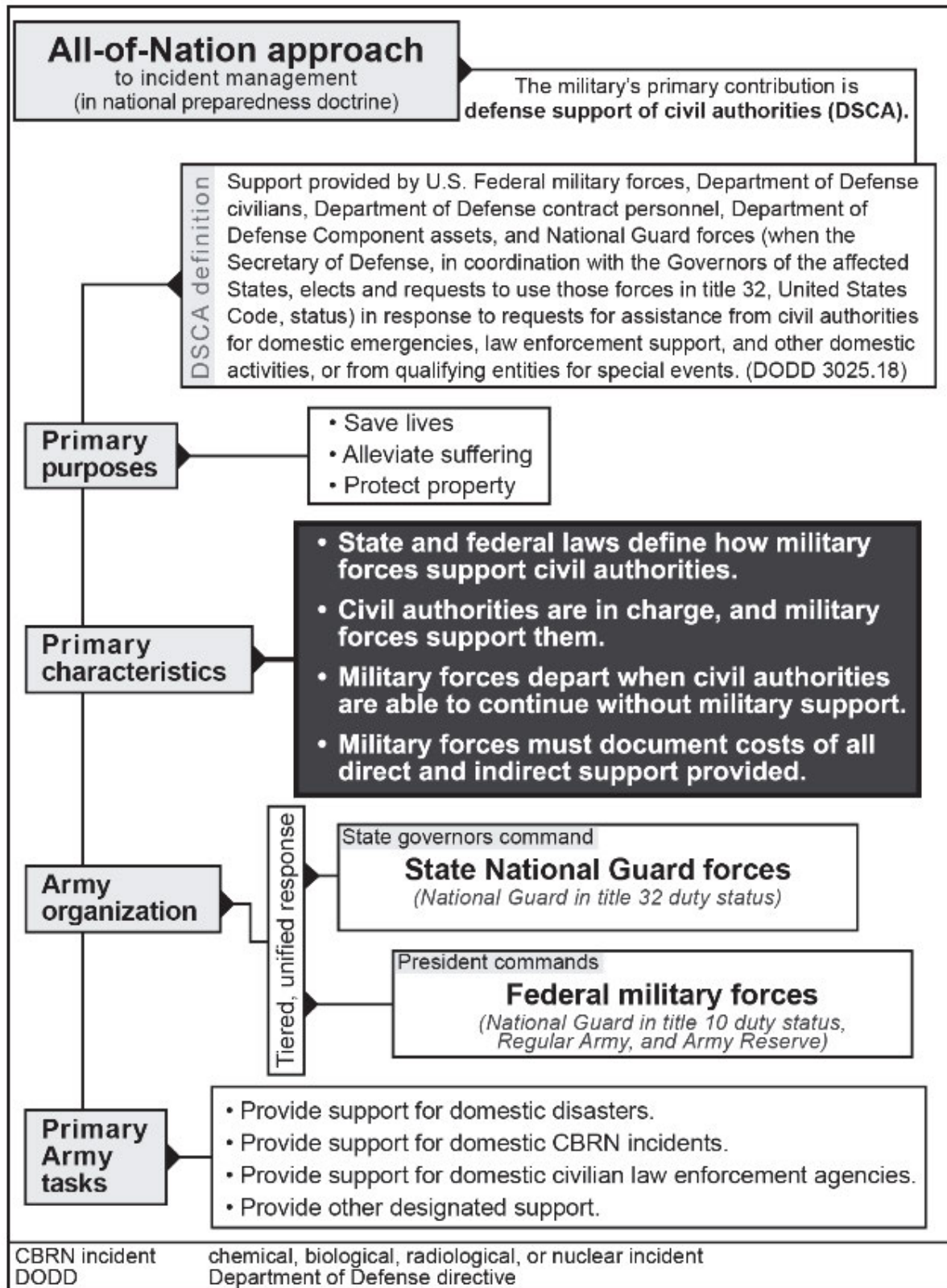
### Federal

- Legislation
  - Posse Comitatus Act (Title 18, U.S. Code, Section 1385)
- National Response Framework
- National Incident Management System

### Nonprofit Non-governmental Organization

- National Emergency Management Association
  - State Emergency Management Agency Handbook

Appendix A, Attachment 1 Military Support Overview



## Appendix B ESF 13 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for ESF 13 – Military Support. 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 the volunteers and donations function. 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 13 include:

#### All Tasked Agencies

- Develop operational plans for ESF 13 activities.
- Participate in ESF 13 related trainings and exercises as appropriate.

#### CCDM

- Maintain operational capacity of the County Emergency Operations Center (EOC) to support the integration, direction, and control of the Oregon National Guard during emergency response operations.

### 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 13 include:

#### All Tasked Agencies

- Provide situational updates to the 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 13 activities.

#### CCDM

- Coordinate with the EOC Planning Section to determine the operational status and posture of National Guard assets.
- Establish a Military Support Branch in the County EOC if needed.
- Request support for military-related activities through the State ECC.

**Oregon Military Department**

- Work in concert with local emergency management and other local level officials to maintain local level operational control of incident response activities.

**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 13 include:

**All Tasked Agencies**

- Demobilize response activities.
- Participate in all after-action activities and implement corrective actions as appropriate.

**Mitigation**

Mitigation activities take place **before and after** an emergency occurs and 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 13 include:

**All Tasked Agencies**

- Participate in the hazard mitigation planning process for the County.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.

**Appendix C ESF 13 Representative Checklist****Activation and Initial Actions**

- Report to the 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), EOC Action Plan, 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.





## **ESF 14 – Public Information**

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# Table of Contents

- 1 Introduction ..... ESF 14-1**
  - 1.1 Purpose ..... ESF 14-1
  - 1.2 Scope ..... ESF 14-1
  - 1.3 Policies and Authorities ..... ESF 14-1
  
- 2 Situation and Assumptions ..... ESF 14-1**
  - 2.1 Situation ..... ESF 14-1
  - 2.2 Assumptions ..... ESF 14-2
  
- 3 Roles and Responsibilities of Tasked Agencies ..... ESF 14-3**
  
- 4 Concept of Operations ..... ESF 14-3**
  - 4.1 General ..... ESF 14-3
  - 4.2 EOC Activation ..... ESF 14-4
  - 4.3 EOC Operations ..... ESF 14-4
  - 4.4 Disabilities, and Access and Functional Needs Populations ..... ESF 14-4
  - 4.5 Joint Information System ..... ESF 14-5
  - 4.6 Working with the Media ..... ESF 14-5
  - 4.7 Alert and Warning ..... ESF 14-6
  - 4.8 Dissemination of Ongoing Emergency Public Information ..... ESF 14-7
  - 4.9 Coordination with Other ESFs ..... ESF 14-8
  
- 5 Direction and Control ..... ESF 14-8**
  - 5.1 Cities ..... ESF 14-8
  - 5.2 County ..... ESF 14-8
  - 5.3 Special Districts ..... ESF 14-8
  - 5.4 Regional ..... ESF 14-9
  - 5.5 State and Federal Assistance ..... ESF 14-9
  
- 6 ESF Annex Development and Maintenance ..... ESF 14-9**
  
- 7 Appendices ..... ESF 14-9**
  - Appendix A ESF 14 Resources ..... ESF 14-11
  - Appendix B ESF 14 Responsibilities by Phase of Emergency Management ..... ESF 14-13
  - Appendix C ESF 14 Representative Checklist ..... ESF 14-17

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ESF 14 Tasked Agencies	
<b>Primary County Agency</b>	Public and Governmental Affairs (PGA)
<b>Supporting County Agency</b>	Clackamas County Communications (C-COM) Clackamas County Disaster Management (CCDM)
<b>Community Partners</b>	Local media (print, television, and electronic) Washington County Consolidated Communications Agency (WCCCA) Lake Oswego Communications (LOCOM)
<b>State Agency</b>	Oregon Office of Emergency Management
<b>Federal Agency</b>	Department of Homeland Security/Federal Emergency Management Agency
<i>*See Section 3 for more information about Tasked Agencies.</i>	

## 1 Introduction

### 1.1 Purpose

Emergency Support Function (ESF) 14 describes how the County will disseminate information to the public and other partners during times of emergency (e.g., evacuation/shelter-in-place orders, water boil notices, emergency sheltering information, situational awareness notifications, etc.).

### 1.2 Scope

Activities encompassed within the scope of ESF 14 include:

- Support County departments and local and tribal partners in the timely and accurate dissemination of information to the public, the media, and the private sector.
- Support the development of consistent and accurate messaging.

### 1.3 Policies and Authorities

None at this time.

## 2 Situation and Assumptions

### 2.1 Situation

The County is faced with a number of hazards that may necessitate the dissemination of information to the public and other partners. Considerations that should be taken into account when planning for and implementing ESF 14 activities include:

- The ability to disseminate information to the public during a disaster can be hampered by a variety of things including power outages and damage to telecommunication infrastructure.
- Providing information to the public during a disaster or emergency event can be crucial in reducing the mortality rate and avoiding panic situations. It can also reduce the effect of

secondary threats or cascading impacts so that the public is able to take preventative measures.

- The Emergency Alert System (EAS) is the principal method for the dissemination of emergency warnings and providing instruction to the public. This system relies on telecommunication infrastructure which can be damaged or destroyed during a large scale emergency.

During emergencies, Public and Government Affairs (PGA) is responsible for the County Public Information Officer (PIO) function and coordinates with Clackamas County Disaster Management (CCDM), On-Scene Command, and Emergency Operations Center (EOC) staff to deliver timely and accurate emergency public information to inform the community, minimize confusion, recommend protective measures, and quell rumors. EOC Command and the lead PIO jointly identify incident-specific emergency public information objectives, and the lead PIO activates the County Joint Information Center (JIC), as appropriate or as needed, to perform those functions necessary to achieve the designated information objectives.

Clackamas County will use all available communication methods to provide timely and consistent information to County officials and employees, individuals with disabilities and others with access and functional needs, citizens at large, cities, and neighboring jurisdictions.

PGA will partner with print and electronic media to get emergency information to its target audience. Electronic media enable rapid public notification of impending threats and recommended protective actions. Print media provide more detailed information for slowly developing threats and extended emergency response and recovery activities.

## 2.2 Assumptions

ESF 14 is based on the following planning assumptions:

- Emergencies and disasters may occur without warning at any time of day or night and may cause mass casualties.
- A public education and information program will help save lives and property during emergencies and disasters if the public knows how to prepare for them.
- In an emergency situation, the public will demand information about the emergency and the protective actions being taken.
- Local print and broadcast media will cooperate in broadcasting, publishing, and posting on the web detailed disaster-related instructions for the public.
- Normal means of communications in the affected areas may be either destroyed or largely incapacitated; therefore, only limited and incomplete information is anticipated from the disaster area until communications can be restored.
- Responding agencies will provide information to reduce public concerns about the incident and response activities.
- Sufficient numbers of trained support personnel will be available to help coordinate public information and interface with the media and appropriate agencies.
- Demands for information from media outside the jurisdiction will be significantly increased in a disaster.
- Rumors often abound and information is usually sketchy at best. It may be hours before officials know the facts. Rumor control procedures will be directed by the designated

County PIOs and will help limit incorrect information from affecting emergency response activities.

- The County PIOs maintain a listing of media contacts and EAS networks and rely on those contacts and networks for the dissemination of emergency public information.
- In a major emergency or disaster a JIC may be set up to help facilitate the information flow between agencies and the general public.
- Information is one of the first casualties of a disaster. The lack of information or contradictory information may cause confusion. The public may accept as valid rumors, hearsay, and inaccurate information that may cause unnecessary fear and confusion.

### 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

PIOs conduct public information activities every day, usually in an agency or jurisdiction specific role (e.g., representing fire or law enforcement agencies or city officials). Field PIOs report directly to On-Scene Command, and the EOC lead PIO reports directly to EOC Command. The lead PIO staffs and operates a JIC comprised of PIO representatives from participating agencies and organizations, with staffing requirements based on incident specific need.

PIOs must obtain EOC Command approval prior to the release of any incident information.

All ESF 14-related activities will be performed in a manner consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

- In accordance with the Basic Plan and this ESF Annex, PGA is responsible for coordinating ESF 14-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Requests for assistance with public information will first be issued in accordance with established mutual aid agreements and once those resources have been exhausted, a request may be forwarded to the State Emergency Coordination Center.
- The County EOC will provide guidance for the coordination of public information resources.

## 4.2 EOC Activation

When a disaster occurs, CCDM may, based on the size and complexity of the incident, activate the County EOC and assume the role of EOC Command. The EOC Command will establish communications 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 Agency listed in this ESF. The Primary County Agency 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 ESF 14-related activities.

## 4.3 EOC Operations

When ESF 14-related activities are staffed in the EOC, the PGA representative will be responsible for the following:

- Serve as a liaison officer with supporting agencies and community partners.
- Provide a primary entry point for situational information related to public information.
- Share situation status updates related to public information to inform development of the Situation Report.
- Participate in, and provide ESF 14-specific reports for, EOC briefings.
- Assist in development and communication of ESF 14-related actions to tasked agencies.
- Monitor ongoing ESF 14-related actions.
- Coordinate ESF 14-related staffing to ensure the function can be staffed across operational periods.

## 4.4 Disabilities, and Access and Functional Needs Populations

The PIO coordinates information outreach activities to the disabled and access and functional needs (DAFN) populations with agencies/organizations that have an ongoing relationship with



these groups and service their functional needs on a day-to-day basis. These organizations assist in disseminating alert and warning and ongoing emergency information to the elderly, hearing or vision impaired, non-English-speaking, homeless, and citizens with physical or mental challenges, or homebound or with other access or functional needs. Clackamas County Communications (C-COM), Lake Oswego Communications (LOCOM), and Washington County Consolidated Communications Agency (WCCCA) have TTY/TDD capability, text to 9-1-1 and access to language line services for communicating with non-English-speaking individuals on a one at a time basis (not a wholesale notification method). The Clackamas County Emergency Notification System (CCENS) can transmit Baudot tones to generate notifications to deaf or hard of hearing individuals.

The Department of Health, Housing, and Human Services (H3S) is the County point of contact for information on contacting clients, functional needs facilities, and alternative methods of reaching functional needs populations.

## 4.5 Joint Information System

Providing timely and accurate public information during a major emergency or disaster of any nature is critical to the overall response efforts. A Joint Information System (JIS) will be implemented in conjunction with the Incident Command System (ICS), and a local and/or regional JIC will be established under Unified Command. During a regional or statewide emergency, the County will ensure that procedures are coordinated with those implemented by State and regional PIOs.

Depending on the size and nature of an incident, the JIC may be co-located with an existing EOC/command post or could be designated as an independent facility. A lead PIO, representing the lead agency for the response, will be assigned to the incident and will maintain the following responsibilities:

- Coordinate information-sharing among the larger PIO network.
- Develop and distribute materials to the general public and media partners.
- Implement information clearance processes set by EOC Command.
- Schedule media briefings in a designated location away from the EOC and other emergency operations.

## 4.6 Working with the Media

### 4.6.1 Media Briefing Facilities

During a major emergency or disaster, media briefing areas may be established in a facility that is capable of handling them.

### 4.6.2 Media Access to the Scene

- In cooperation with the EOC and the Safety Officer, the on-scene Incident Commander may allow media representatives restricted access to the scene, accompanied by a member of the Public Information staff. This should be done with consideration for the safety of media personnel, the impact on response, and the wishes and concerns of the victims.

- If it is not safe or practical to admit all media representatives to the scene, a media “pool” may be created, in which media representatives select one camera crew to take video footage for all. If even such controlled access is impractical, a “staged” photo opportunity to tape response vehicles or support activities may satisfy the media’s need for video footage.
- Response personnel must be protected from unwanted media intrusion. Off-shift personnel should be provided uninterrupted rest. It may be necessary to provide security to facilities where response personnel are housed and disconnect the telephones to ensure privacy.
- Victims and families should be provided access to public officials without having to face media, as appropriate.
- The media may be allowed access to response personnel, at the discretion of the on-scene Incident Commander, only if such an interview does not interfere with response efforts.
- Response personnel will not comment on the incident without the consent of the Incident Commander. Inquiries should be directed to the designated PIO, with approval of the EOC Command and the department of jurisdiction.

## 4.7 Alert and Warning

Local, State, and/or federal authorities may issue alert and warning messages to warn officials, County employees, residents, neighboring jurisdictions, and others of an impending emergency or disaster. C-COM is the 24/7 Warning Point for the County. When C-COM receives warning of severe weather or other potential hazards, it notifies appropriate officials, such as CCDM, law enforcement, fire, and emergency medical responders in the field and the on-call PGA information officer.

### 4.1 National Warning System

The National Warning System (NAWAS) is a government-to-government warning system that connects the National Warning Center 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.

#### 4.7.2 Emergency Alert System

The County uses EAS when a life-threatening hazard requires immediate protective actions, 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. The EAS may be activated by C-COM or CCDM. See the EAS activation protocol provided in the EOC library.

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.

#### 4.7.3 Sirens

Clackamas County does not have a County-wide siren warning system. Vehicles with sirens may be used to get the public’s attention in localized emergencies.

#### 4.7.4 Mobile Public Address Systems

Most police and fire vehicles are equipped with public address systems that may be used to warn the public in localized emergencies.

#### 4.7.5 Door-to-Door Warning

Door-to-door warning may be required in some emergencies, especially when actions such as evacuation are necessary. Emergency responders and other agency workers or volunteers may visit individual households, apartments, or structures to provide emergency information/instructions.

#### 4.7.6 Telephone Warning – Community Notification System

The County may use CCENS to warn the public in areas at risk. Messages will inform citizens of the incident and the protective actions they should take.

#### 4.7.7 County Website

The County will post warning and ongoing emergency information on the County website at [www.clackamas.us/dm/](http://www.clackamas.us/dm/)

#### 4.7.8 Internal Employee Notification System

PGA uses an Internal Employee Notification System to provide emergency information to county employees, including

- **In-house hotline:** Employees call a pre-designated phone number for recorded emergency information messages.
- **Countywide e-mail:** PGA sends an e-mail message simultaneously to all personnel in the system.
- **Countywide voice mail:** PGA transmits emergency information to all employees on the voice-mail system.
- **Countywide fax:** PGA transmits emergency information to all county fax machines.
- **Courier service:** PGA may also use couriers to deliver emergency information.

The PIO Handbook provided in the EOC library provides detailed instructions for activating the Internal Emergency Notification System.

### 4.8 Dissemination of Ongoing Emergency Public Information

The PIO is responsible for:

- Collecting, coordinating, and disseminating emergency information.
- Advising on-scene and EOC Command on information and media issues.
- Advising County officials.
- Responding to media and public inquiries.
- Using an established JIS structure and procedures to coordinate incident information.
- Staffing the JIC based on incident-specific needs.

The PIO may use the Public Inquiry Center, if activated, to assist in preventing or correcting public misinformation about an incident. The PIO will coordinate with EOC staff to identify a single telephone number for the public to call for emergency information. This line is staffed by

call-takers trained to handle citizen calls and knowledgeable about current incident status. Clackamas County also has cable television and internet web teams that post information on their respective media.

## 4.9 Coordination with Other ESFs

The following ESFs support ESF 14-related activities:

- **All ESFs.** All functions will provide situation status updates and subject matter expertise to inform development of public messaging as well as disseminate approved messaging.

## 5 Direction and Control

### 5.1 Cities

Cities have primary responsibility for warning residents of hazards. When time permits, cities should coordinate emergency public information activities with the county EOC PIO/JIC. If urgency precludes prior coordination, they should advise the EOC PIO/JIC as soon as practical of the emergency situation and the public information released to their citizens.

Cities are encouraged to develop a local JIS/JIC system to coordinate emergency public information activities with the County and neighboring cities.

### 5.2 County

On-Scene Command performs emergency public information functions unless a PIO has been designated. Normally, the lead fire or law enforcement agency provides the on-scene PIO.

During EOC activation, CCDM will request that PGA staff the EOC PIO position that reports directly to EOC Command. The PIO will coordinate incident information with all agencies and jurisdictions involved in the incident, following Clackamas County JIS Plan guidelines. A copy of the JIS Plan is available in the PIO Handbook provided in the EOC library.

The EOC PIO will determine the level of EOC JIC staffing required to manage incident-specific emergency public information that may range from a single information officer on scene to a full activation of the county JIC. Initial configuration of the EOC JIC is normally two shifts, comprising one lead PIO, one media monitor, and one or more writers and news gatherers.

The PIO will ensure that all incident-related information—including media releases, advisories, public service announcements, public education pieces, talking points, and any other information created for public or government consumption—is approved by On-Scene or EOC Command before it is released.

### 5.3 Special Districts

During incidents impacting their area of responsibility or services, special districts are expected, when requested, to assign a PIO representative to the EOC JIC.

## 5.4 Regional

The Regional Disaster Preparedness Organization has developed a regional JIS/JIC concept of operations.

Clackamas County is a participant in the Inter-County Omnibus Mutual Aid Agreement, which provides a framework for counties to request mutual aid from each other in emergencies. A copy of the agreement and updated information regarding 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

Clackamas County PIOs will coordinate with their counterparts at the State and Federal level, sharing incident information at all levels on a regular basis. The County PIO will integrate state and federal emergency public information activities into the county JIS/JIC.

## 6 ESF Annex Development and Maintenance

PGA 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.

## 7 Appendices

- Appendix A – ESF 14 Resources
- Appendix B – ESF 14 Responsibilities by Phase of Emergency Management
- Appendix C – ESF 14 Representative Checklist

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## Appendix A ESF 14 Resources

The following resources provide additional information regarding ESF 14 public information related issues at the local, state, and federal level:

### County

- Emergency Operations Plan
  - ESF 2 – Communications
- PIO Handbook/JIS Plan (For Official Use Only)
- EAS Activation Protocol (For Official Use Only)
- C-COM/CCDM Community Alerting System Policy

### State

- Emergency Operations Plan
  - ESF 2 – Communications
  - ESF 14 – Public Information

### Federal

- National Response Framework
  - ESF 2 – Communications
  - ESF 15 – External Affairs
- Federal Integrated Public Alert and Warning System

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## Appendix B ESF 14 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for ESF 14 – Public Information. 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 the volunteers and donations function. 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 14 include:

#### All Tasked Agencies

- Develop operational plans for ESF 14 activities.
- Participate in ESF 14 related trainings and exercises as appropriate.

#### PGA

- Coordinate regular review and update of the ESF 14 annex with supporting agencies.
- Participate in required trainings and exercises to develop the skill-sets required to effectively serve as the jurisdiction's PIO.
- Coordinate and operate a JIC to support the coordination of public messaging amongst multiple response partners.
- Maintain a media contact roster.
- Facilitate collaborative planning to ensure the County's capability to support ESF 14 activities.
- Develop pre-scripted warning messages for known hazards, in conjunction with CCDM.

#### CCDM

- Maintain operational capacity of the County EOC to support public information activities.
- Develop pre-scripted warning messages for known hazards, in conjunction with PGA.
- Develop methods for distribution of materials to the public, including materials for non-English-speaking groups, if appropriate.
- Establish and maintain systems to support public information.

### 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 14 include:

**All Tasked Agencies**

- Provide situational updates to the County EOC, as required, to allow for the development of timely and accurate public messaging.
- Provide a representative to the County EOC, when requested, to support ESF 14 activities.

**PGA**

- Serve as the lead/EOC PIO.
- Advise On-Scene and EOC Command on all public information issues.
- Coordinate timely, consistent information with participating agencies and jurisdictions.
- Provide staff for field PIO and JIC activities.
- Develop and operate the JIS.
- Prepare and obtain EOC Command approval for all incident information releases sent to media, employees, and city and regional partners.
- Keep employees and the public updated on incident status.

**C-COM**

- Serve as the County Warning Point for receiving and disseminating warning information and notifying appropriate officials.
- Provide Public Safety Answering Point (PSAP) back-up services to LOCOM.
- Operate as one of two PSAPs in the County system.
- Operate CCENS.
- Activate the Emergency Alert System (EAS) for Clackamas County in conjunction with CCDM.

**LOCOM**

- Provide PSAP back-up services to C-COM.
- Back up C-COM as the County Warning Point.
- Operate the Code Red community notification system for the LOCOM areas that contract for those services.

**WCCCA**

- Operate as the PSAP in the designated West County area of responsibility.
- Activate the EAS for Clackamas County as requested.

**CCDM**

- Activate the EOC.
- Operate CCENS in conjunction with C-COM.
- Activate the EAS in conjunction with C-COM.
- Coordinate with city, regional, and State counterparts.

**Local Fire Agencies**

- Participate in on-scene PIO and EOC JIC activities.

- Assist in disseminating emergency public information.
- Collaborate with PIO staff to develop and disseminate alert and warning messages.

### H3S

- Participate in PIO/JIC activities.
- Helps develop risk communications messages.
- Assists in identifying and contacting access and functional needs populations.

### Law Enforcement

- Participate in on-scene PIO and EOC JIC activities.
- Assist in disseminating emergency public information.
- Collaborate with PIO staff to develop and disseminate alert and warning messages.

## 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 14 include:

### All Tasked Agencies

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.
- Participate in all after-action activities and implement corrective actions as appropriate.

## Mitigation

Mitigation activities take place **before and after** an emergency occurs and 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 14 include:

### All Tasked Agencies

- Participate in the hazard mitigation planning process for the County.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.

### CCDM

- Conduct public education programs as an ongoing activity.

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**Appendix C ESF 14 Representative Checklist****Activation and Initial Actions**

- Report to the EOC Coordinator, 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), EOC Action Plan, 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.



# **ESF 15 – Volunteers and Donations Management**

*(Working Draft: Last updated January 2017)*

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# Table of Contents

- 1 Introduction ..... ESF 15-1**
  - 1.1 Purpose ..... ESF 15-1
  - 1.2 Scope ..... ESF 15-1
  - 1.3 Policies and Authorities ..... ESF 15-2
  
- 2 Situation and Assumptions ..... ESF 15-2**
  - 2.1 Situation ..... ESF 15-2
  - 2.2 Assumptions ..... ESF 15-2
  
- 3 Roles and Responsibilities of Tasked Agencies ..... ESF 15-3**
  
- 4 Concept of Operations ..... ESF 15-3**
  - 4.1 General ..... ESF 15-3
  - 4.2 EOC Activation ..... ESF 15-4
  - 4.3 EOC Operations ..... ESF 15-4
  - 4.4 Disabilities, and Access and Functional Needs ..... ESF 15-4
  - 4.5 Coordination with Other ESFs ..... ESF 15-4
  
- 5 Direction and Control ..... ESF 15-5**
  
- 6 ESF Annex Development and Maintenance ..... ESF 15-5**
  
- 7 Appendices ..... ESF 15-5**
  - Appendix A ESF 15 Resources ..... ESF 15-7
  - Appendix B ESF 15 Responsibilities by Phase of Emergency Management.. ESF 15-9
  - Appendix C ESF 15 Representative Checklist ..... ESF 15-13

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ESF 15 Tasked Agencies	
<b>Primary County Agency</b>	Clackamas County Disaster Management (CCDM)
<b>Supporting County Agency</b>	Finance Health, Housing, and Human Services (H3S) County Counsel
<b>Community Partners</b>	American Red Cross Fire Corps Medical Reserve Corps Volunteers in Police Service Community Emergency Response Team Local faith-based organizations
<b>State Agency</b>	Oregon Office of Emergency Management
<b>Federal Agency</b>	Federal Emergency Management Agency
*See Section 3 for more information about Tasked Agencies.	

# 1 Introduction

## 1.1 Purpose

Emergency Support Function (ESF) 15 describes how the County will coordinate with community and faith-based organizations to:

- Effectively coordinate the activities/management of pre-identified and established affiliated volunteers and solicited donations.
- Coordinate with community and faith-based groups to manage spontaneous and/or unaffiliated volunteers as well as unsolicited donations (physical and monetary).

## 1.2 Scope

Activities encompassed within the scope of ESF 15 include:

- Coordinate the disaster response activities of volunteers affiliated with County recognized community and faith-based groups.
- Coordinate and/or providing guidance on the management and/or utilization of solicited donations (physical and monetary) received by County recognized community and faith-based groups.
- Managing spontaneous/unaffiliated volunteers and unsolicited donations and referring those resources to appropriate County-recognized community and faith-based groups.
- Providing guidance to community and faith-based groups engaged in the management of spontaneous/unaffiliated volunteers and/or unsolicited donations as requested.

This annex does not supersede the plans, policies, or procedures of voluntary organizations, nor does it affect donations or volunteer assistance offered directly to voluntary agency partners. This annex also does not address organized volunteer resources that have been pre-vetted to support a specific function. Those resources will be addressed by the appropriate ESF. For

example, coordination of Medical Reserve Corps volunteers will be the responsibility of ESF 8 – Health and Medical. Business and industry (private sector) support of response and recovery operations is addressed in ESF 18 – Business and Industry. Identification of unmet needs and bulk distribution of emergency supplies is addressed in ESF 6 – Mass Care.

### 1.3 Policies and Authorities

None at this time.

## 2 Situation and Assumptions

### 2.1 Situation

The County is faced with a number of hazards that may require coordination of volunteers and donations to support response and recovery activities. The County is also supported by numerous community- and faith-based partners who are able to assist facilitating volunteer support and donations management to address unmet needs. The following considerations should be taken into account when planning for the coordination and management of volunteers and donations:

- During large-scale incidents, a surge of spontaneous/unaffiliated volunteers and/or unsolicited donations may jam distribution channels; overwhelm County government and volunteer agencies; and hamper County response operations.
- Despite good intentions, during a disaster spontaneous/unaffiliated volunteers and unsolicited donations are often underutilized and are often problematic for established response agencies.
- The lack of an organized system to manage physical donations (i.e., receiving, sorting, prioritizing, and distributing) has the potential to severely reduce the effectiveness of County response operations.
- Careful planning reduces problems associated with spontaneous, unaffiliated volunteers.
- The timely release of information to the public regarding needs and collection points is essential to the management of donated goods and services.
- Coordinating the efforts of multiple volunteer agencies is necessary to avoid duplication of effort and redundancy in the provision of services.
- How to reduce the potential for unethical management of monetary donations.

### 2.2 Assumptions

ESF 15 is based on the following planning assumptions:

- The arrival of spontaneous/unaffiliated volunteers is expected.
- Donations of unsolicited, non-useful, and unwanted goods can be expected.
- Municipalities residing within the County are responsible for coordinating response activities within their own jurisdictional boundaries, including the management of volunteers and donations.
- Many community and faith-based organizations are experienced in managing volunteers and donations and have the capacity to receive, process, and deliver goods and services to the affected population; therefore, the County will look to those organizations to

implement their existing plans, policies, and procedures assist the county in volunteers and donation management.

- The County is working to develop a robust network of community and faith-based organizations, and recognizes those entities based upon their membership in a local Volunteer Organizations Active in Disasters (VOAD) group. Non-VOAD community and faith-based groups may be utilized during a disaster at the discretion of Clackamas County Disaster Management (CCDM) and VOAD leadership.

### 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 non-profit organizations); the organization receives formalized tasking by governmental agencies (e.g., American Red Cross); or 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 ESF 15-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.

- In accordance with the Basic Plan and this ESF Annex, the CCDM is responsible for coordinating ESF 15-related activities with assistance from the County Health, Housing, and Human Services Department (H3S). Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.

**ESF 15. Volunteers and Donations**

- Requests for assistance with volunteer and donations management will first be issued in accordance with established mutual aid agreements and once those resources have been exhausted, a request may be forwarded to the State Emergency Coordination Center (ECC).
- The County Emergency Operations Center (EOC) will provide guidance for the coordination volunteer and donations management resources.

**4.2 EOC Activation**

When a disaster occurs, the CCDM 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 communications 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 ESF 15-related activities.

**4.3 EOC Operations**

When ESF 15-related activities are staffed in the EOC, the ESF 15 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 volunteer and donations management.
- Share situation status updates related to volunteer and donations management to inform development of the Situation Report.
- Participate in, and provide ESF 15-specific reports for, EOC briefings.
- Assist in development and communication of ESF 15-related actions to tasked agencies.
- Monitor ongoing ESF 15-related actions.
- Share ESF 15-related information with the Public Information Officer to ensure consistent public messaging.
- Coordinate ESF 15-related staffing to ensure the function can be staffed across operational periods.

**4.4 Disabilities, and Access and Functional Needs**

Provision of ESF 15-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 Coordination with Other ESFs**

The following ESFs support ESF 15-related activities:

**ESF 15. Volunteers and Donations**

- **Transportation (ESF 1):** Coordinate transportation of donated goods and volunteers to impacted areas.
- **Mass Care (ESF 6):** Identify unmet community needs and coordinate distribution of goods and services to impacted populations.
- **Resource Support (ESF 7):** Identify resource needs and coordinate with ESF 15 to address them.
- **Health and Medical (ESF 8):** Coordinate healthcare volunteer (e.g., Medical Reserve Corps.) support.
- **Food and Water (ESF 11):** Coordinate donations of food and water supplies.
- **Public Information (ESF 14):** Inform the public of how to effectively support response and recovery through volunteering and donations.

**5 Direction and Control**

To be developed.

**6 ESF Annex Development and Maintenance**

CCDM 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.

**7 Appendices**

- Appendix A – ESF 15 Resources
- Appendix B – ESF 15 Responsibilities by Phase of Emergency Management
- Appendix C – ESF 15 Representative Checklist

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## **Appendix A      ESF 15 Resources**

The following resources provide additional information regarding ESF 15 volunteer and donations related issues at the local, state, and federal level:

### **County**

- None at this time.

### **State**

- Emergency Operations Plan
  - ESF 15 – Volunteers and Donations

### **Federal**

- National Response Framework

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## Appendix B ESF 15 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for ESF 15 – Volunteers and Donations. 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 the volunteers and donations function. 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 15 include:

#### All Tasked Agencies

- Develop operational plans for ESF 15 activities.
- Participate in ESF 15-related trainings and exercises as appropriate.

#### CCDM

- Coordinate regular review and update of the ESF 15 annex with supporting agencies.
- Facilitate collaborative planning to ensure County capability to support ESF15 activities.
- Develop and maintain a Volunteers and Donations Plan for the County that includes procedures for addressing:
  - Spontaneous/unaffiliated volunteers
  - Unsolicited donations (physical and monetary)
  - Coordination with community- and faith-based partners
- Maintain operational capacity of the County EOC to support volunteers and donations activities.
- Ensure that staff are identified and adequately trained to fulfill the finance function in the County EOC to include tracking of volunteers and donations, including monetary gifts.
- Facilitate, in coordination with citizen emergency preparedness organizations (e.g., Community Emergency Response Team, Citizen Corps), the recruitment, training, and equipping of a cadre of disaster relief volunteers.

#### Finance Department

- Establish financial protocols for the management of monetary donations.

#### H3S

- Establish procedures for credentialing of spontaneous medical volunteers.
- Establish protocols for the credentialing and tracking of volunteers.

#### County Attorney

- Advise on the legal implications and liability issues arising from volunteer and donations management.

### Community and Faith-Based Organizations

- Maintain an inventory of available volunteer and material resources to support response and recovery activities.

## 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 15 include:

### All Tasked Agencies

- Provide situational updates to the County EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the County EOC, when requested, to support ESF 15 activities.

### CCDM

- Coordinate with the EOC Planning Section to identify unmet needs.
- Establish a Volunteers and Donations Branch in the County EOC if needed.
- Designate a Volunteer Manager and coordinate establishment of a volunteer reception center or facility to facilitate the receiving, registering, and referral of spontaneous/unaffiliated volunteers.
- Designate a Donations Manager and coordinate establishment of donations reception points/staging areas, as needed.
- Coordinate with community and faith-based partners to facilitate the matching of volunteers and donations with unmet needs.
- Coordinate with community and faith-based partners to facilitate the distribution of donated relief supplies.
- Track the use of volunteers and donated resources through the EOC Finance Section.
- Communicate information to the public about how to volunteer and/or donate through the Public Information Officer.
- Request support for volunteers and donations activities through the State ECC.

### Finance Department

- Manage the receipt and use of unsolicited and/or undesignated monetary donations in accordance with county, state, and federal statute.

### Community and Faith-Based Organizations

- Assist with the delivery of food, shelter, fuel, clothing, transportation, financial assistance, victim registration and inquiry, and other essential services.

## 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 15 include:

### All Tasked Agencies

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.
- Participate in all after-action activities and implement corrective actions as appropriate.

### CCDM

- Coordinate the demobilization of the volunteer reception center.
- Coordinate the demobilization of any donations reception points/ staging areas, etc.
- Compile and keep all documentation collected relating to the management of spontaneous volunteers and unsolicited donations.
- Coordinate the disposition of unused donations.
- Coordinate all after-action activities and implement corrective actions as appropriate.

### Community and Faith-Based Organizations

- Distribute surplus items through existing charitable networks.

## Mitigation

Mitigation activities take place **before and after** an emergency occurs and 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 15 include:

### All Tasked Agencies

- Participate in the hazard mitigation planning process for the County.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.
- Conduct public information campaigns, and continuously remind and encourage citizens, to:
  - Join recognized community and faith-based organizations' cadre of disaster volunteers before a disaster strikes.
  - Contribute financial/monetary donations rather than physical donations unless otherwise requested.
  - Give charitable donations directly to disaster relief organizations rather than to the County.

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**Appendix C ESF 15 Representative Checklist****Activation and Initial Actions**

- Report to the 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), EOC Action Plan, 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.





## **ESF 16 – Law Enforcement**

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# Table of Contents

- 1 Introduction ..... ESF 16-1**
  - 1.1 Purpose ..... ESF 16-1
  - 1.2 Scope ..... ESF 16-1
  - 1.3 Policies and Authorities ..... ESF 16-1
  
- 2 Situation and Assumptions ..... ESF 16-2**
  - 2.1 Situation ..... ESF 16-2
  - 2.2 Assumptions ..... ESF 16-2
  
- 3 Roles and Responsibilities of Tasked Agencies ..... ESF 16-3**
  
- 4 Concept of Operations ..... ESF 16-3**
  - 4.1 General ..... ESF 16-3
  - 4.2 EOC Activation ..... ESF 16-5
  - 4.3 EOC Operations ..... ESF 16-5
  - 4.4 Disabilities, and Access and Functional Needs ..... ESF 16-5
  - 4.5 Oregon Fusion Center ..... ESF 16-5
  - 4.6 Coordination with Other ESFs ..... ESF 16-5
  
- 5 Direction and Control ..... ESF 16-6**
  - 5.1 County ..... ESF 16-6
  - 5.2 Cities ..... ESF 16-6
  - 5.3 Special Districts ..... ESF 16-7
  - 5.4 Regional ..... ESF 16-7
  - 5.5 State and Federal Assistance ..... ESF 16-7
  
- 6 ESF Annex Development and Maintenance ..... ESF 16-7**
  
- 7 Appendices ..... ESF 16-8**
  - Appendix A ESF 16 Resources ..... ESF 16-9
  - Appendix B ESF 16 Responsibilities by Phase of Emergency Management ESF 16-11
  - Appendix C ESF 18 Representative Checklist ..... ESF 16-15

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ESF 16 Tasked Agencies	
<b>Primary County Agency</b>	Clackamas County Sheriff's Office (CCSO)
<b>Supporting County Agency</b>	Clackamas County Disaster Management (CCDM) Fire Defense Board Public and Government Affairs Department of Transportation and Development (DTD)
<b>Community Partners</b>	Local law enforcement agencies
<b>State Agency</b>	Oregon State Police (OSP)
<b>Federal Agency</b>	Department of Justice
<i>*See Section 3 for more information about Tasked Agencies.</i>	

## 1 Introduction

### 1.1 Purpose

Emergency Support Function (ESF) 16 describes how the County will support law enforcement activities during a time of emergency.

### 1.2 Scope

Activities encompassed within the scope of ESF 16 include:

- Facilitate damage assessment of law enforcement facilities.
- Provide for the protection of life and property, traffic control, crowd control, communications, emergency first aid, site security, and security for vital County and State facilities and critical infrastructure.
- Provide access control/site security to support local efforts to control access to incident sites, critical facilities and/or critical infrastructure.
- Secure and escort key emergency resources and assets when deployed.
- Assist in the facilitation of evacuation operations.

*Military support to local law enforcement agencies is addressed in ESF 13 – Military Support.*

### 1.3 Policies and Authorities

The following policies and authorities are currently in place:

- Oregon Revised Statutes (ORS) 206.010 General Duties of Sheriff
- ORS 402.200 – ORS 402.240 Intrastate Mutual Aid Assistance Compact
- ORS 402.200 – ORS 402.240 Intrastate Mutual Assistance Compact

## 2 Situation and Assumptions

### 2.1 Situation

The County is faced with a number of hazards that may require law enforcement support. Considerations that should be taken into account when planning for and implementing ESF 16 activities include:

- Routine law enforcement emergencies are managed by the respective jurisdictional agency using internal and mutual aid resources. Law enforcement response priorities are to protect the safety of emergency responders, the public, and critical infrastructure and facilities, perform investigations, and to arrest and detain perpetrators.
- Significant disasters and emergency situations have the ability to damage infrastructure and lifelines that can overwhelm local abilities to meet basic human needs and enforce law and order.
- Law enforcement may be faced with the tremendous challenge in meeting the increased need for public assistance and aid and maintaining community security. This is often exacerbated by the presence of personnel unfamiliar to the area and local customs.
- Emergency situations may lead to increased 9-1-1 call volume, injuries and fatalities of civilians, rescue requests, looting, and violent crime.
- Local law enforcement professionals may be preoccupied with securing their own family's situation and unable to fulfill their required functions during an event. This can also lead to increased mental fatigue and stress.
- The concentration of people in public shelters and other mass gathering spots may require law enforcement personnel to maintain security. Additional security may be required to prevent looting or other crimes and unlawful entry to areas or buildings in evacuated areas or to control crowds at incident locations.
- A health emergency may require security at hospitals, shelters, pharmaceutical supply sites, dispensing sites, morgues or other health care facilities.
- Civil disturbances and terrorist incidents may involve large angry crowds, explosives, and weapons of mass destruction, bomb threats, arson, kidnapping, or assassination threats or attempts. All incidents of this type may require resources that greatly exceed those available to the County on a day-to-day basis. The Terrorism Response and Recovery Plan is available in the Emergency Operations Center (EOC) library (controlled access).
- Routine law enforcement activities not directly related to life safety may have to be curtailed in a major emergency. Private security organizations may be used to supplement local law enforcement capabilities.

### 2.2 Assumptions

ESF 16 is based on the following planning assumptions:

- General law enforcement problems are compounded by disaster-related community disruption, restriction of movement, impacted communications and facilities, and a shortage of law-enforcement resources.

- Generally, law enforcement within the disaster/emergency area remains the responsibility of local authorities along established jurisdictional boundaries, unless state assistance is requested or required by statute.
- The capabilities of local law enforcement agencies may be quickly exceeded. Supplemental assistance should be requested through local and State emergency management and mutual aid agreements.
- The availability of resources will have a profound effect on agencies' abilities to perform tasked activities.

### 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 (EOP) 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 ESF 16-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.

- In accordance with the Basic Plan and this ESF Annex, the County Sheriff's Office (CCSO) is responsible for coordinating ESF 16-related activities. Plans and procedures

developed by the primary and supporting agencies provide the framework for carrying out those activities.

- Requests for assistance with law enforcement will first be issued in accordance with established mutual aid agreements and once those resources have been exhausted, a request may be forwarded to the State Emergency Coordination Center.
- The County EOC will provide guidance for the coordination of law enforcement resources.

Law enforcement and other response personnel coordinate operations to protect life, infrastructure, property, and the environment. Initial law enforcement response will normally be coordinated from an on-scene command post. The Incident Commander will keep Clackamas Communications (C-COM) informed of the incident's status, and C-COM will notify CCDM and other appropriate officials.

The Sheriff is responsible for coordinating law enforcement services, including the following tasks:

- Assess the situation, determine its impact on law enforcement operations, and identify additional resource needs.
- Secure the area to prevent additional injury or damage.
- Provide traffic and crowd control.
- Evaluate the credibility of intelligence information.
- Investigate crime scenes.
- Coordinate warning and evacuation/shelter-in-place operations.
- Provide security for evacuated areas, critical facilities, and resources.
- Provide situation reports to the EOC.
- Enforce mandatory health measures.
- Report road damage or blockage to EOC Damage Assessment Unit or C-COM.
- Establish traffic control points to divert traffic from damaged or overloaded roads.
- Deny entry to evacuated or dangerous areas by unauthorized persons.
- Provide additional security, if necessary, for:
  - Transportation and sheltering of prisoners from the jail and youth from Juvenile Department programs.
  - Public shelters or other mass care facilities.
  - Critical facilities such as field medical operations, health and medical providers, point-of-dispensing operations (including escorting Strategic National Stockpile supplies), chain of custody environmental samples, utility installations, food distribution centers, storage locations, distribution sites, and government offices.
- Coordinate with District Attorney and presiding judge(s) when incidents impact the arrest, prosecution, incarceration, or release of prisoners, or delay due process.

When the need for multiple agency response becomes apparent or several jurisdictions become involved, Incident Command may transition from field operations to the EOC. If appropriate, a Unified Command will be established. EOC activities will be determined by the Incident Commander and may include: 1) identifying incident objectives and priorities; 2) assigning,



monitoring and coordinating incident resources, and 3) determining the need for additional resources.

## 4.2 EOC Activation

When a disaster occurs, the CCDM may, based on the size and complexity of the incident, activate the County EOC and will staff the role of EOC Manager. The EOC Manager will establish communications 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 ESF 16-related activities.

## 4.3 EOC Operations

When ESF 16-related activities are staffed in the EOC, the CCSO 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 law enforcement.
- Share situation status updates related to law enforcement to inform development of the Situation Report.
- Participate in, and provide ESF 16-specific reports for, EOC briefings.
- Assist in development and communication of ESF 16-related actions to tasked agencies.
- Monitor ongoing ESF 16-related actions.
- Share ESF 16-related information with ESF 14, Public Information, to ensure consistent public messaging.
- Coordinate ESF 16-related staffing to ensure the function can be staffed across operational periods.

## 4.4 Disabilities, and Access and Functional Needs

Provision of ESF 16-related activities will take into account populations with disabilities, and access and functional needs. 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 Oregon Fusion Center

If a criminal or terrorist incident is suspected, CCSO will notify the Oregon Terrorism Information Threat Assessment Network Fusion Center (OTFC). During a terrorist incident, the OTFC will support situational awareness and intelligence gathering functions.

## 4.6 Coordination with Other ESFs

The following Emergency Support Functions support ESF 16-related activities:

- **ESF 1 – Transportation.** Support clearance of emergency transportation routes.
- **ESF 3 – Public Works.** Support crowd and traffic control operations.
- **ESF 13 – Military Support.** Augment civilian law enforcement operations as needed.

## 5 Direction and Control

### 5.1 County

Incident Command coordinates the law enforcement function and may request mutual aid from or provide mutual aid to municipal police departments, Oregon State Police (OSP), and other law enforcement agencies. Requests for law enforcement assistance outside existing mutual aid agreements will be coordinated through the EOC. Volunteer or reserve law enforcement organizations that provide assistance will work within the structure of their parent organizations.

Law enforcement emergencies will be coordinated from the EOC with the Sheriff (or designee), participating in Unified Command and CCSO representatives serving in the Planning, Operations, and Logistics sections, and the Joint Information Center (JIC).

If Incident Command determines that emergency measures authorized in County Code 6.03 – Emergency Regulations may be necessary to effectively manage the incident, they will recommend a Declaration of Emergency to the County Administrator/Board of County Commissioners (BCC). If the BCC declares an emergency, it may impose any or all of the emergency measures authorized in the Code (see County Code 6.03).

Incident Command may also recommend that the BCC declare an emergency to request State or Federal assistance if it appears that County resources will be insufficient to meet incident needs. EOC staff will submit the approved declaration to the Oregon Office of Emergency Management (OEM) for submission to the governor. OEM coordinates State resources and will seek a state declaration if necessary.

### 5.2 Cities

Cities have primary responsibility for the safety and well-being of their citizens, and for resource allocation and emergency operations within their jurisdictions. Direction and control of city law enforcement agencies remain with their respective chiefs. Agency jurisdiction is determined by location, emergency situation, and legal authority.

Cities may enact emergency ordinances granting them the authority to declare an emergency and impose emergency measures within their jurisdictions to protect citizens and keep the peace. Cities also may request county assistance through a mutual aid agreement with the county or through an Emergency Declaration. If a city emergency is declared to request resources, the city will forward the declaration to the County EOC.

Cities are encouraged to develop an EOP and to work closely with CCDM to integrate preparedness, response, and recovery activities. An intergovernmental mutual aid agreement between the County and cities is available to all jurisdictions that choose to participate. This agreement establishes procedures for requesting and providing mutual aid resources in a major emergency or disaster.

### 5.3 Special Districts

County officials collaborate with special districts in coordinating emergency preparedness, response, and recovery operations. Many districts have their own site and facility security measures and may collaborate with the Sheriff regarding additional measures to be enacted during emergencies.

An intergovernmental mutual aid agreement between the County and special districts is available to all jurisdictions that choose to participate. This agreement establishes procedures for requesting and providing mutual aid resources in a major emergency or disaster.

### 5.4 Regional

Clackamas County is a participant in the Inter-County Omnibus Mutual Aid Agreement that provides a framework for counties to request mutual aid from each other in emergencies, saving time and minimizing confusion during an incident.

Clackamas County participates in the Regional Disaster Preparedness Organization and may coordinate with regional partners regarding chemical, biological, radiological, nuclear, and explosive (CBRNE) incidents.

Regional response teams are available to assist local responders in incidents involving explosive devices or hazardous materials:

- **Metro Explosive Devices Unit (MEDU)** is a multi-disciplinary team trained and equipped to provide detection and render safe operations when explosives are suspected or confirmed. CCSO has an Explosive Devices Unit that serves in MEDU.
- **Hazardous Materials Response Team** is a multi-disciplinary team that is specially trained and equipped to provide technical expertise in detection, identification, containment, and decontamination operations.

### 5.5 State and Federal Assistance

OSP officials are likely to be involved in threat assessment activities or intelligence evaluations of potential terrorist incidents and civil disturbances and to respond to requests for law enforcement or investigative assistance.

The Federal Bureau of Investigations will lead the investigation of a terrorist incident and may be involved in assessing other intelligence or investigating other threats or incidents.

If incident response requires resources beyond those available day-to-day and through mutual aid, requests should be coordinated through the EOC. If time does not permit pre-coordination, the EOC should be notified as soon as possible. If needed resources are not available to the County, the EOC will request State assistance.

## 6 ESF Annex Development and Maintenance

CCSO 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.

## 7 Appendices

- Appendix A – ESF 16 Resources
- Appendix B – ESF 16 Responsibilities by Phase of Emergency Management
- Appendix C – ESF 16 Representative Checklist

## Appendix A      ESF 16 Resources

The following resources provide additional information regarding ESF 16 and law enforcement related issues at the local, state, and federal level:

### County

- Technical Interoperable Communications Plan
- Regional CBRNE Response Plan

### State

- Emergency Operations Plan
  - ESF 16 – Law Enforcement

### Federal

- National Response Framework
  - ESF 13 – Public Safety
- Terrorism Incident Law Enforcement and Investigation Annex (<https://www.fema.gov/media-library/assets/documents/25560>)

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## Appendix B ESF 16 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for ESF 16 – Law Enforcement. 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 the law enforcement function. 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 16 include:

#### All Tasked Agencies

- Develop operational plans for ESF 16 activities.
- Participate in ESF 16 related trainings and exercises as appropriate.

#### CCSO

- Coordinate regular review and update of the ESF 16 annex with supporting agencies.
- Facilitate collaborative planning to ensure the County's capability to support ESF 16 activities.
- Ensure the availability of necessary equipment to support law enforcement activities.
- Coordinate and maintain liaison with support agencies and state and federal law enforcement agencies.

#### CCDM

- Maintain operational capacity of the County EOC to support law enforcement activities.

### 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 16 include:

#### All Tasked Agencies

- Provide situational updates to the County EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the County EOC, when requested, to support ESF 16 activities.

#### CCSO

- Serve as a member of Unified Command.
- Provide staff to support EOC operations.

## ESF 16. Law Enforcement

- Advise CCDM, the County Administrator, and the BCC on law enforcement aspects of the emergency and the need for an emergency declaration.
- Provide traffic and crowd control, security to critical facilities and supplies, and control access to hazardous or evacuated areas.
- Provide security for special populations affected by the emergency.
- Assist with the dissemination of warnings and notifications as time and resources allow.
- Coordinate criminal investigations and provide guidance to responders on preserving crime scenes.
- Establish communication between the EOC and Incident Management Team to determine the resources needed to support incident response and operations.
- Secure the prisoner population in the detention center during a disaster situation.
- Coordinate law enforcement agencies responding from outside the jurisdiction.

**CCDM**

- Activate the EOC.
- Coordinate with the EOC Planning Section to identify unmet needs.
- Establish a Law Enforcement Branch in the County EOC if needed.
- Document expenditures for disaster/emergency-related activities and report to the EOC.
- Implement the EOP.
- Activate the Situation Assessment Team.
- Provide situational awareness to the County Administrator and BCC.
- Request activation of County Amateur Radio Emergency Service, if needed.

**Fire Defense Board**

- Coordinate fire response with law enforcement.
- Serve as a member of Unified Command.
- Provide staff to support EOC operations.
- Provide triage and first aid after the scene is secure.
- Assist in warning, evacuation, traffic control, and staging as needed.

**Health, Housing, and Human Services**

- Serve as a member of Unified Command.
- Provide staff to support EOC operations.
- Coordinate with the American Red Cross to provide for the needs of victims and emergency workers, including basic services, transportation, and pets.
- Identify access and functional needs clients and assist as needed.
- Assist in development of emergency information related to human services.
- Provide support to long-term care facilities.
- Provide information and referral.
- Coordinate volunteer registration.
- Responsible for public health activities

**Public and Governmental Relations**

- Provide staff for the PIO and JICs.
- Develop and coordinate a Joint Information System.



## ESF 16. Law Enforcement

- Work with other jurisdictions and police/fire groups to provide information to the public and employees.
- Work with local, State, regional, and federal jurisdictions.
- Gather, prepare, and obtain approval for all communications sent to media, jurisdictions, and employees.
- Ensure that updated information is provided to the public regarding incident status, evacuation routes and detours, traffic conditions, transportation options for those who need assistance, shelter locations and updates, and systems for locating family, friends and pets.

**Department of Transportation and Development**

- Serve as a member of Unified Command.
- Provide signs, barriers, equipment, and personnel to assist in traffic control.
- Assist in road closures.
- Coordinate with the Sheriff and other agencies.
- Coordinate transportation routes and resources with adjacent cities, counties, and the Oregon Department of Transportation.
- Monitor condition and traffic on emergency transportation routes.

**Area Law Enforcement Agencies**

- Coordinate law enforcement activities within limits of jurisdictional authority.
- Support County law enforcement operations through mutual aid.

**Justice Court**

- Collaborate with courts and law enforcement agencies to determine emergency arrest or release policies.
- Ensure that legal requirements for due process are met.

**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 16 include:

**All Tasked Agencies**

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.

**CCDM**

- Compile and keep all documentation collected relating to the management of law enforcement operations and the assets utilized.
- Coordinate 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 16 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 18 Representative Checklist****Activation and Initial Actions**

- Report to the 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), EOC Action Plan, 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.



# ESF 17 – Agriculture and Animal Protection

*(Working Draft: Last updated January 2017)*

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# Table of Contents

<b>1</b>	<b>Introduction .....</b>	<b>ESF 17-1</b>
1.1	Purpose .....	ESF 17-1
1.2	Scope .....	ESF 17-1
1.3	Policies and Authorities .....	ESF 17-2
<b>2</b>	<b>Situation and Assumptions .....</b>	<b>ESF 17-2</b>
2.1	Situation .....	ESF 17-2
2.2	Assumptions.....	ESF 17-3
<b>3</b>	<b>Roles and Responsibilities of Tasked Agencies.....</b>	<b>ESF 17-3</b>
<b>4</b>	<b>Concept of Operations.....</b>	<b>ESF 17-4</b>
4.1	General.....	ESF 17-4
4.2	EOC Activation .....	ESF 17-4
4.3	EOC Operation.....	ESF 17-5
4.4	Disabilities, and Access and Functional Needs .....	ESF 17-5
4.5	Agricultural Food Supply .....	ESF 17-5
4.6	Animal and Plant Diseases and Health .....	ESF 17-5
4.7	Care and Assistance for Animals .....	ESF 17-6
4.8	Natural and Cultural Resources and Historic Properties .....	ESF 17-6
4.9	Coordination with Other ESFs .....	ESF 17-6
<b>5</b>	<b>Direction and Control.....</b>	<b>ESF 17-7</b>
<b>6</b>	<b>ESF Annex Development and Maintenance .....</b>	<b>ESF 17-7</b>
<b>7</b>	<b>Appendices.....</b>	<b>ESF 17-7</b>
Appendix A	ESF 17 Resources .....	ESF 17-9
Appendix B	ESF 17 Responsibilities by Phase of Emergency Management .....	ESF 17-11
Appendix C	ESF 17 Representative Checklist.....	ESF 17-15

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ESF 17 Tasked Agencies	
<b>Primary County Agency</b>	Clackamas County Disaster Management (CCDM)
<b>Supporting County Agency</b>	Department of Transportation and Development (Dog Services) Business & Community Services
<b>Community Partners</b>	Extension Office
<b>State Agency</b>	Oregon Department of Agriculture
<b>Federal Agency</b>	U.S. Department of Agriculture
*See Section 3 for more information about Tasked Agencies.	

## 1 Introduction

### 1.1 Purpose

Emergency Support Function (ESF) 17 describes how the County will coordinate an effective and humane response involving animal and agricultural issues, and work to protect the County's natural resources.

### 1.2 Scope

Activities encompassed within the scope of ESF 17 include:

- Continually conduct public health surveillance activities of zoonotic diseases and vectors.
- Respond to public health emergencies resulting from the introduction of a novel and/or drug-resistant pathogen into the human population.
- Implement County response to an outbreak of a highly contagious or economically devastating animal/zoonotic disease, an outbreak of a highly infective exotic plant disease, or an economically devastating pest infestation.
- Issue and enforce animal disease quarantines.
- Remove and dispose of animal carcasses.
- Release information to the public about quarantine requirements and areas, rabies alerts, and other animal-related issues.
- Ensure that animal/veterinary/wildlife issues during a disaster are supported, including:
  - Capture/rescue of animals that have escaped confinement or been displaced from their natural habitat.
  - Provision of emergency care to injured animals.
  - Provision of humane care, handling, and sheltering to animals (including service animals and pets [in coordination with ESF 6 – Mass Care], and livestock).
- Protect the County's natural resources from the impacts of a disaster.

Addressing the human health risks associated with animal and plant disease is addressed in ESF 8 – Health and Medical.

### 1.3 Policies and Authorities

The Oregon Department of Agriculture (ODA), in accordance with Oregon State law, specifically Oregon Revised Statutes, Chapter 596 (Disease Control Generally) and Oregon Administrative Rules 603 Division 11, has the authority to:

- Declare an animal health emergency.
- Impose restrictions on importations of animals, articles, and means of conveyance.
- Quarantine animals, herds/flocks, parts of the State, and the entire State; create quarantine and isolation areas.
- Stop the movement of animals.
- Require the destruction of animals, animal products, and materials.
- Specify the method for destruction and disposal of animals, products, and materials.
- Indemnify owners for animals destroyed.
- Employ deputy state veterinarians and livestock inspectors.

Farm Service Agency (FSA) programs are administered through the U.S. Department of Agriculture (USDA) and are subsequently activated by the U.S. Secretary of Agriculture in support of a natural hazard event, such as drought. These include:

- Noninsured Assistance Program
- Emergency Conservation Program
- Emergency Conservation Reserve Program Haying and Grazing Assistance
- Emergency loans

Not all FSA programs require a disaster declaration prior to activation.

The FSA has local offices throughout the State, including in Oregon City, that are often co-located with the Natural Resources Conservation Service and/or the local soil and water conservation district office. More information about programs administered by the FSA can be accessed via the following website: <http://disaster.fsa.usda.gov/fsa.asp>

## 2 Situation and Assumptions

### 2.1 Situation

Oregon is faced with a number of hazards that may result in impacts to agriculture or the State's natural resources, as well as potentially impacting animals. Considerations that should be taken into account when planning for and implementing ESF 17 activities include:

- Numerous plant and animal diseases exist that could impact communities through natural, accidental, or intentional introduction.
- Drought and other severe weather may impact agriculture and animals throughout the County.
- Communities may have significant numbers of animals, ranging from household pets to commercial livestock operations. The vulnerability of these animals during disasters or emergencies can have impacts at both individual and commercial levels, with the potential for long-range effects on the local and state economy.

**ESF 17. Agriculture and Animal Protection**

- An emergency may cause or be caused by the spread of a contagious disease through the food and water supply systems or from animals to people.
- Some animal diseases are very contagious (such as foot and mouth disease) and would be very difficult to identify, isolate, control, and eradicate. In addition, many agents are zoonotic, affecting both animals and people.
- Some plant diseases are highly infectious to other plants and can be very difficult to identify, isolate, control, and eradicate.
- Any displacement or evacuation of people from their homes may cause household pets and livestock to be placed at risk for food, shelter, and care. Local general population shelters are likely inadequately prepared for pets or livestock.
- The Department of State Lands (DSL) manages over 4.0 million acres of agricultural, grazing, forest, estuaries and tidelands, offshore lands and submerged and submersible lands of the state's navigable waterways including the territorial sea. Approximately 106,500 acres of forestland is part of the common school lands overseen by the State Land Board and DSL. DSL's Asset Management Plan identifies most forestland as a core real estate asset of the Common School Fund.

**2.2 Assumptions**

ESF 17 is based on the following planning assumptions:

- The owners of pets and livestock, when notified of an impending emergency, will take reasonable steps to shelter and protect their animals.
- Livestock, wildlife, birds, and crops may be affected by a disease or insect outbreak. Plants and animals may die of such an outbreak or need to be destroyed/depouled.
- Agricultural production capability and/or value may become severely limited. This could greatly impact the economic stability and viability of a community or region.
- The time between the reporting of a disease and its identification as an emergency is critical. A highly contagious disease could spread rapidly through a region via vectors, markets, product movement, and fomites (people, vehicles, etc.).
- A community's resources would be rapidly depleted if the outbreak involved multiple facilities or large areas.
- Aggressive and proactive actions by local, state, and (possibly) federal authorities will be required in order to stop a highly contagious disease.
- Some land owners, individuals, or groups may strenuously object to depopulation of animals or destruction of plants. Some people may not consider the threat of the disease spread valid and may take actions counterproductive to control and eradication efforts.
- First responders may not be familiar with the special conditions of an animal or plant health emergency. These include quarantine, isolation, security and bio-security precautions, personal protective equipment, decontamination, etc.
- Volunteers will want to help and can make a significant contribution to response efforts.

**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

**ESF 17. Agriculture and Animal Protection**

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 (EOP) 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 ESF 17-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.

- In accordance with the Basic Plan and this ESF Annex, CCDM is responsible for coordinating ESF 17-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- CCDM and County departments and organizations will coordinate and/or provide the agriculture and natural resources services they are equipped to and then coordinate with other emergency response partners, especially the ODA and USDA, for emergencies that affect the local agricultural food supply, animal and plant health, and the well-being of animals in the County.
- The County Emergency Operations Center (EOC) will provide guidance for the coordination of agriculture and animal protection resources.

### **4.2 EOC Activation**

When a disaster occurs, the CCDM 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 communications with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.

**ESF 17. Agriculture and Animal Protection**

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 ESF 17-related activities.

**4.3 EOC Operation**

When ESF 17-related activities are staffed in the EOC, the CCDM 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 agriculture and animal protection.
- Share situation status updates related to agriculture and animal protection to inform development of the Situation Report.
- Participate in, and provide ESF 17-specific reports for, EOC briefings.
- Assist in development and communication of ESF 17-related actions to tasked agencies.
- Monitor ongoing ESF 17-related actions.
- Share ESF 17-related information with the Public Information Officer to ensure consistent public messaging.
- Coordinate ESF 17-related staffing to ensure the function can be staffed across operational periods.

**4.4 Disabilities, and Access and Functional Needs**

Provision of ESF 17-related activities will take into account populations with disabilities, and access and functional needs (DAFN). The needs of children and adults who experience disabilities and others who experience 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 Agricultural Food Supply**

CCDM will coordinate with its emergency response partners regarding the safety and viability of locally grown food (including items grown in private gardens) potentially affected by an emergency (such as drought, flooding, an agro-terrorism act involving hazardous or radioactive materials, etc.). This will entail coordinating with the ODA, USDA, County Health, Housing, and Human Services Department (H3S), and others regarding the safety of the local food supply and, for a national emergency, the safety of the national food supply, in order to inform and protect persons in the County.

**4.6 Animal and Plant Diseases and Health**

Domestic animals, wild animals, and plants, including forests, could be vulnerable to the spread of animal or plant diseases. Important elements to consider include the identification and control of animal and plant diseases as a primary or cascading emergency; isolation or quarantine of animals; and the disposition of animals killed by the emergency or required to be destroyed as a

**ESF 17. Agriculture and Animal Protection**

result of the emergency. Clackamas County Community Health will coordinate with appropriate partners to manage the diseases as they relate to human infection.

CCDM and H3S will coordinate with emergency response partners for related information and services. H3S, with support from the Oregon Health Authority, Public Health Division, will be the principal point of contact for an outbreak of a highly infectious/contagious animal or zoonotic (capable of being transmitted from animals to people) disease posing potential impacts to human health.

**4.7 Care and Assistance for Animals**

The County recognizes that care and concern for domestic animals might delay and affect emergency actions necessary for the well-being of humans. Animals in Disasters planning should address care and assistance for livestock, household pets, other domestic animals that are not household pets (e.g., horses), and wild animals affected by an emergency. This includes concerns such as sheltering them, evacuating them, and aiding injured or displaced animals. The County will coordinate with local emergency response partners to accomplish this, including the County Disaster Management office (which might open animal evacuation shelters, for instance, at a local school), local veterinarians, the ODA (for livestock and other domestic animals that are not pets), and the Oregon Department of Fish and Wildlife (for wild animals).

Residents of the County have the primary responsibility for the health and welfare of their livestock, household pets, and other domestic animals and will be encouraged to provide for their care in an emergency, to the extent possible. This is best handled by public information campaigns as part of emergency preparedness.

*Additional information is provided in SA 3 – Animals in Disaster.*

**4.8 Natural and Cultural Resources and Historic Properties**

Local soil and water conservation districts and other State and Federal organizations will take the lead in assessing threats to natural resources from an emergency including water quality, air quality, forest land, fishing, wildlife, soil quality, etc. The County will coordinate with the State Historic Preservation Office and others regarding impacts to cultural resources and historic properties owned or managed by the County.

Important emergency response entities will include County and State Forestry Departments, local soil and water conservation districts, the Oregon Department of Environmental Quality, Oregon Department of Fish and Wildlife, and tribal organizations.

**4.9 Coordination with Other ESFs**

The following ESFs support ESF 17-related activities:

- **ESF 3 – Public Works.** Protect the state’s historical structures.
- **ESF 6 – Mass Care.** Coordinate shelter operations for persons with service animals.
- **ESF 8 – Health and Medical.** Assist in zoonotic disease surveillance and response; regulate food safety at restaurants.
- **ESF 10 – Hazardous Materials.** Coordinate cleanup of hazardous materials incidents that impact the State’s natural resources.

**ESF 17. Agriculture and Animal Protection**

- **ESF 11 – Food and Water.** Assess the status of the state’s food supply; coordinate food and water resources for animal shelter operations.
- **ESF 15 – Volunteers and Donations.** Coordinate volunteers and donated goods to support animal shelter operations.
- **ESF 16 – Law Enforcement.** Support enforcement of animal quarantine measures.

**5 Direction and Control**

Command and control will be exercised as provided in the Basic Plan of the Clackamas County EOP.

**6 ESF Annex Development and Maintenance**

CCDM 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.

**7 Appendices**

- Appendix A – ESF 17 Resources
- Appendix B – ESF 17 Responsibilities by Phase of Emergency Management
- Appendix C – ESF 17 Representative Checklist

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**Appendix A ESF 17 Resources**

The following resources provide additional information regarding ESF 17 and agriculture and animal protection related issues at the local, state, and federal level:

**County**

- None at this time.

**State**

- Emergency Operations Plan
- ESF 17 – Agriculture and Animal Protection
- Oregon Animal Disease Emergency Management Plan

**Federal**

- National Response Framework
- ESF 11 – Agriculture and Natural Resources

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## Appendix B ESF 17 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for ESF 17 – Agriculture and Animal Protection. 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 the volunteers and donations function. 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 17 include:

#### All Tasked Agencies

- Develop operational plans for ESF 17 activities.
- Participate in ESF 17 related trainings and exercises as appropriate.

#### CCDM

- Coordinate regular review and update of the ESF 18 annex with supporting agencies.
- Facilitate collaborative planning to ensure County capability to support ESF 18 activities.
- Identify pet boarding facilities and private organizations that may provide emergency shelters for animals.
- Maintain operational capacity of the County EOC to support agriculture and animal protection related activities.

#### H3S

- Establish plans, in coordination with state partners, to respond to animal and plant disease outbreaks.

#### Area Farmers and Agribusiness

- Report potential or actual breaches of agricultural safety or threats to the food supply immediately.

### 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 17 include:

#### All Tasked Agencies

- Provide situational updates to the County EOC, as required, to maintain situational awareness and foster a common operating picture.

- Provide a representative to the County EOC, when requested, to support ESF 17 activities.

### CCDM

- Manage and direct the evacuation of animals from risk areas and provide technical assistance to prevent animal injury and the spread of disease.
- Coordinate establishment of shelters for animals and livestock.
- Collect and dispose of animal carcasses.
- Facilitate support to ESF 17 activities through the County EOC.
- Coordinate with the EOC Planning Section to determine the impacts to the County's agricultural community.
- Coordinate with farmers and agribusiness partners around opportunities for private sector support to response operations.
- Request support for business and industry-related activities through the State Emergency Coordination Center.
- Provide guidance on isolation and quarantine operations as well as depopulation.

### H3S

- Provide guidance for implementation of quarantine measures in the event of a plant or animal disease outbreak.

### Area Farmers and Agribusiness

- Assess the impact of the emergency on agriculture.
- Report status agricultural operations and impacts to the County EOC.

### Area Veterinarians

- Provide animal care and veterinary capabilities.

## 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 17 include:

### All Tasked Agencies

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.
- Participate in all after-action activities and implement corrective actions as appropriate.

## Mitigation

Mitigation activities take place **before and after** an emergency occurs and 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 17 include:

**All Tasked Agencies**

- Participate in the hazard mitigation planning process for the County.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.

**Farmers and Agribusiness**

- Conduct agriculture restoration activities in a manner to reduce the likelihood and severity of future damages and enhance community resiliency.

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**Appendix C ESF 17 Representative Checklist****Activation and Initial Actions**

- Report to the 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), EOC Action Plan (IAP), 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.





## **ESF 18 – Business and Industry**

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# Table of Contents

- 1 Introduction ..... ESF 18-1**
  - 1.1 Purpose ..... ESF 18-1
  - 1.2 Scope ..... ESF 18-1
  - 1.3 Policies and Authorities ..... ESF 18-1
  
- 2 Situation and Assumptions ..... ESF 18-2**
  - 2.1 Situation ..... ESF 18-2
  - 2.2 Assumptions ..... ESF 18-2
  
- 3 Roles and Responsibilities of Tasked Agencies ..... ESF 18-3**
  
- 4 Concept of Operations ..... ESF 18-3**
  - 4.1 General ..... ESF 18-3
  - 4.2 EOC Activation ..... ESF 18-4
  - 4.3 EOC Operations ..... ESF 18-4
  - 4.4 Disabilities, and Access and Functional Needs Populations ..... ESF 18-4
  - 4.5 Coordination with Other ESFs ..... ESF 18-4
  
- 5 Direction and Control ..... ESF 18-5**
  
- 6 ESF Annex Development and Maintenance ..... ESF 18-5**
  
- 7 Appendices ..... ESF 18-5**
  - Appendix A ESF 18 Resources ..... ESF 18-7
  - Appendix B ESF 18 Responsibilities by Phase of Emergency Management.. ESF 18-9
  - Appendix C ESF 18 Representative Checklist ..... ESF 18-13

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ESF 18 Tasked Agencies	
<b>Primary County Agency</b>	Business and Economic Development
<b>Supporting County Agency</b>	Board of County Commissioners
<b>Community Partners</b>	Clackamas County Business Alliance Area Businesses and Industry
<b>State Agency</b>	Business Oregon
<b>Federal Agency</b>	Small Business Administration
<i>*See Section 3 for more information about Tasked Agencies.</i>	

## 1 Introduction

### 1.1 Purpose

Emergency Support Function 18 (ESF 18) describes how the County will provide immediate and short-term assistance to local private sector entities; stabilize the local economy; and effectively utilize local private sector assets in response operations following a large-scale incident.

### 1.2 Scope

Activities encompassed within the scope of this function include:

- Fostering solid partnerships amongst private (business and industry) and public (local, regional, state, federal) sector emergency management organizations throughout all phases of the emergency management cycle.
- Identifying and addressing any private sector resource/capability shortfalls with the potential to destabilize the local economy if left unmet/unaddressed.
- Identifying, coordinating, mobilizing, tracking, and demobilizing private sector owned and operated resources utilized during incident response operations.
- Assist in conducting initial economic damage assessments for impacted areas.

Activities outside the scope of this function and not included in this ESF include:

- Developing and/or implementing private sector Business Continuity Plans/Continuity of Operations Plans.
- Developing and/or implementing plans to identify and thwart terrorist plots targeting facilities federally defined as Critical Infrastructure or a Key Resource (CIKR).

Private sector entities providing critical/essential services (private utilities, hospitals, etc.) and/or operating a CIKR-designated facility are specifically addressed within an appropriate corresponding ESF Annex (e.g., privately owned hospitals are addressed in ESF 8 Health and Medical; privately owned power/electricity utility companies are addressed in ESF 12 Energy; etc.).

### 1.3 Policies and Authorities

None at this time.

## 2 Situation and Assumptions

### 2.1 Situation

The County is faced with a number of hazards, each with the potential to significantly impact its economic stability. Incidents significantly impacting the local economy will likely require the County to support the resource/capability needs of critical private sector partners and coordinate the utilization of privately owned and operated assets utilized as part of response operations. The following planning considerations should be made in preparing for the processes by which the County will coordinate with County private sector partners to stabilize the local economy following a large-scale incident.

- Large-scale incidents may result in extensive damage to privately owned property (commercial and residential), and may:
  - Reduce or suspend local private sector business operations thereby:
    - Destabilizing the overall local economy.
    - Delaying the individual citizen's ability to regain normalcy and autonomy.
  - Overwhelm the County's capacity to conduct damage assessment activities.
- Delay or hamper the community's ability to transition from incident response operations to incident recovery operations.

### 2.2 Assumptions

ESF 18 is based on the following planning assumptions:

- Research affirms the correlation between the efficacy of a local jurisdiction's response/recovery operations and the strength of relationships between the public and private sectors (public-private partnerships).
- The successful implementation of all activities included within the scope of this function is predicated up trust between public/private sector entities, and a willingness to redefine the nature of existing relationship.
- Historical data shows the nation's economy to be relatively stable (despite the occasional poor performance of one or more 'economic indicators'); therefore, this ESF assumes the County will likely mobilize and initiate ESF 18 activities in the context of a stable economy.
- Private-sector entities are responsible for and will provide for the means to repair, restore, and secure self-owned and/or operated properties with damage resulting from a hazard's impacts.
- Some private-sector entities may routinely conduct disaster preparedness activities, and have either developed/or will develop the necessary disaster preparedness plans to: ensure the safety of staff, customers/clients, and guest; sustain business operations and provide continuity of services; and to augment County response operations with pre-identified resources and assets.
- Private-sector entities pre-identified as owning and/or operating potentially useful response equipment are responsible for addressing matters related to maintenance, safety, and training.

### 3 Roles and Responsibilities of Tasked Agencies

The County has identified primary and supporting agencies and community partners to ensure that 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 ESF 18-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.

- In accordance with the Basic Plan and this ESF Annex, Business and Economic Development is responsible for coordinating ESF 18-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Requests for assistance with business and industry will first be issued in accordance with mutual aid agreements, if established, and once those resources have been exhausted, a request may be forwarded to the State Emergency Coordination Center (ECC).
- The County Emergency Operations Center (EOC) will provide guidance for the coordination of business and industry resources.

## 4.2 EOC Activation

When a disaster occurs, Clackamas County Disaster Management 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 communications 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 ESF 18-related activities.

## 4.3 EOC Operations

When ESF 18-related activities are staffed in the EOC, the Business and Economic Development representative will be responsible for the following:

- Serve as a liaison with the business community and private industry.
- Provide a primary entry point for situational information related to business and industry.
- Share situation status updates related to business and industry to inform development of the Situation Report.
- Participate in, and provide ESF 18-specific reports for, EOC briefings.
- Assist in development and communication of ESF 18-related actions to tasked agencies.
- Monitor ongoing ESF 18-related actions.
- Share ESF 18-related information with ESF 14 – Public Information, to ensure consistent public messaging.
- Coordinate ESF 18-related staffing to ensure the function can be staffed across operational periods.

## 4.4 Disabilities, and Access and Functional Needs Populations

Provision of ESF 18-related activities will take into account populations with disabilities, and access and functional needs. 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 Coordination with Other ESFs

The following ESFs support ESF 18-related activities:

- **ESF 2 – Communications.** Coordinate with private sector telecommunications providers.
- **ESF 3 – Public Works.** Coordinate with private sector infrastructure partners.
- **ESF 8 – Health and Medical.** Coordinate with private sector healthcare providers.
- **ESF 10 – Hazardous Materials.** Coordinate with private sector partners that handle, store, or transport hazardous materials.



**ESF 18. Business and Industry**

- **ESF 11 – Food and Water.** Coordinate with private-sector partners that may provide food and water resources.
- **ESF 12 – Energy.** Coordinate with private-sector energy utilities.
- **ESF 17 – Agriculture and Animal Protection.** Coordinate with agriculture and agribusiness industry partners.

**5 Direction and Control**

To be developed.

**6 ESF Annex Development and Maintenance**

The Business and Economic Development 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.

**7 Appendices**

- Appendix A – ESF 18 Resources
- Appendix B – ESF 18 Responsibilities by Phase of Emergency Management
- Appendix C – ESF 18 Representative Checklist

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**Appendix A      ESF 18 Resources**

The following resources provide additional information regarding ESF 18 and business and industry related issues at the local, state, and federal level:

**County**

- None at this time.

**State**

- Emergency Operations Plan
  - ESF 18 – Business and Industry

**Federal**

- Federal Emergency Management Agency
  - National Response Framework
- US Small Business Administration

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## Appendix B ESF 18 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for ESF 18 – Business and Industry. 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 the volunteers and donations function. 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 18 include:

#### All Tasked Agencies

- Develop operational plans for ESF 18 activities.
- Participate in ESF 18–related trainings and exercises as appropriate.

#### Business and Economic Development

- Coordinate regular review and update of the ESF 18 annex with supporting agencies.
- Facilitate collaborative planning to ensure County capability to support ESF18 activities.
- Maintain operational capacity of the County EOC to support business and industry related activities.
- Provide private-sector partners with vetted, pertinent, and useful preparedness information or emergency management organizations throughout all phases of the emergency management cycle.

#### Board of County Commissioners

- Promote policies that encourage community-wide emergency preparedness including business and industry partners.

#### Area Businesses and Industry

- Establish an emergency management organization to facilitate interaction, communication, and coordination with local, tribal, and state partners.
- Develop, validate, exercise, and implement security and business continuity plans to ensure their capability to deliver goods and services. Plans should include procedures to:
  - Determine the impact of an incident on the business involved, as well as to forecast cascading effects of interdependencies between sectors.
  - Facilitate a shared situational awareness with local, tribal, and state emergency management organizations.
  - Coordinate and set priorities for incident management support and response, and the rationing or prioritizing of the delivery of goods and services after an incident.

## ESF 18. Business and Industry

- Inform state decision-makers to help determine appropriate recovery and reconstitution measures, particularly in cases where they may result in indemnity, liability, or business losses for the private sector.
- Support local, tribal, and state partners to obtain goods and services necessary for the restoration and recovery of impacted business and industry on a priority basis.
- Conduct assessments of, and develop contingency plans for, supply chain disruption.
- Maintain business interruption insurance.
- Coordinate plans for security and continuity/contingency programs with local, tribal, and state partners.

## Response

Response activities take place during an emergency occurs and include actions taken to save lives and prevent further property damage in an emergency situation. Response roles and responsibilities for ESF 18 include:

### All Tasked Agencies

- Provide situational updates to the 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 18 activities.

### Business and Economic Development

- Coordinate with the EOC Planning Section to determine the impacts to the County's business community.
- Establish a Liaison Officer in the County EOC if needed to outreach to business and industry partners.
- Coordinate with business and industry partners around opportunities for private sector support to response operations.
- Request support for business and industry-related activities through the State ECC.

### Area Businesses and Industry

- Assess the impact of the emergency on business.
- Provide goods and services through contractual arrangements or government purchases, or and where appropriate, mutual support agreements with impacted communities.
- Utilize existing agreements and contracts to obtain needed resources.
- Implement business continuity plans.
- Report status of business operations and impacts to the County EOC.

## 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 18 include:

**All Tasked Agencies**

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.
- Participate in all after-action activities and implement corrective actions as appropriate.

**Mitigation**

Mitigation activities take place **before and after** an emergency occurs and 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 18 include:

**All Tasked Agencies**

- Participate in the hazard mitigation planning process for the County.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.

**Area Businesses and Industry**

- Conduct business restoration activities in a manner to reduce the likelihood and severity of future damages and enhance community resiliency.

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**Appendix C ESF 18 Representative Checklist****Activation and Initial Actions**

- Report to the 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), EOC Action Plan, 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.

# **Support Annexes**



# SA 1 – Evacuation

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# Table of Contents

<b>1</b>	<b>Introduction .....</b>	<b>SA 1-1</b>
1.1	Purpose .....	SA 1-1
1.2	Scope .....	SA 1-1
1.3	Policies and Authorities .....	SA 1-1
<b>2</b>	<b>Situation and Assumptions .....</b>	<b>SA 1-2</b>
2.1	Situation .....	SA 1-2
2.2	Assumptions.....	SA 1-2
<b>3</b>	<b>Roles and Responsibilities of Tasked Agencies.....</b>	<b>SA 1-3</b>
<b>4</b>	<b>Concept of Operations.....</b>	<b>SA 1-4</b>
4.1	General.....	SA 1-4
4.2	EOC Activation .....	SA 1-4
4.3	EOC Operations .....	SA 1-5
4.4	Alert and Warning.....	SA 1-5
4.5	Transportation .....	SA 1-6
4.6	Shelter and Mass Care.....	SA 1-6
4.7	Disabilities, and Access and Functional Needs .....	SA 1-6
<b>5</b>	<b>Support Annex Development and Maintenance.....</b>	<b>SA 1-7</b>
<b>6</b>	<b>Appendices.....</b>	<b>SA 1-7</b>
Appendix A	SA 1 Resources .....	SA 1-9
Appendix B	SA 1 Responsibilities by Phase of Emergency Management.....	SA 1-11
Appendix C	SA 1 Representative Checklist.....	SA 1-15

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SA 1 Tasked Agencies	
<b>Primary County Agency</b>	Sheriff's Office
<b>Supporting County Agencies</b>	Clackamas County Disaster Management (CCDM) Local fire agencies Local law enforcement Health, Housing, and Human Services (H3S) Public and Governmental Affairs Department of Transportation and Development
<b>Community Partners</b>	American Red Cross

## 1 Introduction

### 1.1 Purpose

This Support Annex (SA) establishes the framework for the County to plan and conduct evacuation of individuals from at-risk hazard areas to a safe location.

### 1.2 Scope

Small-scale evacuations, such as those occurring during local fires, at crime scenes, or due to a localized hazardous materials spill, will be managed by local fire or law enforcement responders, typically without activation of the County Emergency Operations Center (EOC) or this plan. This annex covers evacuations during medium-to-large scale evacuations.

### 1.3 Policies and Authorities

The following policies and authorities support evacuation in the County:

- The designated On-Scene Incident Command and EOC Command both have authority to order evacuation after determining that shelter-in-place or other protective actions will not adequately ensure the safety and welfare of the at-risk population.
- Oregon Revised Statutes (ORS) 401.6.03.600 gives counties and cities the authority to evacuate persons from a designated emergency area.
- ORS 401.309 authorizes a county or city to order mandatory evacuation only after an Emergency Declaration has been issued and only when necessary for the public safety.
- Clackamas County Code, Emergency Regulations, 6.03.060 authorizes the Board of County Commissioners to order and enforce evacuation as an emergency measure.
- H.R. 3858 [109th]: Pets Evacuation and Transportation Standards Act of 2006 requires state and local jurisdictions to include evacuation, transport, and care of household pets and service animals in their disaster or emergency plan.
- 2007 House Bill 2371 requires operators of care facilities to develop plans and train employees to evacuate clients/residents to a place of safety when conditions of imminent danger require relocation.

## 2 Situation and Assumptions

### 2.1 Situation

- The County has primary responsibility to plan and conduct evacuations that occur in unincorporated areas.
- Clackamas County Disaster Management (CCDM) will activate the EOC as needed to support planning and coordination for a major evacuation involving large numbers of people and/or a large geographic area.
- Cities have primary responsibility to provide support and assistance for localized evacuations occurring within their municipal boundary.
- Evacuation operations include:
  - Safe movement of people and pets/service animals from the at-risk area.
  - Shelter and mass care for evacuees.
  - Security of evacuated areas.
  - Return of evacuees when it is safe to do so.
  - Reunification of families.
- If requested, CCDM/EOC Command can assist On-Scene Command and/or cities with evacuation planning and coordination.
- On-scene Command decides whether shelter-in-place or evacuation is the most appropriate protective measure and ensures that appropriate implementing actions are taken. (Sometimes the EOC can forecast needs for the unincorporated areas of the County.)
- If decontamination is needed, evacuees (including pets and service animals) will be decontaminated prior to being transported from the incident area.
- Evacuations present special challenges because of the time limitations that may exist for planning and implementation, significant interdependencies among affected jurisdictions, transportation difficulties, disabilities and access and functional needs (DAFN) considerations, and other variables.
- The County or any city in the County may order mandatory evacuation if it is authorized as an emergency measure by an Emergency Declaration.
- Operators of licensed care and congregate facilities (e.g., hospitals, child care centers, nursing and group homes, and schools) and detention facilities are responsible for implementing their plans for evacuating clients/residents in an emergency and relocating them to alternate facilities.

### 2.2 Assumptions

SA 1 is based on the following planning assumptions:

- Most evacuations are limited to a defined geographic area and coordinated by law enforcement and/or fire responders at the scene.
- Most major emergencies requiring medium-to-large scale evacuation will have some warning and therefore some pre-event activities completed, which may include establishing an Evacuation Planning Team, activating the Joint Information Center (JIC),

and using pre-developed evacuation plans for a limited number of high or frequent at-risk areas. However, planning should also consider the possibility that little or no warning will occur (e.g., pipeline explosion, earthquakes).

- Eighty percent of those needing to evacuate will do so themselves using their own vehicles. The remaining will require transportation assistance.
- Shelter-in-place may often be the better alternative for some types of emergencies, as mass evacuations pose inherent risks, especially in moving the medically fragile. Decisions to evacuate or shelter in place will be based on situational analysis, with factors including the type and duration of threats, roadway conditions, health and safety issues, and sheltering capacity. The term “shelter in place” is the act of sealing off a room or building to isolate the occupants from an external threat and staying inside until the threat has abated. Typically, this action is taken under rugged circumstances that affect a limited area for a short period of time and is usually ordered in a response to a chemical or hazardous material spill.
- The majority of the evacuating population will find their own accommodations, whether through lodging or by staying with friends and family.
- Responders, residents, animals, and/or equipment may need to be decontaminated in incidents involving hazardous materials.
- If given advance warning, many residents will leave the at-risk area (self-evacuate) before told to do so; other residents may refuse to evacuate when instructed to do so.
- Residents may refuse or delay evacuation unless they can take their pets with them.
- On-Scene Command may need additional resources for safe evacuation, transport, and shelter of DAFN populations (e.g., children; the elderly; individuals with physical impairments, disabilities, or other medical conditions; homeless or transient populations; individuals with limited English proficiency; visitors/tourists).
- All participating agencies will need to closely coordinate and cooperate during an evacuation that crosses jurisdictional boundaries to ensure that evacuees’ safety and welfare are not compromised.

### 3 Roles and Responsibilities of Tasked Agencies

The County has identified primary and supporting agencies and community partners to ensure that SA-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 SA-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); or 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 (EOP) 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

This SA is designed to follow the basic protocols set forth in the Basic Plan of this EOP. Basic Plan describes general roles and responsibilities in a major emergency or disaster that would include evacuations. It also describes how resources are coordinated within the County.

The companion Planning and Evacuation Guidebook provides tools and a template to create an evacuation plan. It can be found in the EOC library.

The two principal alternatives for population protection are sheltering in place and evacuation. Depending on the nature of the emergency, either or both may be utilized.

Major emergency and disaster evacuation actions include:

- Notifying all persons in the designated at-risk area of the threat and the need to evacuate.
- Safe movement and control of individuals, pets, and service animals out of the threatened area, including evacuation routes, traffic control, and evacuee instructions.
- Decontamination of victims and pets if warranted.
- Transportation support for DAFN populations (e.g., people with disabilities, the elderly, and persons without vehicles).
- Shelter and mass care for evacuees, pets, and service animals.
- Ensuring security of the evacuated area, including access control.
- Facilitating safe and orderly reunification of and re-entry to evacuees when it is safe to do so.

### 4.2 EOC Activation

When a disaster occurs, CCDM 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

communications 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 SA. 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 SA 1-related activities.

### 4.3 EOC Operations

When SA 1-related activities are staffed in the EOC, the Clackamas County Sheriff's Office (CCSO) 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 evacuation.
- Share situation status updates related to law enforcement to inform development of Situation Reports.
- Participate in, and provide SA 1-specific reports for, EOC briefings.
- Assist in development and communication of SA 1-related actions to tasked agencies.
- Monitor ongoing SA 1-related actions.
- Share SA 1-related information with ESF 14 – Public Information, to ensure consistent public messaging.
- Coordinate SA 1-related staffing to ensure the function can be staffed across operational periods.

### 4.4 Alert and Warning

- Communicating risks to the public in a clear, consistent and timely manner is essential for orderly evacuations.
- The operation of the JIC in the EOC will be activated at the earliest opportunity to coordinate and ensure that messaging is effective to support orderly evacuations.

#### 4.4.1 Notification and Messaging

- On-Scene Command will immediately notify Clackamas County Communications if a large-scale evacuation is necessary, requesting them to notify CCDM. The EOC will be activated as needed to support evacuation planning, coordination, and operations.
- On-Scene Command is responsible for conducting Alert and Warning notification.
- The EOC JIC has primary responsibility for developing and coordinating the evacuation Alert and Warning message.

#### 4.4.2 Notification Methods

The Clackamas County Emergency Notification System can directly notify households with landline phones in the designated evacuation area using a “reverse 9-1-1” capability. Other notification methods include:

- Social media.

- County web site.
- Mobile public address systems.
- Radio and television.
- Door-to-door.
- The Public Inquiry Center, which can be used to disseminate alerts and warnings to citizens who call in requesting evacuation information.

#### 4.4.3 Alert and Warning Content

All emergency notifications will include the following information:

- Specific instructions about what to do (e.g., take 72 hours of medications with you; lock your home; bring household pets and service animals; take food, water, and emergency kits).
- Clear directions and procedures for evacuation routes.
- Public transportation options and locations.
- Specific information about the potential consequences of not evacuating.

#### 4.5 Transportation

- On-Scene Command will assess the need for transportation of the public and of DAFN populations and request resources through the EOC or directly with public transit agencies.
- It is anticipated that major roadways will remain intact for some period following the emergency. In the case of a flood event, many roadways will eventually be submersed in floodwater and become impassible. Alternate evacuation routes need to be identified.

#### 4.6 Shelter and Mass Care

- Sheltering of Clackamas County residents being evacuated within or outside of the County will be coordinated through the County EOC.
- The American Red Cross assigns a liaison to the EOC to coordinate shelter and mass care requirements
- There is a County list of potential shelter facilities with American Red Cross agreements. The American Red Cross coordinates with the County EOC to select the most appropriate sites and then follows up with their site assessment and shelter operations protocols.
- On-Scene Command coordinates transfer of responsibility for evacuee safety and welfare to the American Red Cross or local jurisdiction once evacuees are safely removed from at-risk area
- Pet shelters are set up and run by the Operations Section of the EOC. Every attempt will be made to shelter pets in areas adjacent or in close proximity to their owners.
- Service animals will be housed with their owners.

#### 4.7 Disabilities, and Access and Functional Needs

Provision of SA 1-related activities will take into account DAFN populations. The needs of children and adults who experience disabilities and access and functional needs shall be

identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

## **5 Support Annex Development and Maintenance**

The CCSO 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.

## **6 Appendices**

- Appendix A – SA 1 Resources
- Appendix B – SA 1 Responsibilities by Phase of Emergency Management
- Appendix C – SA 1 Representative Checklist

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## Appendix A SA 1 Resources

The following resources provide additional information regarding SA and evacuation related issues at the local, state, and federal level:

### County

- Evacuation Planning and Implementation Guidebook

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## Appendix B SA 1 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for this annex. 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 the law enforcement function. 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 SA 1 include:

#### All Tasked Agencies

- Develop operational plans for SA 1 activities.
- Participate in SA 1 related trainings and exercises as appropriate.

#### CCSO

- Coordinate regular review and update of SA 1 with supporting agencies.
- Facilitate collaborative planning, including working with transportation entities to identify and maintain evacuation routes, to ensure County capability to support SA 1 activities.
- Ensure the availability of necessary equipment to support evacuation activities.
- Coordinate and maintain liaison with support agencies and state and federal law enforcement agencies.

#### CCDM

- Maintain operational capacity of the County EOC to support evacuation activities.

### 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 SA 1 include:

#### All Tasked Agencies

- Provide situational updates to the County EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the County EOC, when requested, to support SA 1 activities.

#### On-Scene Incident Command

- On-Scene Incident Command may be set up by either Fire or Law Enforcement.

- Coordinate evacuation planning with the County EOC and/or city and American Red Cross officials.
- Designate boundaries of evacuation areas.
- Request County/city authority if evacuation is mandatory.
- Designate evacuee destination(s).
- Establish and operate evacuation routes.
- Develop evacuation instructions for residents.
- Develop and implement an evacuation notification plan.
- Ensure that evacuation plans include pets, service animals, and DAFN populations.
- Ensure evacuee safety and welfare (unless responsibility has been transferred).
- Secure the evacuated area and establish criteria/procedures for re-entry.

### **EOC Command**

- Assign an On-Scene Incident Commander for the evacuation.
- Coordinate planning and support for evacuations that occur in unincorporated areas.
- Provide planning support and coordinate activities for evacuations affecting multiple jurisdictions within the County or with neighboring jurisdictions.
- Respond to requests for evacuation assistance from cities or On-Scene Command.
- Coordinate resource requests and Emergency Public Information activities.
- Coordinate with the American Red Cross to provide shelter.
- Ensure that pet shelter(s) is/are established.
- Activate hazard evacuation pre-planning team if time permits.
- Support re-entry into evacuated areas.

### **CCSO and Local Law Enforcement Agencies**

- Take primary responsibility for planning, coordinating, and conducting evacuations.
- Coordinate evacuation route planning and related logistical and operational support.
- Direct and coordinate evacuation of jail and other detention facilities.
- Provide traffic and crowd control.
- Secure the evacuated area.

### **Fire Agencies**

- Hold primary responsibility for planning, coordinating, and conducting evacuations in hazardous materials environments requiring specialized protective equipment.
- Assist law enforcement in planning and conducting evacuation.
- Conduct decontamination operations if required.
- Provide emergency medical services at evacuation staging areas and along evacuation routes.

### **Cities**

- Provide support for evacuations within municipal boundary (e.g., law enforcement, public works, shelter and mass care services).
- Coordinate evacuation activities and assistance requests with the County EOC.

**CCDM**

- Assist On-Scene Command.
- Activate the EOC.

**Department of Transportation and Development**

- Coordinate evacuation routes, detour options, and en-route resource requirements with stakeholder transportation agencies.
- Assist law enforcement to establish an at-risk area perimeter.
- Provide signs, barricades, personnel, and equipment along evacuation routes and at designated replenishment stations.
- Assist in finding transportation for evacuees with pets or service animals.

**American Red Cross**

- Provide an American Red Cross liaison to the EOC to coordinate shelter and mass care services.
- Provide interim assistance to evacuees at gathering points and evacuation routes.
- Activate and operate shelters.
- Support reunification of families.
- Coordinate transfer of responsibility for evacuees' safety and welfare with On-Scene Command, cities, service agencies, and shelter operators.

**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 SA 1 include:

**All Tasked Agencies**

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.

**CCDM**

- Compile and keep all documentation collected relating to the management of law enforcement operations and the assets utilized during search and rescue related activities.
- Coordinate 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 SA 1 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 SA 1 Representative Checklist****Activation and Initial Actions**

- Report to the 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), EOC Action Plan (IAP), 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 SA 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 SA 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.



## **SA 2 – Behavioral Health**

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# Table of Contents

<b>1</b>	<b>Introduction .....</b>	<b>SA 2-1</b>
1.1	Purpose and Scope .....	SA 2-1
1.2	Policies and Authorities .....	SA 2-1
<b>2</b>	<b>Situation and Assumptions .....</b>	<b>SA 2-1</b>
2.1	Situation .....	SA 2-1
2.2	Assumptions in Disaster Behavioral Health.....	SA 2-2
<b>3</b>	<b>Roles and Responsibilities.....</b>	<b>SA 2-3</b>
<b>4</b>	<b>Concept of Operations.....</b>	<b>SA 2-4</b>
4.1	General.....	SA 2-4
4.2	Employee Reporting.....	SA 2-4
4.3	Staffing Roles and Responsibilities .....	SA 2-5
4.4	Communication and Coordination .....	SA 2-6
<b>5</b>	<b>Direction and Control.....</b>	<b>SA 2-8</b>
5.1	Lines of Succession of Authority .....	SA 2-8
5.2	Cities .....	SA 2-8
5.3	County.....	SA 2-8
5.4	Regional .....	SA 2-10
5.5	State.....	SA 2-10
5.6	Federal.....	SA 2-11
<b>6</b>	<b>Training and Exercises .....</b>	<b>SA 2-11</b>
6.1	Training Program.....	SA 2-11
6.2	Exercise Program.....	SA 2-11
<b>7</b>	<b>Support Annex Development and Maintenance.....</b>	<b>SA 2-12</b>
<b>8</b>	<b>Appendices.....</b>	<b>SA 2-12</b>
Appendix A	SA 2 Resources .....	SA 2-13
Appendix B	SA 2 Responsibilities by Phase of Emergency Management.....	SA 2-15
Appendix C	SA 2 Representative Checklist.....	SA 2-19

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SA 2 Tasked Agencies	
<b>Primary County Agency</b>	Health, Housing, and Human Services (H3S) (Behavioral Health Division)
<b>Supporting County Agencies</b>	Clackamas County Disaster Management (CCDM) Clackamas County Disaster Management (Medical Examiner) Fire Defense Board Public and Government Relations Sheriff's Office Department of Transportation and Development
<b>Community Partners</b>	American Red Cross Cascadia Behavioral Health Lifeworks NW Morrison Child and Family Services Northwest Family Services Western Psychological
<b>State Agency</b>	Oregon Department of Human Resources/Mental Health & Developmental Disabilities Services Division
<b>Federal Agency</b>	Public Health Agency

## 1 Introduction

### 1.1 Purpose and Scope

The purpose of this document is to provide guidance for remediating the behavioral health impact of a disaster in Clackamas County. It specifies the roles, responsibilities, and relationships of the Behavioral Health Division for disaster planning, response, and recovery.

### 1.2 Policies and Authorities

Provisions in Oregon State Law for Behavioral Health can be found in Oregon Revised Statutes (ORS) 430 and include the following key provisions:

- ORS 430.630. Services to be provided by community mental health programs.

## 2 Situation and Assumptions

The Clackamas County Department of Health, Housing, and Human Services (H3S), Behavioral Health Division, is the mental health authority within the entire County; cities do not provide mental health services, although some may have chaplains or employee assistance programs.

### 2.1 Situation

During and immediately following a disaster, the Behavioral Health Division will be required to focus its efforts in four areas:

- **Comfort Care:** Provide brief supportive intervention or psychological first aid to anxious community members and victims
- **Triage and Assessment:** Clinical treatment, crisis counseling for those under severe mental distress, identifying those at high risk.
- **Responder Care:** Stress management and brief counseling services for emergency workers and their families suffering from critical incident stress.
- **Agency Coordination:** Collaborate with other behavioral health agencies and organizations active in disaster in order to establish role boundaries and a coordinated system of response in the three areas listed above.

## 2.2 Assumptions in Disaster Behavioral Health

Emergency response is predicated on the following assumptions:

- The purpose of disaster behavioral health response is to increase adaptive functioning in responders and survivors.
- Emergency, disaster incidents, or terrorist events have psychological impact on survivors and responders based on the biology of extreme stress and trauma.
- Psychological reactions to events of extreme stress can be observed through cognitive, emotional, physical, and behavioral manifestations for several weeks, months, or even years following the incident.
- Substance use tends to increase dramatically following a community disaster or crisis event.
- Functioning is impacted in both survivors and responders as experiences of extreme stress have a tendency to limit an individual's ability to problem solve, focus, plan, relate and think logically.
- While people and communities are resilient, responding to the psychological and emotional impact of disasters for all people involved is an integral part of a comprehensive and effective disaster response and community recovery strategy.
- Emotional distress is usually apparent at the time of the critical incident. Behavioral health support and early intervention techniques may be required immediately to maintain adaptive functioning.
- Outreach, education and early intervention techniques can assist survivors in meeting new challenges and offer support in their recovery process in order to re-establish pre-disaster performance and functioning levels.
- Disaster behavioral health services are an important component of maintaining relational and community resilience and functioning.

## 2.3 Culturally Aware Disaster Behavioral Health

Culture refers to the patterns of behavior and belief common to members of a society. It is the rules for understanding and generating customary behavior. Culture includes beliefs norms, values, assumptions, expectations and plans of action. It is the framework within which people see the world around them, interpret events and behavior and react to their perceived reality.

**SA 2. Behavioral Health**

Culturally aware disaster behavioral services should be designed to respect the uniqueness of cultural influences. These services will work best if provided within the disaster victim's cultural framework. Nine principles govern the development of culturally aware programs:

1. The family, however defined, is critical and usually the focus of treatment and services.
2. Americans with diverse racial/ethnic backgrounds are often bicultural or multicultural. As a result, they may have a unique set of issues that need to be recognized and addressed.
3. Families make choices based on their cultural backgrounds. Behavioral health responders must respect and build on their own cultural knowledge as well as their families' strengths.
4. Cross-cultural relationships may include major differences in worldviews. These differences must be acknowledged and addressed.
5. Cultural knowledge and sensitivity must be incorporated into disaster behavioral programs, policy-making, administration and services.
6. Natural helping networks such as neighborhood organizations, community leaders and natural healers can be a vital source of support.
7. In culturally competent systems of care, the community as well as the family, determines the direction and goals.
8. Programs must do more than offer equal, nondiscriminatory services; they must tailor services to the population being served.
9. When services include responders that share the cultural background of disaster victims, the services tend to be more effective.

### **3 Roles and Responsibilities**

This annex has been developed to organize the Behavioral Health Division response to disaster situations ranging from small-scale emergencies to large-scale disasters requiring county-wide coordination. It is based on the premise that emergency response begins and ends at the local level.

The roles and responsibilities in support of emergency services will vary depending on the type of resources, the length of the warning period, and the duration of the incident.

The County has identified primary and supporting agencies and community partners to ensure Support Annex (SA)-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 SA-related activities.

## SA 2. Behavioral Health

- **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 non-profit 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 (EOP) 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

The H3S/Behavioral Health Division maintains 24-hour coverage in support of a potential natural or human-caused disaster emergencies and works in coordination with Clackamas County Disaster Management (CCDM). In the event of an incident, the level of ESF 8 activation will be dependent on the magnitude of the emergency or disaster. H3S will coordinate the initial response to most natural or human-caused disaster emergencies affecting the County and participate in County Emergency Operations Center (EOC) Command with significant behavioral health impacts.

The provision of behavioral health services will be coordinated from the County EOC, if activated. A behavioral health representative will report to the EOC to survey and assess behavioral health response requirements and capabilities.

Once a plan is developed for provision of behavioral health services, agencies providing such services may operate and administer programs from their normal working locations or on-scene, as assigned and appropriate. In addition, the Board of County Commissioners (BCC) may enter into contracts or mutual assistance agreements for the provision of behavioral health services.

For behavioral health when H3S is the lead, the H3S Department Operations Center (DOC) will be activated. For emergencies or disasters with health impacts, the EOC will serve as the coordinator center for the incident operations.

### 4.2 Employee Reporting

Behavioral Health Division employees will be expected to report for work in the event of a disaster unless they are the direct victims of the disaster. Impacted employees will not be asked to report for work until their personal and family disaster-related needs are met. Employees will notify their immediate supervisors of availability.



If an employee's normal work location is inaccessible or non-functional, that employee will report to the nearest available functioning mental health site unless directed otherwise by a specific protocol or a supervisor.

Employees may be assigned to alternate work sites and functions, as needed, within the County. They may be assigned to work sites outside the County through mutual assistance agreements among regional government agencies.

### 4.3 Staffing Roles and Responsibilities

Upon receipt of the initial information, the Behavioral Health Lead in concert with Behavioral Health Liaison, Behavioral Health Field Officer and other local officials will assess the situation and make a preliminary determination as to the nature and scope of the response. Depending on the scope, Clackamas County Behavioral Health Division will collaborate with other key personnel to assist in coordinating a response.

Emergency Behavioral Health resources will be inventoried, consolidated and presented by the Behavioral Health Division. There are three Behavioral Health roles to be assigned within the Incident Command System (ICS) structure depending on the size and severity of the incident. These three roles are, typically, at different locations which need to be filled in the order presented are:

1. EOC – The **Behavioral Health Lead** holds the primary responsibility for the overall planning, development, management, and evaluation of the behavioral health response for the incident. The Behavioral Health Duty Lead ensures that there are adequate levels of practitioners and service sites to the support the behavioral health needs of responders.
2. H3S DOC – The **Behavioral Health Liaison** is responsible for inventorying and assigning crisis/emergency counselors to support the behavioral health needs in the community and ensuring support staff and first responders have access to their own emotional support and incident debriefing resources. The Behavioral Health Liaison determines the need for mental/behavioral services and coordinates provisions of care as required.
3. Incident Command Post – The **Behavioral Health Field Officer** is responsible for ensuring that responder needs are met and identifying the need for, and obtaining behavioral health support. The Field Officer is responsible for coordinating crisis counseling to community members, staff, and first responders as needed.

Depending on the event size, activation may be limited and behavioral health representatives could potentially fill multiple roles. An isolated incident may not require activation of the County EOC and only need direct support at the incident. Small incidents may only warrant an activation of the EOC without the need for the H3S DOC. While larger incidents will operate with the EOC, H3S DOC, and Incident Command Post.

#### 4.3.1 Additional Roles and Responsibilities

Behavioral Health staff will assist victims in identifying available mental health resources, will serve as advocates with behavioral health providers, and will report serious deficiencies through the chain of command.

**SA 2. Behavioral Health**

Behavioral Health staff responding to the event shall be alert to signs of high stress, emotional instability, or unusual behavior among disaster victims and emergency workers and will notify the Behavioral Health Lead or County EOC of such conditions.

Emergency mental health services will be provided under existing rules of confidentiality. If a client has physical or material needs that require consultation with other service providers, “Consent for Release of Information” will be requested to allow for referral. Information released will be limited to that necessary to meet the unmet needs of the client. Additional behavioral health reports and records will be completed as required. Within the confines of confidentiality, all pertinent facts and information will be documented.

#### **4.4 Communication and Coordination**

The purpose of the communication plan is to provide: immediate, accurate information necessary to initiate proper response, ongoing information necessary to meet emerging needs and reliable information necessary to dispel rumors.

Communication amongst the Behavioral Health Lead, Behavioral Health Liaison, and Field Officer will be vital to support the community through an incident. Modes of communication can be through LAN line, cellular phones, e-mail, and two-way radio while simultaneously observing WebEOC. Communication frequency between the three roles will be dictated by the Behavioral Health Lead determined from the severity of the incident.

WebEOC is the Crisis Information Management system used for incident response by Clackamas County as well as other jurisdictions throughout the region. Each Behavioral Health Representative will monitor WebEOC for a common operating picture, situational awareness, and information coordination.

Each behavioral health role has specific communication instructions. This is so communication gaps are minimized and the behavioral health representatives will be able to make sound decisions quickly and appropriately. More details of each for each role are defined more specifically in the position descriptions located in the Appendices.

##### **4.4.1 Communication within the Behavioral Health Roles**

The **Behavioral Health Lead** works directly with the EOC Human Services branch. The communication responsibilities for the Behavioral Health Lead are as follow:

- Receive situation reports periodically from the EOC and/or WebEOC to prioritize the behavioral health needs within the community and provide immediate, on-demand support for the Incident Command Post.
- Maintain frequent and consistent communication with the Behavioral Health Liaison and Behavioral Health Field Officers to ensure adequate support needs are met. Communication occurrence will be based on the severity of the incident.
- Keep the Operations Section Chief informed of situation status and updates correlated to behavioral health.
- Track all requests related to behavioral health support. All requests must go through the logistic section in order to comply with EOP functions.

**SA 2. Behavioral Health**

- Communicate with State Mental Health to determine the availability of statewide assistance in the event that regional resources are insufficient to meet mental health needs within the region
- Attend daily meetings and briefings and will assure that behavioral health activities are included in the EOC Action Plan (EAP).

The **Behavioral Health Liaison**, typically, located at the H3S DOC, inventories, recruits, and assigns behavioral health staff supporting the incident. The Behavioral Health Liaison is communication responsibilities are to:

- Coordinate behavioral health support from other divisions, supporting agencies and established community partners. If local resources are unavailable or have been exhausted, the Behavioral Health Liaison will immediately notify the Behavioral Health Lead to coordinate staffing needs.
- Provide situation reports and requests made through the H3S DOC to the Behavioral Health Lead. Frequency of communication will be determined by the Behavioral Health Lead based on the severity of the incident.
- Collaborate with Clackamas County Volunteer Connection program to screen, approve, and assign non-County mental health workers to ensure efficient and effective delivery of service
- Communicate any further guidance or deviations to any support requests to the Behavioral Health Field Officer and immediately notify the Behavioral Health Lead.

The **Behavioral Health Field Officer** manages behavioral health field operations. This position is typically situated at the Incident Command Post, however it can be multiple locations depending on the severity and need for behavioral health support. The Field Officer is responsible for:

- Ensure that responder needs are met and identifying the need for, and obtaining, Behavioral Health Division support.
- Deploy, track, and maintain communication with behavioral health teams in the field.
- Provide situation reports to the Behavioral Health Lead. Frequency of communication will be determined by the Behavioral Health Lead from the severity of the incident
- Communicate personnel requests to the Behavioral Health Liaison and all other support requests to the Behavioral Health Lead.

#### **4.4.2 Communicating with the Media**

All communication with the media regarding any disaster situation must be coordinated through the Public Information Officer to ensure that information is given in a consistent and appropriate manner. All media requests should be referred to the Public Information Officer, who will maintain communications with the media and preserve confidentiality of survivors and their families.

#### **4.4.3 Communication to the Community and Public**

Formal messages to be communicated to the community and public will be scripted and approved by the Behavioral Health Lead and the EOC Commander. The message will then be given to the Public Information Officer to broadcast.

Educational materials for public dissemination that address psychological impact of traumatic events and how individuals and families can cope will be available in several languages and located in the Behavioral Health Division Go Kit Contents.

## **5 Direction and Control**

Clackamas County is responsible for coordinating emergency response in the unincorporated areas of the County and for response to behavioral health emergencies throughout the County.

Staff support and equipment will be provided to the Behavioral Health Function as it is available from local, State, and federal sources.

### **5.1 Lines of Succession of Authority**

Succession of authority within the Behavioral Health Division shall be as assigned by the H3S Director.

The Crisis Services Program Manager is designated as the Behavioral Health Representative. Lines of Succession for this position are:

- Clinical Services Program Supervisor
- Director of the Behavioral Health Division
- As designated by the Director of Health, Housing and Human Services

The BCC may declare an emergency to allow emergency actions or to request additional support and services.

### **5.2 Cities**

No direct behavioral health services are provided by city government in Clackamas County. Some emergency service agencies may have trained personnel to augment the delivery of critical incident stress debriefings or provide advice and assistance to victims. The County will support city responses, as requested.

### **5.3 County**

H3S is the primary/lead agency responsible for overseeing behavioral health activities throughout the County and participates in Unified Command to coordinate the County's response to the behavioral health aspects of any emergency.

Behavioral health services for residents of Clackamas County are provided by H3S. The Sheriff's Office and some fire agencies have chaplain programs that provide mental health support to community members and employees. The Department of Employee Services also contracts for services under the Employee Assistance Program.

### 5.3.1 Department of Employee Services

- Coordinate with Behavioral Health Representatives for crisis counseling services for employees utilizing services from the Employee Assistance Program as needed.
- Assist the Behavioral Health Division in developing and disseminating behavioral health information to employees.

### 5.3.2 Employee Assistance Program

County staff will have the EAP available to them for critical incident stress issues. Coordination of the Employee Assistance Program during an emergency event may be provided by the Department of Employee Services. If the Department of Employee Services is unavailable to activate the Employee Assistance Program, the Behavioral Health Duty Officer can contact Employee Assistance Program and then should notify the Department of Employee Services of the activation at the earliest moment.

- Call to speak with a licensed mental health professional immediately and then to be referred to a counselor locally for their free face-to-face sessions.
- Counselors are also able to connect individuals to resources through Red Cross and United Way within the community.
- If there is need of onsite Critical Incident Debriefing, the Employee Assistance Program can mobilize services once the request is made by the decision makers within Clackamas County. Individual and/or group debriefs can be arranged.

### 5.3.3 Medical Reserve Corps

- The Clackamas County Medical Reserve Corps program is housed under Clackamas County Public Health and Clackamas County Disaster Management.
- The Medical Reserve Corps coordinator works closely with other county and regional personnel for the establishment and maintenance of the unit including: County Health Officer, Director of Disaster Management, Emergency Medical Services Administrator, Public Health Director and the Regional Cities Readiness Initiative Coordinator.

### 5.3.4 District Attorney's Victim Assistance Program

- The Victim Assistance Program (VAP) provides services to all victims of all crimes, youth & adult, person or property crimes. VAP advocates are trained in Psychological First Aid and trauma response.
- The primary tasks of the VAP include crisis intervention, victim rights, court accompaniment, case status updates, Crime Victim Compensation Program, Victim Information and Notification (VINE) referrals (victim information and notification of offender in custody status), restitution and property return assistance, Criminal Justice System navigation, logistic and emergency assistance, protective order application support, and safety planning.
- The VAP has a 24/7 Call-Out and Crisis Line response, and will respond to mass fatality events as victim advocates, as well as participate in death notifications, family information and/or victim's assistance centers.
- The VAP's crisis response is activated by law enforcement and they are often the first emotional response personnel on scene following a mass event. They maintain a

volunteer pool of 20 to 30 advocates and can usually mobilize 8 to 10 within an hour during the day, and closer to 15 advocates after business hours.

## 5.4 Regional

There are a number of public and private support agencies that can assist in the delivery of behavioral health services. These include the Salvation Army, the Oregon Critical Incident Response Team, local psychiatric associations, and other volunteer groups. The Behavioral Health Liaison will coordinate the use of such groups. Emergent mental health volunteers will not be used unless credentials are approved by the Behavioral Health Division.

### 5.4.1 The Salvation Army

- The Salvation Army provides relief services to communities impacted by both natural and man-made disasters until the service is no longer needed by the community.
- When initiating a disaster relief operation, the first aim is to meet the basic needs of those who have been affected, both survivors and first responders.
- The Salvation Army provides spiritual comfort and emotional support upon request to victims and emergency workers coping with the stress of a catastrophe.

### 5.4.2 Critical Incident Response Team

- Trauma Intervention Program volunteers receive extra training regarding responding to a major crisis or traumatic event that disrupts large groups or communities.
- The group is dispatched by law enforcement and fire agencies prepared to respond within a 3-hour radius of the Portland/Vancouver area.

### 5.4.3 Cascade Crisis Canine Response

- Provides hope and comfort in times of crisis through the healing benefits of the human-canine connection.
- Experienced Cascade Canine Crisis Response teams are available in the Pacific Northwest to assist in recovery from disasters when requested by emergency response providers, relief agencies, and other community public institutions.

### 5.4.4 211 info

- Central hub empowering Oregon and Southwest Washington communities by helping people identify, navigate and connect with the local resources needed.

## 5.5 State

The Oregon Department of Human Resources, Mental Health & Developmental Disabilities Services Division, provides oversight, funding, and guidance for local mental health programs. State mental health resources beyond those available on a day-to-day basis may be requested during a declared emergency. The State will be responsible for the acquisition and coordination of the delivery of resources needed by local governments and will administer any Disaster Mental Health Programs funded by the Federal Emergency Management Agency following a presidentially declared emergency or disaster.

### 5.5.1 Addiction and Mental Health Division

- The Addiction and Mental Health Division is responsible for planning and responding to emergencies that involve the health and safety of vulnerable individuals and for crisis counseling and intervention during disaster situations.
- Maintains a Behavioral Health Emergency Response Team, which provides oversight for the behavioral health all-hazards planning and response.
- Under a Presidential major disaster “Individual Assistance” declaration, the Addiction and Mental Health Division may request funding assistance to build additional counseling capability via a federal program named “Crisis Counseling,” which has both an immediate services component and a regular services component.

## 5.6 Federal

On declaration of an emergency, the Public Health Service may assist in assessing mental health needs; provide mental health training materials for disaster workers; assist in arranging training for mental health outreach workers; assess the adequacy of applications for federal crisis counseling grant funds; and address worker stress issues and needs through a variety of mechanisms. In addition, some of the federally supported response teams, such as the Disaster Mortuary Teams, may include a mental health component.

## 6 Training and Exercises

### 6.1 Training Program

The Behavioral Health Division will maintain a list of employees and staff from supporting agencies who have been trained in disaster relief and have indicated a willingness to participate in direct disaster relief services.

The Behavioral Health Division will provide training on a regularly scheduled basis to ensure those employees’ skills in the area of behavioral health services to disaster victims.

Trainings will also be provided to staff regarding common reactions after a disaster or terrorism incident, when to refer for professional mental health intervention, and suicide prevention.

Required trainings include:

- Psychological First Aid – aims to reduce stress symptoms and assist in a healthy recovery following a traumatic event, natural disaster, public health emergency, or even a personal crisis; 6 hours (free, online)
- ICS Trainings: 100, 200, and IS 700 (free)

### 6.2 Exercise Program

CCDM will conduct exercises throughout the year to continually test and evaluate this EOP. Whenever feasible, the County will coordinate with neighboring jurisdictions and State and federal government, to participate in joint exercises including behavioral health activities. These exercises will consist of a variety of tabletop exercises, drills, functional exercises, and annual full-scale exercise.

### 6.2.1 Additional Activities

- Promote the awareness of Behavioral Health’s role in disaster emergency response by actively networking with volunteer agencies, state agencies, local emergency planning committees, hospitals, etc.
- Assist in the development of resources for the general public that will promote resiliency, foster coping strategies and assist in understanding the dynamics of disaster preparedness and response.
- Conduct an advance planning tabletop talk annually amongst the Behavioral Health Division inviting community partners and mutual aid support.
- Offer child, youth, and adult foster and group homes and other care facilities to participate in any training exercises.

## 7 Support Annex Development and Maintenance

H3S will review this plan at least every two years. CCDM is available to assist. The plan will also be reviewed to implement lessons learned during exercises, organizational changes, and revisions in Federal or State planning guidance.

## 8 Appendices

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



## Appendix A SA 2 Resources

The following resources provide additional information regarding behavioral health-related issues at the local, state, and federal level:

### County

- Behavioral Health resources maintained separately including:
  - Behavioral Health Lead Position Description
  - Behavioral Health Liaison Position Description
  - Behavioral Health Field Officer Position Description
  - 24-Hour Crisis Phone Numbers
  - Provider Worksheet: Survivor Current Needs (Psychological First Aid)
  - Provider Worksheet: Psychological First Aid Components Provided (Psychological First Aid)
  - Language Bank

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## Appendix B SA 2 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for this annex. 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. 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 SA 2 include:

#### All Tasked Agencies

- Develop operational plans for SA 2 activities.
- Participate in SA 2 related trainings and exercises as appropriate.

#### H3S/Behavioral Health Division

- Coordinate regular review and update of the SA 2 annex with supporting agencies.

#### CCDM

- Maintain operational capacity of the County EOC to support evacuation activities.

### Response

Response activities take place **during** an emergency occurs and include actions taken to save lives in an emergency situation. Response roles and responsibilities for SA 2 include:

#### All Tasked Agencies

- Provide situational updates to the County EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the County EOC, when requested, to support SA 2 activities.

#### H3S

- Designate a representative to serve in Unified Command.
- Provide staff to perform EOC and/or DOC functions to assist the County in coordinating behavioral health services.
- Coordinate ambulance services in the County and activate the Contingency Plan for Emergency Ambulance Service, if necessary.
- Assist in identification of populations with disabilities, and access and functional needs. Develop and implement strategies to address any access and functional needs.
- Coordinate necessary medical and social services for people with access and functional needs.

**SA 2. Behavioral Health**

- Assist partner agencies in supporting the needs of victims and emergency workers, including basic services, transportation, and pets and service animals.
- Coordinate with appropriate agencies for the provision of food and potable water to victims.
- Coordinate with appropriate agencies to evaluate safety of temporary housing.
- Coordinate with appropriate agencies to evaluate feedings areas.
- Provide information and referral.
- Coordinate volunteer registration and placement.

**H3S/Behavioral Health**

- Conduct civil commitment investigations as required by the Oregon Revised Statutes.
- Ensure mental health crisis intervention.
- Through contract with community residential providers, ensure services to clients in community residential facilities.
- May provide evaluation of mental health of emergency workers and coordinate delivery of critical incident stress debriefings, as appropriate.
- Work with the Public Information Officer to develop emergency behavioral health information for dissemination to employees and the public.
- Serve as a liaison to other groups with the capability of providing behavioral health services in the County.
- Serve as the lead agency in developing follow-up treatment plans or proposals for crisis counseling programs.

**CCDM**

- Implement the EOP.
- Activate EOC.
- Assist Unified Command.
- Advise the County Administrator and BCC.
- Facilitate the emergency declaration process.
- Coordinate with local, regional, and state agencies.
- Serve as the EOC Manager.
- Request Clackamas Amateur Radio Emergency Services (CARES) activation.
- Coordinate on-scene operations at mass fatality incidents, morgue operations and Family assistance Centers.

**CCDM/Medical Examiner**

- Leads management of mortuary operations.
- Investigate the causes and manners of death not attended by a physician or is suspicious.
- Develop and execute the Mass Fatality Plan and protocols to manage death investigations and mortuary services.
- Coordinate with Incident Command to preserve the scene, and protect and remove remains.
- Identify victims, notify next of kin and release remains for final disposition in coordination with law enforcement.

**American Red Cross**

- Staff behavioral health positions in any shelters that are established according to ARC policies.
- May assign an American Red Cross liaison to EOCs for the purposes of communicating and coordinating with the ICS.

**MOU's for Partnering Behavioral Health and Peer Support Providers will be kept on file both in the Administrative offices of the Behavioral Health Division and as attachments in the Behavioral Health Division COOP plan.**

**The check list for the Behavioral Health providers is to;**

- Reconcile active behavioral health providers and services to identify need for crisis counseling.
- Assist the Behavioral Health Division in developing and disseminating behavioral health information to the public.
- Assign trained personnel to assist in delivering behavioral health services, as available.

**The check list for the Peer Support providers is to;**

- Reconcile active peer providers and services to identify need for peer support.
- Assist the Behavioral Health Division in developing and disseminating behavioral health information to the public.
- Assign trained personnel to assist in delivering peer support services, as available.

**Licensed Residential Care**

Provision in Oregon State Law for Safety of can be found in Oregon Administrative Rules (OAR) 309 and include the following key provisions:

- OAR 309-035-0130 Residential Care Facilities for Mentally or Emotionally Disturbed Persons

**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 SA 2 include:

**All Tasked Agencies**

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.

**CCDM**

- Compile and keep all documentation collected relating to the management of law enforcement operations and the assets utilized during search and rescue related activities.
- Coordinate 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 SA 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 SA 2 Representative Checklist****Activation and Initial Actions**

- Report to the 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 SA 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 SA 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.



## **SA 3 – Animals in Disaster**

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# Table of Contents

<b>1</b>	<b>Introduction .....</b>	<b>SA 3-1</b>
1.1	Purpose and Scope .....	SA 3-1
1.2	Policies and Authorities .....	SA 3-1
<b>2</b>	<b>Situation and Assumptions .....</b>	<b>SA 3-1</b>
<b>3</b>	<b>Roles and Responsibilities of Tasked Agencies.....</b>	<b>SA 3-2</b>
<b>4</b>	<b>Concept of Operations.....</b>	<b>SA 3-2</b>
4.1	General.....	SA 3-2
4.2	Public Education.....	SA 3-2
4.3	Planning .....	SA 3-3
4.4	Emergency Response .....	SA 3-3
<b>5</b>	<b>Direction and Control.....</b>	<b>SA 3-4</b>
5.1	General.....	SA 3-4
5.2	Cities .....	SA 3-5
5.3	County.....	SA 3-5
5.4	Regional .....	SA 3-5
5.5	State and Federal Assistance.....	SA 3-5
<b>6</b>	<b>Support Annex Development and Maintenance.....</b>	<b>SA 3-6</b>
<b>7</b>	<b>Appendices.....</b>	<b>SA 3-6</b>
Appendix 1	SA 3 Resources .....	SA 3-7
Appendix 2	SA 3 Responsibilities by Phase of Emergency Management.....	SA 3-9
Appendix 3	SA 3 Representative Checklist.....	SA 3-13

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SA 3 Tasked Agencies	
<b>Primary County Agency</b>	Department of Transportation and Development (DTD)
<b>Supporting County Agencies</b>	Clackamas County Disaster Management (CCDM) Health, Housing, and Human Services Public and Governmental Affairs
<b>Community Partners</b>	American Red Cross

## 1 Introduction

### 1.1 Purpose and Scope

The 2005 Gulf Coast hurricanes and other disasters in more recent years have clearly demonstrated that emergency planning must include provisions for household pets, service animals, and, in some cases, farm animals and livestock. This Support Annex (SA) outlines tasks and responsibilities for protecting animals in Clackamas County during major emergencies or disasters.

### 1.2 Policies and Authorities

The 2006 Pets Evacuation and Transportation Standards Act requires state and local governments to incorporate pets and service animals in disaster planning.

Oregon Revised Statutes 401 requires the Oregon Office of Emergency Management (OEM) and the Oregon Department of Agriculture to develop emergency operations plans that provide for companion and service animals and livestock during emergencies.

## 2 Situation and Assumptions

- Animals are vulnerable to many of the same risks and hazards as people.
- Owners have primary responsibility for the safety and welfare of their animals.
- The success of an emergency plan for animals will depend largely on the preparations each animal owner takes in advance of an emergency.
- Due to stress, animals may be more difficult to handle during emergencies.
- Abandoned and feral animals may pose a risk to rescuers and the public.
- Animals are more likely to contract and transmit diseases during major emergencies or disasters.
- Animal food supplies may become contaminated, destroyed, or scarce during an emergency.
- Large numbers and species of animals could become contaminated during a hazardous materials or chemical, biological, radiological, nuclear, or explosive incident.
- Evacuation plans need to include transportation and shelter options for companion animals. Many individuals may refuse to evacuate if they are unable to take their animals with them, and no one should have to choose between evacuating to safety or remaining with their pets in harm's way.
- Service animals are the only animals accepted at American Red Cross shelters.

## SA 3. Animals in Disaster

- Livestock animals like cattle, horses, sheep, goats, pigs, and poultry may need to be evacuated, sheltered, and cared for in an emergency.
- County Dog Services staff will collaborate extensively with animal welfare organizations, veterinarians, pet stores, breeders, emergency management officials, city and state agencies, and volunteer groups to develop community-specific plans.

### 3 Roles and Responsibilities of Tasked Agencies

The County has identified primary and supporting agencies and community partners to ensure SA-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 SA-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 (EOP) 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

Dog Services staff plans and coordinates animal evacuation, sheltering, and care services in a major emergency or disaster, focusing on three areas: public education, planning, and emergency response.

### 4.2 Public Education

Owners are responsible for the safety and welfare of their animals, including developing and implementing emergency plans for evacuation and shelter.

Owners should assemble go-kits of emergency supplies for their animals that include food, water, bedding, toys, leashes, carriers, medications, veterinary contact information, microchip

numbers, and current pictures of all pets, preferably one of which includes the pets and owner together.

Farmers may need to relocate animals to safer areas or open pasture.

## 4.3 Planning

### 4.3.1 Estimated Animal Populations in Clackamas County

- Companion animals:
  - 80,000 dogs
  - 87,000 cats
  - 20,000 other pets (e.g., birds and rodents)
- 9,200 horses and ponies
- 25,000 cattle and calves
- 23,000 other animals (e.g., bee colonies, goats, and sheep)
- Fowl, including more than 1,700,000 broilers
- While citizens have permits for 10 exotic animals, the number of non-permitted exotics is believed to be much higher.

### 4.3.2 Planning Model

Dog Services has developed an animal emergency planning model to forecast shelter capacity, equipment, supplies, and staff required during emergencies.

### 4.3.3 Community Collaboration

Dog Services is working with organizations throughout the County to assess community animal needs and resources, including:

- Facilities that house or serve animals, including those that may be especially at risk in emergencies.
- Assisted living and senior citizen centers that may have many residents with pets and limited resources for moving them.
- Resource availability, including vehicles, cages, and equipment for moving and sheltering all types of animals.
- Facilities that may provide potential animal staging/shelter near American Red Cross shelters or combination people/animal shelters.

## 4.4 Emergency Response

### 4.4.1 Setting the Stage

- In slowly developing incidents that allow for advance warning, most households with personal transportation will evacuate safely with their animals. Dog Services and Emergency Operations Center (EOC) staff will coordinate transportation options for families with pets that do not have personal transportation.
- Emergencies that occur with no warning while owners are away from home and cannot return to their animals may cause difficulty for rescue workers. Even normally docile

**SA 3. Animals in Disaster**

animals may respond aggressively in emergencies, especially when separated from their owners. Rescue workers will request Dog Services' assistance when confronting potentially aggressive animals.

- Farm and livestock animals represent a large financial investment for their owners in rural Clackamas County and pose a serious challenge if evacuation is required. Livestock left behind risk becoming ill or injured and pose dangers to rescuers. Animal waste products or carcasses may cause public health problems if allowed to accumulate or contaminate the water supply.
- Wildlife and stray or feral cats and dogs are likely to become agitated and aggressive if their normal habitat is disrupted or destroyed and they are unable to find adequate food, water and shelter.
- Zoonotic diseases—those spread from animals to people—and illnesses spread by contamination from animal carcasses are serious public health risks.
- Exotic animals include wild, non-native animals that require special containment for their own safety and the safety of nearby people and animals. State statute requires that exotic animals be registered with the Department of Agriculture. Ten exotic animals are registered in Clackamas County, most of them various species of wild cats. It is likely that additional exotic animals are not registered and may pose serious hazards for rescue workers if not properly contained.
- Some dangerous animals, e.g., alligators and crocodiles, are not classified as exotic animals yet may still pose serious risks to rescuers and the public.

**4.4.2 During an Emergency**

- Dog Services will give first priority to ensuring the safety and welfare of animals in County shelters, evacuating them if needed.
- The next priority will be to respond to requests for assistance from emergency responders in the field, capturing and caring for sick, injured, or displaced animals.
- Dog Services will, through the EOC, coordinate overall animal emergency response activities with cities and other stakeholders throughout the County.

**5 Direction and Control****5.1 General**

If an 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.

The County has jurisdictional authority and primary incident management responsibility for incidents that occur in the unincorporated area. 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 and implement their EOPs in a major incident. EOC staffs will coordinate resources in support of field activities, share incident information, conduct multi-agency planning, and operate the Joint



Information System. All participating agencies/jurisdictions will collaborate to establish and maintain a common operating picture.

## 5.2 Cities

Cities should include provisions for household pets and service animals in their emergency plans, especially during evacuation. Cities should also urge citizens to include their animals in individual and family emergency preparedness planning. Cities are asked to coordinate animal emergency response and recovery activities with Clackamas County Disaster Management CCDM, EOC staff, and Dog Services.

## 5.3 County

Dog Services and other responders manage most animal control and rescue operations routinely in the field. If an incident potentially involves large numbers of people and animals, On-Scene Command will notify CCDM and Dog Services to assist in coordinating animal response activities. Dog Services personnel serving on the EOC staff will coordinate with regional and State partners for resource assistance.

## 5.4 Regional

Animal control organizations in the region are working together to compile a list of pet-friendly hotels and motels, evacuation equipment and supplies, and other resources that can be used in a major emergency or disaster.

Clackamas County participates in the Inter-County Omnibus Mutual Aid Agreement that provides a framework for participating counties to request mutual aid from each other in emergencies. Emergency assistance may include 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 in writing to a formal reimbursement request before resources are dispatched.

## 5.5 State and Federal Assistance

The Oregon Department of Agriculture and OEM share responsibility for maintaining a State Animal Disaster Response Plan that addresses animal evacuation, shelter, and care during non-disease emergencies. The plan describes the capabilities of State and local government agencies and volunteer organizations to address the needs of companion animals, livestock, poultry, and captive wildlife during disasters. A copy of the plan is available in the EOC library.

The Oregon Department of Agriculture works to control and eradicate animal diseases, including those transmissible to humans. This department also develops and maintains the Oregon Animal Disease Emergency Management Plan. The Animal Health and Identification Division:

- Assists local governments in developing local animal response plans.
- Identifies resource providers.

**SA 3. Animals in Disaster**

- Serves as the lead support agency for evacuation, shelter, and care of companion animals, service animals, and livestock.
- Assists in providing food, water, shelter and veterinary care to affected animals.
- Activates the Oregon Animal Disease Emergency Management Plan. (A copy of this plan is available in the EOC library.)

OEM coordinates State agencies with roles in pet, service animal, and livestock evacuation, shelter, and care. OEM activates the State Emergency Coordination Center, serves as point of contact for local emergency management agencies, and coordinates Federal support.

The Oregon Department of Fish and Wildlife assists with the capture and relocation of displaced wildlife, care of diseased or injured wildlife, and euthanasia and disposal of ill/injured wildlife.

The Oregon Department of Human Services assists in providing grief counseling support for animal owners experiencing stress and/or loss and monitors/advises regarding zoonotic diseases.

The Oregon Department of Transportation assists in moving State resources during a major emergency or disaster, with traffic control and movement, and may provide operators and equipment to assist in animal disposal.

The Oregon State University College of Veterinary Medicine provides veterinary support and expertise, and diagnostic support services. The Cooperative Extension Service assists with information development and local dissemination.

## **6 Support Annex Development and Maintenance**

The Director of the Department of Transportation and Development will ensure that this annex and supporting plans are reviewed and revised every five years or when changes occur, such as lessons learned from exercises or actual events. CCDM staff is available to assist.

## **7 Appendices**

- Appendix A – SA 3 Resources
- Appendix B – SA 3 Responsibilities by Phase of Emergency Management
- Appendix C – SA 3 Representative Checklist

## Appendix 1 SA 3 Resources

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

### County

- Emergency Operations Plan
  - ESF 1 – Evacuation
  - ESF 6 – Mass Care
  - ESF 11 – Agriculture and Natural Resources
- EOC Library
  - Regional Animals in Disaster Plan
  - Oregon Animal Emergency Response Plan
  - Oregon Animal Disease Emergency Response Plan

### State

- Emergency Operations Plan
  - ESF 11 – Agriculture and Natural Resources

### Federal

- National Response Framework
  - ESF 11 – Agriculture and Natural Resources

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## Appendix 2 SA 3 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for this annex. 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 the law enforcement function. 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 SA 3 include:

#### All Tasked Agencies

- Develop operational plans for SA 3 activities.
- Participate in SA 3-related trainings and exercises as appropriate.

#### DTD/Dog Services Division

- Coordinate regular review and update of the SA 3 annex with supporting agencies.

### 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 SA 3 include:

#### All Tasked Agencies

- Provide situational updates to the County EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the County EOC, when requested, to support SA 3 activities.

#### DTD/Dog Services Division

- Coordinate regular review and update of the SA 3 annex with supporting agencies.
- Respond to emergency responder requests for assistance in dealing with injured, stray, or abandoned animals.
- Ensure the safety of animals in shelters, including management of evacuation.
- Establish animal shelters, preferably in close proximity to human shelters.
- Implement animal rescue, transport, intake, care and handling, visitation, and security procedures, including foster care systems.
- Assist fire agencies in animal decontamination operations.
- Implement emergency quarantine and isolation procedures.
- Coordinate with Human Services for volunteer recruitment and training.

**SA 3. Animals in Disaster**

- Collaborate with the Public Information Officer/Joint Information Center to develop and disseminate animal health information.
- Coordinate with State agencies for disposition of exposed/contaminated animals and other long-term recovery actions.

**Animal Owners**

- Have primary responsibility for the safety and welfare of their animals during emergencies.

**CCDM**

- Assist in incident management and multi-jurisdictional coordination.
- Activate the EOC.
- Facilitate the Emergency Declaration process.
- Coordinate with city, regional, and State counterparts.

**Health, Housing, and Human Services**

- Assist individuals with disabilities and others with access and functional needs populations in emergency planning for service animals.
- Coordinate behavioral health services for individuals coping with animal injury or loss.
- Coordinate with appropriate State agencies regarding health monitoring, tracking and reporting animal disease that has human implications, and animal waste and disposal.
- Coordinate volunteer registration and referral.

**American Red Cross**

- Coordinate with the EOC/Dog Services Staff to activate animal shelters in close proximity to American Red Cross shelters to accommodate pet owner needs.

**Humane Society**

- Assist in rescuing animals and coordinating shelter for household pets and service animals.

**Oregon Veterinary Medical Association**

- Assist in locating and coordinating veterinary support during animal emergencies.

**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 SA 3 include:

**All Tasked Agencies**

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.

**CCDM**

- Compile and keep all documentation collected relating to the management of law enforcement operations and the assets utilized during search and rescue related activities.
- Coordinate 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 SA 3 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.

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**Appendix 3 SA 3 Representative Checklist****Activation and Initial Actions**

- Report to the 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), EOC Action Plan, 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 SA 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 SA 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.

# SA 4 – Public Health

In Development

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# **SA 5 – Disaster Sheltering**

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# Table of Contents

<b>1</b>	<b>Introduction .....</b>	<b>SA 5-1</b>
1.1	Purpose and Scope .....	SA 5-1
1.2	Policies and Authorities .....	SA 5-1
<b>2</b>	<b>Situation and Assumptions .....</b>	<b>SA 5-2</b>
<b>3</b>	<b>Roles and Responsibilities .....</b>	<b>SA 5-3</b>
<b>4</b>	<b>Concept of Operations .....</b>	<b>SA 5-4</b>
4.1	General .....	SA 5-4
<b>5</b>	<b>Direction and Control .....</b>	<b>SA 5-5</b>
5.1	County .....	SA 5-5
5.2	Cities .....	SA 5-5
5.3	Regional .....	SA 5-5
5.4	State and Federal Assistance .....	SA 5-5
<b>6</b>	<b>Support Annex Development and Maintenance .....</b>	<b>SA 5-6</b>
<b>7</b>	<b>Appendices .....</b>	<b>SA 5-6</b>
Appendix A	SA 5 Resources .....	SA 5-7
Appendix B	SA 5 Responsibilities by Phase of Emergency Management .....	SA 5-9
Appendix C	SA 5 Representative Checklist .....	SA 5-17

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SA 5 Tasked Agencies	
Primary County Agency	Health, Housing & Human Services (H3S) Clackamas County Disaster Management (CCDM)
Supporting County Agencies	Transportation & Development Public and Government Affairs
Community Partners	American Red Cross

## 1 Introduction

### 1.1 Purpose and Scope

The purpose of the Clackamas County Disaster Sheltering Support Annex is to describe the responsibilities and actions of organizations and agencies required for the coordination of a disaster shelter response in the County. The operational area includes the incorporated and unincorporated areas of Clackamas County.

This plan is written as a Support Annex for the County's Emergency Operations Plan (EOP) as well as the Emergency Support Function (ESF) 6 – Mass Care. More specifically, this plan provides direction on: staging, command, control, and deployment of state and federal resources; and coordination of local, regional, state, federal, private-sector, and non-governmental organizations (NGOs) that have a role in disaster sheltering operations.

This plan is a preparedness document designed to be read, understood, and exercised prior to a disaster. It will be distributed to primary & supporting agencies involved in disaster sheltering, to guide the actions of those responsible in the Clackamas County Emergency Operations Center (EOC) and Health, Housing, and Human Services (H3S) Department Operations Center (DOC).

This annex is a document that will continually evolve. Recommendations for improvement will be solicited and carefully considered for revision.

### 1.2 Policies and Authorities

In addition to those outlined in the EOP Basic Plan, the following policies and authorities are in place to support sheltering:

- **Civil Rights Act of 1964 Title VI** outlaws discrimination based on race, color, sex, religion, age, disability, economic status, English proficiency, or national origin.
- Title II and Title III of the **Americans with Disabilities Act** ensures the provision of equal services for people with disabilities.
- Section 504 of the **Rehabilitation Act** prohibits discrimination of people with disabilities by any recipients of federal funding.
- **21<sup>st</sup> Century Communications and Video Accessibility Act** increases the access of people with disabilities to modern communications, such as new digital, broadband, and mobile innovations.

State governments have the primary responsibility for assisting local governments in responding to and recovering from disasters.

## SA 5. Disaster Sheltering

- The **Oregon Disaster Housing Strategy** establishes an Oregon Disaster Housing Task Force to provide a full-time, multi-agency focus on disaster housing related issues. The purpose of the Task Force and Strategy is to prepare the state to quickly and effectively meet the housing needs of individuals and families in the aftermath of disasters when local resources are inadequate and need to be supplemented by assistance from the state or federal government.
- **Oregon Revised Strategy (ORS) 401.355** (Temporary Housing for Disaster Victims) authorizes any subdivision of the State of Oregon to provide and/or acquire temporary housing for residents affected by disaster.
- **ORS Chapter 659A** outlaws discrimination based on race, color, national origin, sex, religion, age, veteran status, physical or mental disability, gender identity, sexual orientation, marital status, familial status, or source of income.
- **ORS 401.977** (Animal Emergency Operations Plan) requires the Department of Agriculture and local governments to include provisions for the evacuation, transport, and temporary sheltering of domestic and service animals in their disaster or emergency plan.

## 2 Situation and Assumptions

The coordination of disaster shelter operations among local jurisdictions assumes the following:

- Disaster sheltering is the act of providing temporary housing and associated services to a population during a major emergency or disaster. Many potential incidents (flooding, severe cold/heat, hazardous materials, civil disobedience, terrorist threat, mass-power outages, etc.) can trigger the need for disaster sheltering in Clackamas County. The Clackamas County's EOP provides a detailed Hazard Analysis applicable to this plan.
- Clackamas County uses the C-MIST function-based framework for providing disaster shelter services. C-MIST provides accessible services based on functions, rather than attempting to diagnose or pathologize people with disabilities. The categories are **C: Communication** (needs related to receiving, interpreting, sharing or responding to information), **M: Maintaining Health** (needs related to medication, medical treatment and/or assistance with daily living activities like eating, bathing, toileting, dressing), **I: Independence** (needs related to equipment, technology or service animals to maintain independence), **S: Safety Support Services** (need for supervision to stay safe and calm), and **T: Transportation** (for those who have no independent means of transportation). Please see Appendix D for more information and examples of the C-MIST framework.
- According to state and federal guidance, disaster shelters are intended to be available and accessible to everyone in affected communities.
- Disaster shelters will be adaptable to the people they serve, providing accessible and culturally responsive services.
- Of the population who will seek disaster shelter, a higher percentage of the people who have disabilities will need disaster shelter and are more likely to require medical support than the percentage of the general population.
- About 19% of the United States population, or 56.7 million people, have self-identified as having physical, vision, hearing, or cognitive disabilities. Since many people may not self-identify, it is expected that the actual number is likely to be higher.

**SA 5. Disaster Sheltering**

- About 50% of the population has disabilities, and access and/or functional needs (DAFN) that may make them vulnerable as they try to access emergency disaster services or maintain their usual level of functioning before, during, or after a disaster.
- Besides people with disabilities, non-English-speakers, those with limited English literacy or limited financial resources, children, older adults, and people with temporary disabilities are also likely to have functional and/or access needs in disasters.
- Emergency plans designed to meet the needs of the approximately 19% of the population with disabilities will also likely meet the needs of the approximately 51% of the DAFN population.
- Local jurisdictions respond to the disaster sheltering needs by activating their emergency response plans and response teams.
- Local jurisdictions have taken action to shelter displaced residents in need prior to requesting assistance.
- Local jurisdictions, through the EOC, request assistance for disaster sheltering operations from Clackamas County.
- Community members will receive information in a variety of ways. Examples include mainstream known and trusted media; foreign language radio and television stations; Internet sites; other electronic resources like text messaging; and word of mouth. DAFN individuals will require customized messages.
- Primary and support agencies, in conjunction with local NGOs, will need to be able to coordinate the evacuation and registration of affected residents, administer emergency first aid treatment and mental health counseling, and provide other initial mass care needs.
- The American Red Cross and local jurisdictions will commit all available resources to meet the needs of residents impacted by the disaster.
- Disaster shelter facilities and support resources will be limited in the first few days following an incident where there has been widespread damage.
- Disaster shelters that are not predesignated or known by Clackamas County (spontaneous disaster shelters) will open in communities shortly after the incident. See Appendix E for information on spontaneous disaster shelters.
- Some displaced residents will converge on public parks and open spaces, as an alternative to using indoor disaster shelters.
- Some residents will choose to remain on their property, even if damaged, rather than move to a public disaster shelter.
- Unaccompanied minors will seek shelter and be managed by Clackamas County Social Services.

### **3 Roles and Responsibilities**

Providing disaster sheltering services requires the collaboration of many local, regional, state, and federal agencies in collaboration with a number of NGOs and private-sector entities. The responsibilities include assessing the situation; determining priorities for assessing the safety of possible shelter facilities; opening, staffing, and operating the disaster shelters; requesting, receiving, and distributing resources for use at disaster shelters; and establishing pickup points with entities that are directly responsible for transporting people in and out of affected areas.

## SA 5. Disaster Sheltering

The County has identified primary and supporting agencies and community partners to ensure that Support Annex (SA)-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 SA-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 EOP 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

If an incident occurs in an incorporated area, the city in which it occurs has the jurisdictional authority and primary incident management responsibility, including providing shelter to displaced residents.

Clackamas County has jurisdictional authority and primary incident management responsibility for disaster shelter operations in the unincorporated areas of Clackamas County. If the incident impacts both unincorporated and incorporated areas, the County and impacted cities may share responsibility. The County will respond to city requests for assistance, manage critical resources, and coordinate with outside agencies, adjoining counties, the Oregon Department of Human Services, and Oregon Office of Emergency Management (OEM).

All jurisdictions with incident management responsibility are likely to activate their EOCs during an incident requiring extensive disaster sheltering. EOC staff will coordinate resources, share incident information, conduct multi-agency planning, and operate the Joint Information System. All participating agencies/jurisdictions will collaborate to establish and maintain a common operating picture.

## 5 Direction and Control

### 5.1 County

Clackamas County EOC staff will coordinate disaster shelter operations and serve as the primary contact for the American Red Cross.

Clackamas County participates in the Intra-County Mutual Aid Agreement (Omnibus Agreement) that provides a framework for counties to request mutual aid resources from each other in emergencies and disasters. Emergency and disaster assistance may include resources such as personnel, equipment, and supplies, or the direct provision of services. A copy of the agreement and current participants is available in the EOC Library.

### 5.2 Cities

Cities are asked to notify Clackamas County immediately if they anticipate activating a disaster shelter. If cities need County assistance, they can request it through mutual aid assistance or by submitting an Emergency Declaration to the County, requesting assistance. The County will alert adjoining jurisdictions and coordinate critical resources, emergency declarations, and emergency measures.

Cities should coordinate disaster shelter operations and related activities with Clackamas County EOC staff.

### 5.3 Regional

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

The Regional Disaster Preparedness Organization (RDPO) provides a regional plan for the disaster sheltering of pets. Clackamas County Disaster Management (CCDM) is part of the planning effort and provides a regional disaster shelter for pets. To see the RDPO Pet Sheltering Plan, request access from Clackamas County Disaster Management.

### 5.4 State and Federal Assistance

If Clackamas County needs resources beyond those available (including mutual aid), CCDM will recommend that the Board of County Commissioners enact an Emergency Declaration requesting State of Oregon assistance.

OEM will assist in obtaining supplemental resources to meet emergency needs when an Emergency Declaration is enacted.

The State of Oregon has a Memorandum of Understanding (MOU) with the American Red Cross for disaster sheltering which describes the operating relationship between American Red Cross and the State of Oregon and designates the American Red Cross as the primary support agency to

the State of Oregon, and the leading NGO in non-governmental disaster relief:

[http://www.oregon.gov/OMD/OEM/docs/library/mou\\_oem\\_arc.PDF](http://www.oregon.gov/OMD/OEM/docs/library/mou_oem_arc.PDF)

The State Department of Human Services will assist in obtaining supplemental resources to meet emergency needs for disaster sheltering in support of Clackamas County Health, Housing, and Human Services (H3S).

The federal agency with a primary role in sheltering is the Federal Emergency Management Agency (FEMA). FEMA is responsible for coordinating the federal response and for coordinating the financial assistance available to state and local governments.

## **6 Support Annex Development and Maintenance**

The Director (or designee) of Health, Housing, and Human Services (H3S) and Director of Clackamas County Disaster Management (CCDM) will review and update this annex and supporting protocols every five years, or when changes occur, such as lessons learned from exercises or actual events. Supporting agencies, NGOs, and the American Red Cross, will be provided with opportunities to review and provide feedback prior to the annex being updated.

## **7 Appendices**

- Appendix A – SA 5 Resources
- Appendix B – SA 5 Responsibilities by Phase of Emergency Management
- Appendix C – SA 5 Representative Checklist

## Appendix A SA 5 Resources

The following resources provide additional information regarding shelter-related issues at the local, state, and federal level:

### County

- Supplies and Equipment
  - **Clackamas County General Population Disaster Shelter Trailer:** includes 100 cots and 100 blankets, among other items necessary for a disaster shelter (See Appendix G for the Disaster Shelter Trailer Inventory List). The Disaster Shelter Trailer is housed in Clackamas County's Oregon City Red Soils Campus and should be requested through CCDM.
  - **Regional Disaster Shelter Trailers:** Other counties in the region as well as the American Red Cross have similar general population disaster shelter trailers should the need arise.
- Existing County Contracts

H3S has contracts with various vendors of consumable medical supplies, durable medical equipment, and other items necessary to operate a disaster shelter.
- Emergency Operations Plan
  - ESF 1 – Transportation
  - ESF 2 – Communications
  - ESF 6 – Mass Care
  - ESF 8 – Health and Medical
  - ESF 14 – Public Information
  - ESF 17 – Agriculture & Animal Protection
  - SA 1 – Evacuation
  - SA 2 – Behavioral Health
  - SA 3 – Animals in Disaster
- EOC Library
  - RDPO Pets Sheltering Plan
  - Clackamas County Disaster Shelter Management Handbook
  - Clackamas County Disaster Shelter Forms

### State

- Emergency Operations Plan
  - ESF 6 Mass Care

### Federal

- National Response Framework
  - ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services

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## Appendix B SA 5 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for this annex. 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. 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 SA 5 include:

#### All Tasked Agencies

- Develop operational plans for SA 5 activities.
- Participate in SA 5-related trainings and exercises as appropriate.

#### CCDM

- Maintain operational capacity of the County EOC to support shelter activities.

### Response

Response activities take place **during** an emergency and include actions taken to save lives in an emergency situation. Response roles and responsibilities for SA 5 include:

#### All Tasked Agencies

- Provide situational updates to the County EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the County EOC, when requested, to support SA 5 activities.

#### H3S - Clackamas County

H3S is the lead agency for disaster shelter response at the county level. In addition to staffing the EOC, H3S disaster response functions related to disaster shelter operations include:

#### Social Services Division – Clackamas County

- Operate disaster shelters in accordance with the **Clackamas County Disaster Shelter Management Handbook** which follows the American Red Cross disaster sheltering model. The Clackamas County Disaster Shelter Management Handbook is housed in the EOC Library with CCDM.
- Assign disaster shelter manager and staff to disaster shelters.
- Coordinate psychological first aid training for all staff.
- Ensure all staff are trained and have experience in coordinating resources for DAFN individuals.

## SA 5. Disaster Sheltering

- Provide staff (with background checks) and supplies to support the operation of disaster shelters.
- In coordination with the Clackamas County Public Health Division and Clackamas County Health Clinics Division, meet disaster shelter demands, including, but not limited to, specialized staff, food, relief items, durable medical equipment, consumable medical supplies, hygiene facilities/supplies, and common medicines (see Appendix F for Disaster Shelter Supply List).
- Evaluate the needs of all disaster shelter residents and coordinate the provision of services to fulfill those needs.
- Coordinate resources for all community members.
- Identify and understand the philosophical difference between people with acute medical needs and DAFN individuals.
- Make every attempt to provide services for DAFN individuals in general population disaster shelters (as opposed to medical needs disaster shelters).
- Liaise with Oregon Department of Human Services to marshal additional resources when necessary.
- Coordinate the provision of accessible transportation to and from disaster shelters.
- Provide and coordinate accessible transportation support for people who need services not provided in disaster shelters (for example: transportation to dialysis clinics).
- Prepare after-action reports when response operations end.

**Volunteer Connection – Clackamas County**

- Continue providing transportation services to current riders.
- Maintain Volunteer Connection volunteer database contact information, specifically volunteers with current background checks who are willing and able to volunteer in a disaster shelter.
- Coordinate with CCDM and Clackamas County Social Services to activate volunteers with background checks to work in disaster shelters.
- Liaise with the Corporation for National Community Service to marshal resources during times of disaster, when necessary.
- Assist, if possible, in coordinating transportation to and from disaster shelter facilities.
- Run Clackamas County Volunteer Center during disaster shelter activation where volunteers are received and deployed.
- Coordinate with community partners and organizations in the area that have access to volunteers with background checks.

**Behavioral Health Division – Clackamas County**

**Note:** It is a CCDM priority that all disaster shelter staff receive psychological first aid training prior to disaster shelter activation.

- Provide mental health services and case management as outlined in the EOP's SA 2 – Behavioral Health, as well as ESF 8 – Public Health and Medical Services.
- Continue crisis management for current clients and general population.
- Support disaster shelter operations:

## SA 5. Disaster Sheltering

- Provide mental health support services
- Embed behavioral health into shelter operations
- Provide staffing in multiple positions in the shelter so that mental health is integrated into all shelter services/functions
- Verify behavioral health needs of impacted disaster shelter residents
- Track clients in shelter
- Ensure mental health crisis intervention.
- Liaise with community partners and organizations with the capability of providing behavioral health services in Clackamas County (for example, Medical Reserve Corps).
- Serve as the lead agency in developing follow-up treatment plans or proposals for crisis counseling programs.

**Public Health Division – Clackamas County**

- Provide for the health and safety requirements of the general disaster shelter population as outlined in ESF 8 – Public Health and Medical Services.
- Prevent, mitigate, monitor, and control contagious disease.
- Contribute to and coordinate Public Health staff for disaster shelter operations during activation.
- Advise on Public Health–related issues during disaster shelter operations.
- Identify needs and resources related to medications in coordination with Clackamas County Health Clinics Division.
- Assist in operation of a medical needs unit/shelter/temporary infirmary when necessary.

**Environmental Health – Clackamas County**

- Maintain Centers for Disease Control and Prevention Shelter Assessment Tool to evaluate disaster shelters.
- Provide environmental quality inspections of all potential disaster shelter facilities before disaster shelters open as well as during disaster shelter operations.
- Assist and advise in disaster shelter planning process.
- Coordinate with Clackamas County Social Services in disaster shelter planning and setup.
- Inspect disaster shelters during disaster shelter operations to assess sanitation standards as well as disaster shelter needs.
- Offer evaluation and support through the EOC during disaster shelter operations.
- Identify environmental health needs and coordinate solutions/marshal resources to address those needs.
- Offer targeted interventions in the case of an outbreak in a disaster shelter.
- Provide guidance on decontamination and clean-up of disaster shelters upon closing and deactivation.

**Health Clinics Division – Clackamas County**

- Provide for the medical needs of the general disaster shelter population.
- Provide first aid and monitor people with chronic health conditions.

## SA 5. Disaster Sheltering

- Provide medical personnel/staffing for acute medical needs.
- Operate a medical needs unit/shelter/temporary infirmary, when necessary.

**CCDM – Clackamas County**

- Provide assistance to H3S to maintain this Clackamas County Disaster Sheltering Annex.
- Determine who needs disaster shelter services and the location of these people.
- Activate the EOC.
- Monitor, prioritize, and coordinate distribution of resources to affected areas in Clackamas County.
- Coordinate regional and state support of disaster sheltering operations.
- Assist H3S in obtaining sheltering resources through mutual aid.
- Assist and coordinate with all Clackamas County divisions and programs involved in disaster sheltering activities.
- Develop and maintain a CCDM Disaster Shelter Catalog with facilities that have been assessed for physical accessibility and designated as potential disaster shelter locations.
  - Identify accessible disaster shelter locations.
  - Complete Clackamas County Master Facility Survey Agreement and Accessibility survey (see the Disaster Shelter Management Handbook and the Disaster Shelter Forms document, located in the EOC Library with CCDM).
  - Liaise with the American Red Cross regional chapter to obtain access to already-held disaster shelter agreements in Clackamas County stored in the American Red Cross's National Shelter System. The American Red Cross may already have disaster shelter agreements with facilities in Clackamas County, which would include an Americans with Disabilities accessibility standards and facility assessment.
- Develop and maintain MOUs related to disaster sheltering.
- Coordinate information regarding disaster shelters and resources with both activated as well as unaffected regions.
- Maintain liaisons and coordination with the American Red Cross, regional, state, and federal agencies within or outside of the region, as required.
- Assist H3S in the preparation of after-action reports when response operations end.

**Department of Transportation - Clackamas County****Building Codes Division- Clackamas County**

- Evaluate new construction.
- Evaluate potential disaster shelter facility sites following an incident, using Applied Technology Council 20 rapid safety evaluation assessment.
- Assist CCDM in developing the Disaster Shelter Catalog, which will include a list of possible disaster shelter facilities which have been assessed before the event of a disaster or emergency.
- Work with Clackamas County Public Health in building assessment and evaluation, according to the Dangerous Buildings Ordinance, County Code Title 9.01.

## SA 5. Disaster Sheltering

- Determine whether or not buildings can be used for their lawfully intended use following an incident.
- Evaluate building permit requests during the disaster recovery process.

**Dog Services- Clackamas County**

- Provide dog services for collocated pet sheltering during the activation of a disaster shelter, when possible.
- Note:** Service animals are not pets. Shelter policy permits service animals in all parts of the disaster shelter where their owners may go (see Disaster Shelter Management Handbook for more information).

**Public and Government Affairs – Clackamas County**

- In coordination with the Public Information Officer/Joint Information System, communicate with the public before and after a disaster, specifically regarding disaster shelters, using the following information-sharing guidelines:
  - Provide specific steps for inclusion of DAFN individuals in the message content review process.
  - Provide information in multiple ways to reach the right people, at the right time, at the right place, with the right messages that can be understood and used.
  - Allow for targeting of specific groups with messaging.
  - Provide information in all major languages used in Clackamas County (i.e. English, Spanish, and Russian).
  - Use redundancy for public warnings and information: announce it, caption it, picture it, describe it, e-mail it, relay it, text it, post it, interpret it (language and sign), repeat it (frequently).
  - Directly connect with teletypewriters (TTYs).
  - Provide American Sign Language version of complex text information on websites.
  - Provide specific instructions about what to do (for example: take 72 hours of medications with you, lock your home, bring household pets and service animals, take food, water, and emergency kits).
  - Publicize and update transportation options and locations.
  - Provide specific information about the potential consequences of not evacuating/utilizing disaster shelters.

**Incorporated Jurisdictions – Clackamas County**

- Coordinate with H3S and CCDM to open a disaster shelter after an incident.

**School Districts/Colleges – Clackamas County**

- Coordinate with H3S and CCDM to open a disaster shelter after an incident.

**Note:** School/education facilities are often ideal disaster shelter sites that comply with Americans with Disabilities Act facility standards of accessibility for all people. Standing agreements may exist between school districts, colleges, Clackamas County, and/or the American Red Cross when disaster shelters are needed. Schools and colleges that have been assessed as disaster shelter sites will be included in the CCDM Disaster Shelter Catalog once it is created.

The school districts and colleges that serve Clackamas County are:

- Clackamas Community College
- Marylhurst University
- Canby School District
- Estacada School District
- Lake Oswego School District
- North Clackamas School District
- Oregon Trail School District
- Colton School District
- Gladstone School District
- Molalla River School District
- Oregon City School District
- West Linn/Wilsonville School District
- Private Schools in the County

### **American Red Cross**

The American Red Cross will partner with local government to help fulfill disaster sheltering services. However, after a major incident where there is widespread damage, American Red Cross resources may not fully mobilize. Until American Red Cross resources are fully mobilized, if they are able to be, Clackamas County will be required to manage, coordinate, and run all disaster shelter operations. If possible, the American Red Cross will provide a representative in the Clackamas County EOC or other communications link.

American Red Cross also provides shelter operations training to the public and to government employees. American Red Cross standards for disaster shelter services will guide the provision of disaster shelter services in Clackamas County.

The American Red Cross will:

- Provide long-term human services.
- Work on a case-by-case basis with federal resources on temporary accommodations for eligible clients impacted by disaster.
- Facilitate and support reunification programs in American Red Cross shelters.
- Promote public information sharing through its website.
- Provide food, shelter, emergency first aid, disaster mental health assistance, disaster information, and bulk distribution of relief items.

**SA 5. Disaster Sheltering**

- Support spontaneous shelters.
- Integrate community resources to enhance shelter and support services, and fill gaps in resource availability.
- Establish liaisons in the Clackamas County EOC.
- Open shelters at predesignated sites.

American Red Cross is the primary support agency to the State of Oregon for disaster sheltering, and is the leading NGO in nongovernmental disaster relief. A 2013 MOU describes the operating relationships between the American Red Cross and State of Oregon. This agreement can be found on OEM's website.

**Nongovernmental Organizations**

NGOs, including faith-based organizations, provide direct and ongoing services to communities during non-disaster times and may be able to support community recovery following an incident. NGOs may support local jurisdictions with disaster sheltering, language and culturally responsive needs, addressing a wide range of needs for various community members including DAFN individuals, and serving as a conduit for getting information to people that local government may have difficulty reaching. Many NGOs have existing contracts for services through H3S and can be contacted through them.

These local roles may include, but are not limited to:

- Providing support for community recovery and displaced individuals and families
- Assisting the transition from care and sheltering operations to interim housing arrangements
- Managing donations
- Casework
- Financial assistance
- Transportation assistance
- Counseling
- Long-term community planning
- Supporting housing reconstruction

**Personal Assistance Services**

Personal Assistance Services (PAS) are paid caregivers, and people who provide care through an agency, that assist people with physical, hearing, seeing, speaking, mental, and/or learning disabilities. This assistance includes a range of daily living activities such as feeding, dressing, toileting, and transferring. PAS resources and agreements can be planned for in advance for children and adults who require PAS assistance to maintain their health and safety in a disaster shelter. Many PAS have existing contracts for services through H3S and can be contacted through them.

## Community Organizations Active in Disaster

In addition to local NGOs, regional disaster relief organizations play a major role in response and recovery at the local level. Most of these organizations are part of the regional network, Community Organizations Active in Disaster (COAD). For an incident in Clackamas County, COAD members can be contacted through CCDM. Contact the current Chair of the Clackamas County COAD for more information on COAD resource activation and communications. See Appendix G for a list of Clackamas County COAD members.

## The Private Sector

Businesses often donate goods or services to assist the community in its recovery from a disaster. Government entities may establish pre-disaster agreements/MOUs with local businesses to expedite the purchase or use of equipment and supplies required for disaster shelter operations.

Private-sector disaster response functions related to disaster shelter operations include:

- Assist in disaster sheltering operations.
- Work closely with local officials to provide essential services, such as water, power, communications, transportation, and medical care.

## 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 SA 5 include:

### All Tasked Agencies

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.

### CCDM

- Compile and keep all documentation collected relating to the management of law enforcement operations and the assets utilized during search and rescue related activities.
- Coordinate 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 SA 5 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 SA 5 Representative Checklist****Activation and Initial Actions**

- Report to the EOC Coordinator, 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), EOC Action Plan, 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 SA 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 SA 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.

# **Incident Annexes**



# **IA 1 – Weather Emergencies**

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# Table of Contents

- 1 Purpose and Scope..... IA 1-1**
- 2 Policies and Authorities..... IA 1-1**
- 3 Situation and Assumptions..... IA 1-1**
  - 3.1 Situation .....IA 1-1
  - 3.2 Assumptions.....IA 1-1
- 4 Roles and Responsibilities..... IA 1-2**
  - 4.1 Primary County Agencies .....IA 1-2
  - 4.2 Supporting County Agencies .....IA 1-3
  - 4.3 Community Partners.....IA 1-4
- 5 Concept of Operations..... IA 1-5**
  - 5.1 General.....IA 1-5
  - 5.2 Types of Incidents .....IA 1-6
  - 5.3 Emergency Actions .....IA 1-6
- 6 Direction and Control..... IA 1-7**
  - 6.1 County.....IA 1-7
  - 6.2 Cities .....IA 1-7
  - 6.3 Special Districts .....IA 1-8
  - 6.4 Regional .....IA 1-8
  - 6.5 State and Federal Assistance.....IA 1-8
- 7 Incident Annex Development and Maintenance..... IA 1-8**
- 8 Supporting Plans and Procedures..... IA 1-8**
- 9 Appendices..... IA 1-8**
  - Appendix A Weather Incident Checklist.....IA 1-9

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IA 1. Weather Emergencies

IA 1 Tasked Agencies	
<b>Primary County Agencies</b>	Clackamas County Disaster Management (CCDM) Fire Defense Board Sheriff's Office Department of Transportation and Development (DTD)
<b>Supporting County Agencies</b>	Department of Health, Housing, and Human Services Public and Government Affairs Water Environment Services
<b>Community Partners</b>	American Red Cross Clackamas County Amateur Radio Emergency Services (CARES) National Weather Service (NWS) Utilities (Portland General Electric Company)

## 1 Purpose and Scope

Clackamas County is vulnerable to a variety of weather emergencies that can cause significant damage and hardship. This annex outlines the tasks and responsibilities required to respond effectively to these incidents to help minimize damage to people and property.

## 2 Policies and Authorities

None at this time.

## 3 Situation and Assumptions

### 3.1 Situation

A major weather emergency is a County emergency requiring notification of Clackamas County Disaster Management (CCDM), implementation of the Emergency Operations Plan (EOP), and, possibly, activation of the Emergency Operations Center (EOC). All weather incidents are managed according to the National Incident Management System (NIMS)/Incident Command System (ICS).

### 3.2 Assumptions

- Weather conditions that may impact Clackamas County include drought, flood, severe storm/high winds, tornado, winter storm/ice storm.
- Winter storms/avalanche, floods, and windstorms/tornadoes may require significant emergency operations to protect life and property and to move residents from harm's way.
- Periods of extreme heat can be hazardous to citizens who do not have access to adequate cooling resources.
- Drought is a serious issue that may profoundly impact agriculture, fish, and wildlife and increase the risk of fire. It may create a situation requiring an emergency declaration but may not warrant an EOC activation.

**IA 1. Weather Emergencies**

- All agencies tasked under this annex will develop and maintain internal operating plans and implementing checklists consistent with the EOP and appendices.

## **4 Roles and Responsibilities**

The roles and responsibilities for each department in support of emergency services will vary depending on the type of resource, the length of the warning period, and the duration of the incident.

### **4.1 Primary County Agencies**

#### **4.1.1 Disaster Management**

In a weather emergency, CCDM may be responsible for the following tasks:

- Implement the EOP.
- Activate the Situation Assessment Team.
- Activate the EOC.
- Serve in Unified Command.
- Advise the County Administrator and Board of County Commissioners.
- Facilitate the Emergency Declaration process.
- Staff the EOC Manager position.
- Coordinate with city, regional, and State counterparts.
- Request CARES activation.
- Request support from the American Red Cross.
- Monitor the situation and disseminate information to departments and staff as appropriate.

#### **4.1.2 Fire Defense Board**

In a weather emergency, the Fire Defense Board may be responsible for the following tasks:

- Coordinate fire agency response.
- Serve in Unified Command.
- Provide staff for EOC operations.
- Provide life safety/rescue operations.
- Coordinate emergency medical services and care for injured individuals.
- Collect and transmit situational status information to the EOC.
- Assist in short-duration traffic control.
- Assist in warning and evacuation operations.
- Conduct welfare checks.
- Conduct Search and Rescue operations, in collaboration with law enforcement.
- Report damage, road, and weather conditions to the EOC.

#### **4.1.3 Sheriff's Office**

In a weather emergency, the Sheriff's Office may be responsible for the following tasks:

**IA 1. Weather Emergencies**

- Coordinate law enforcement response.
- Serve in Unified Command.
- Provide staff for EOC operations.
- Collect and transmit situational status information to the EOC.
- Conduct search and rescue operations.
- Provide traffic and crowd control.
- Coordinate warning and evacuation.
- Provide security.
- Conduct welfare checks.
- Report damage, road and weather conditions to the EOC.

**4.1.4 Transportation and Development**

In a weather-related emergency, the Department of Transportation and Development (DTD) may be responsible for the following tasks:

- Coordinate public works response.
- Serve in Unified Command.
- Provide staff for EOC operations.
- Coordinate road and bridge inspection and assessment.
- Assist in traffic and crowd control by providing signs, barriers, equipment, and personnel.
- Provide and operate heavy equipment.
- Collect and transmit situational status information to the EOC.
- Report damage, road, and weather conditions to the EOC.
- Assess roads likely to be affected, develop alternate traffic routes, and determine barricade and signage needs.
- Assess emergency transportation routes and determine priorities for maintenance and debris removal.
- Coordinate debris removal from storm drains, roadways, culverts, public rights-of-way, and areas potentially impacting public safety or health.
- Coordinate with utility providers to protect/restore services.

**4.2 Supporting County Agencies****4.2.1 Health, Housing and Human Services**

In a weather-related emergency, the Department of Health, Housing, and Human Services (H3S) may be responsible for the following tasks:

- Coordinate health and human services response.
- Serve in Unified Command if significant health response is involved.
- Provide staff to support EOC operations.
- Identify and assist people with access and functional needs.
- Identify critical facilities in at-risk areas.
- Assist in coordinating volunteer recruitment and deployment.

**IA 1. Weather Emergencies**

- Evaluate impact on public health of contaminated potable water sources, disruption of sanitary services, and other environmental concerns.
- Provide public health information to Unified Command/Public Information Officer (PIO) for dissemination to the public.
- Work with the American Red Cross in opening and operating shelters for evacuated persons and services for people with access and functional needs.

**4.2.2 Public and Governmental Affairs**

In a weather-related emergency, Public and Governmental Affairs may be responsible for the following tasks:

- Provide staff for the PIO and Joint Information Centers (JICs).
- Develop and coordinate a Joint Information System.
- Work with local, State, regional, and federal jurisdictions.
- Gather, prepare, and obtain approval for all communications sent to media, jurisdictions, and employees.
- Establish a call center to reduce demands on 911.
- Ensure that updated information is provided to the public regarding
  - Current weather conditions and forecasts
  - Incident status and response
  - Utility status
  - Routes and detours
  - Traffic conditions
  - Transportation options for those who need assistance, shelter locations and updates
  - Systems for locating family, friends and pets
  - Actions to be taken to safeguard lives and property.

**4.2.3 Water Environment Services**

In a weather-related emergency, Water Environment Services may be responsible for the following tasks:

- Maintain and control water, sewer, and solid waste systems.
- Coordinate debris removal from storm water facilities potentially impacting operations and maintenance.

**4.3 Community Partners****4.3.1 American Red Cross**

The American Red Cross provides and manages shelter and mass care operations for citizens who are victims of disaster, and feeding and support services for emergency responders. The American Red Cross will:

- Activate and operate emergency shelters for displaced citizens as requested by the EOC.

**IA 1. Weather Emergencies**

- Provide feeding, basic health and behavioral health services, and welfare assistance.
- Provide an American Red Cross liaison to the EOC.

**4.3.2 Clackamas County Amateur Radio Emergency Services**

In a weather-related emergency, Clackamas County Amateur Radio Emergency Services (CARES) may be responsible for the following tasks:

- Request that HAM operators report actual or potential weather hazards and conditions to the EOC.
- Assist with Countywide damage reporting.
- Establish an incident-specific net operations plan.
- Provide redundant communications.

**4.3.3 National Weather Service**

In a weather-related emergency, the National Weather Service (NWS) may be responsible for the following tasks:

- Provide weather forecasts and warnings of hazardous weather.
- Provide river and flood forecasting and warning service

**4.3.4 Utilities**

In a weather-related emergency, utilities may be responsible for the following tasks:

- Provide liaisons to the EOC when necessary.
- Restore energy systems.
- Regulate utility usage in times of shortages, as appropriate.
- In conjunction with the EOC Operations Section, determine priorities among users if adequate utility supply is not available to meet all essential needs.
- Regularly report status to EOC to ensure situational awareness for the entire County.

**4.3.5 Voluntary Organizations Active in Disaster**

In a weather-related emergency, Voluntary Organizations Active in Disaster may be responsible for the following tasks:

- Provide liaisons to the EOC when necessary.

**5 Concept of Operations****5.1 General**

Effective response to weather emergencies requires:

- Careful monitoring of weather conditions and forecasts.
- Ongoing assessment of the weather's impact on the County and determination of the areas at greatest risk.
- Close cooperation with cities, special districts, adjoining jurisdictions and private utility providers.

**IA 1. Weather Emergencies**

- Regular contact with the NWS and other weather-related monitoring agencies.
- Advanced planning and preparedness activities amongst response entities.

**5.2 Types of Incidents****5.2.1 Winter Storms**

Winter storms, including high winds and ice storms, are among the most common weather incidents impacting the County and often involve heavy accumulations of snow and ice that make travel dangerous or impossible, disrupt transportation of goods and services, damage trees and power lines, and cause widespread power outages. Dangerous road conditions make emergency response more difficult and complicate the evacuation of people from areas at risk and the delivery of personnel, equipment and supplies to damaged areas. Avalanche risk is generally confined to the higher elevations surrounding Mount Hood.

**5.2.2 Flooding**

Flooding of rivers, streams, and tributaries may occur during periods of heavy rain and/or rapid snow melt (or as a result of a dam failure). The rapid rise of water in a number of rivers and streams would present severe risks to life and property, and any impending flood may require the evacuation of significant numbers of people and animals. Urban flooding and high water from overwhelmed storm water systems can cause property damage, threats to safety, and limit mobility without any direct connection to stream behavior. Landslides are a cascading hazard that may occur as a result of flooding along the riverbeds or excessive rain.

**5.2.3 Windstorms and Tornadoes**

Windstorms and tornadoes may occur suddenly, leaving little time for people to react and move to safety. Even with ample warning that a windstorm or tornado is likely, its path may be difficult to predict. Damage from these incidents may be extensive and severe, or confined to a narrow path of destruction, but they pose serious risks to life, infrastructure, and property whenever weather conditions make them likely.

**5.2.4 Excessive Heat**

Periods of excessive heat occur periodically in the summer season and may require activation of cooling shelters to protect citizens. Social isolation of vulnerable populations should be considered as a contributing risk factor.

**5.3 Emergency Actions**

In slowly developing incidents for which there is advance warning, CCDM may activate the EOC to monitor pending hazards associated with the weather phenomena. If appropriate, CCDM will convene the Situation Assessment Team to gauge the potential risk and determine the appropriate actions the County should take in anticipation of the incident. Depending on the circumstances, the EOC ICS Planning Section may be activated to monitor the developing situation, identify areas likely to be at greatest risk, and develop contingency plans.

Pre-incident operations may include pre-positioning supplies and equipment, identifying sites for sandbag distribution and staging areas, and rotating shifts of personnel to assess rising water levels, ice and snow accumulations, road and bridge conditions, etc. Field personnel will

**IA 1. Weather Emergencies**

continually report current conditions to their dispatch centers and/or the EOC as they provide services throughout the county.

The DTD, Clackamas County Sheriff, and the Fire Defense Board serve as the primary agencies coordinating response to a weather incident. Primary agencies will work within the PIO structure to coordinate information to the public regarding weather conditions and the safety measures the public should take throughout the incident.

During periods of excessive heat, the Department of Health, Housing, and Human Services may identify vulnerable populations and/or facilities, and coordinate with the American Red Cross to establish cooling shelters.

Volunteers may be used to assist in sandbag operations or help with evacuations. Volunteer weather spotters and amateur radio operators may also assist in situation reporting.

Tornados and windstorms happen quickly and will be monitored by CCDM. As the event approaches (if there is any warning) CCDM through the PIOs will provide information to the public regarding conditions and safety measures residents should take throughout the incident. This may be done by using conventional media and social media and emerging web platforms.

## **6 Direction and Control**

### **6.1 County**

Depending on the numbers of people affected, the area and extent of the damages, and the response operations required, the incident initially may be managed from a field Incident Command Post or from Department Operations Centers. As the scope of the damage and response increase, and/or more agencies become involved, overall management of the incident will transfer to the EOC.

When the Incident/Unified Command determines that incident response will require resources beyond those available day-to-day and through mutual aid, requests should be coordinated through the EOC. If time does not permit pre-coordination, the EOC should be notified as soon as possible. If needed resources are not available, the County will request State assistance through an Emergency Declaration.

### **6.2 Cities**

Cities have primary responsibility for the safety and well-being of residents within their jurisdictions and for resource allocation and emergency operations within their jurisdictions. Cities are encouraged to develop EOPs and to work closely with CCDM to integrate preparedness, mitigation, response, and recovery activities. An intergovernmental mutual aid agreement between the County and cities is available to all jurisdictions that choose to participate. This agreement establishes procedures for requesting and providing mutual aid resources in a major emergency or disaster.

Cities may request County assistance through mutual aid or through an Emergency Declaration. All city Emergency Declarations need to be submitted to the County for forwarding to the State, as necessary.

### 6.3 Special Districts

County officials collaborate with special districts in coordinating emergency preparedness, response, and recovery operations. An intergovernmental mutual aid agreement between the County and special districts is available to all jurisdictions that choose to participate. This agreement establishes procedures for requesting and providing mutual aid resources in a major emergency or disaster.

### 6.4 Regional

The regional emergency transportation routes receive priority damage assessment, maintenance, and repair to ensure that these major transportation corridors are available to move people to safety and to move personnel and equipment for response operations. (An emergency transportation routes map is available in the EOC Library.)

Clackamas County is a participant in the Inter-County Omnibus Mutual Aid Agreement that provides a framework for counties to request mutual aid from each other in emergencies, saving time and minimizing confusion during an incident.

### 6.5 State and Federal Assistance

The Oregon Office of Emergency Management (OEM) disseminates information on potentially dangerous weather conditions through the Oregon Emergency Response System.

The NWS is responsible for alerting public agencies and the general public of potentially dangerous meteorological conditions and impending weather emergencies. The NWS will issue alerts, watches, and warnings, as appropriate, when rainfall and/or snow melt may cause rivers to overflow their banks, winter storms are approaching, or windstorms/tornadoes are likely. The NWS forecast for the Portland area may be found at <http://www.wrh.noaa.gov/pqr/>

If incident response requires resources beyond those available to the County on a day-to-day basis and through mutual aid, Incident Command will request additional resources through an Emergency Declaration. EOC staff will forward the declaration to OEM for submission to the governor. OEM coordinates State resources and response and will seek a State declaration if necessary.

## 7 Incident Annex Development and Maintenance

The primary agencies identified in this annex are responsible for ensuring that this annex and supporting plans and procedures are updated at least annually, after every incident or exercise to which it applies, or as changes occur. CCDM is available to assist as requested.

## 8 Supporting Plans and Procedures

The following plans and procedures are currently in place:

- SA 1 – Evacuation

## 9 Appendices

- Appendix A – Weather Incident Checklist



## Appendix A Weather Incident Checklist

The following action items are appropriate to most weather-related incidents; however, the actions should be evaluated for appropriateness in any given situation and additional actions not listed here may be necessary.

### Pre-Incident Action Items

- Maintain and revise, as needed, applicable response plans pertaining to weather-related incidents, including the EOP and agency-specific standard operating procedures.
- Ensure necessary personnel participate in appropriate trainings and exercises.
- Ensure that emergency contact lists are updated and establish a pre-event duty roster for the EOC.
- Prepare, for approval, radio messaging to be used by local radio stations and scripts to be used on local television station(s) for emergency broadcast. Include release instructions and maps as appropriate.
- Identify private and public agencies, local contractors, and vendors that could be affected by and/or involved in supporting the response to the incident and:
  - Incorporate them into planning and mitigation efforts.
  - Develop memoranda of understanding with appropriate private businesses.
  - Maintain list of contracts and vendors including their names, contact information, and their specialties.
- Provide public safety information and education programs regarding emergency preparedness and response to the anticipated incident.
- Work with the Planning Commission to ensure that new construction does not increase vulnerabilities to hazards.
- Pre-designate emergency transportation routes and alternate routes for areas vulnerable to weather-related incidents.
- Maintain equipment and supply inventories necessary to support weather-related incidents including communications devices and warning systems.
- Familiarize staff with requirements for requesting State and Federal Disaster Assistance. [[\*Robert T. Stafford Disaster Relief and Emergency Assistance Act\*](#) and [\*Oregon Emergency Operations Plan\*](#)]

### Response Phase Action Items

- All departments should keep CCDM and/or the EEOC (if activated) informed of any major developments that could adversely affect response operations (e.g., personnel shortages, loss of firefighting equipment, etc.)
- Ensure actions are taken to protect personnel and emergency equipment from possible damage by the incident.
- Activate the EOC and staff as appropriate to the situation. For larger events that include multiple lead agencies or jurisdictions, establish a Unified Command. Ensure multi-agency coordination.

## IA 1. Weather Emergencies

- Develop work assignments for necessary ICS positions (recurring action). [[ICS Form 203: Organization Assignment List](#)]
- Estimate ongoing emergency staffing levels, establish shift rotation plans, and request personnel support.
  - Consider the need for specialized staff such as engineers, building inspectors, heavy equipment operators, and/or environmental remediation contractors.
- Dedicate time during each shift to prepare for shift change briefings. [EAP]
- Notify local, regional, State, and federal agencies/entities which may be able to mobilize resources to support local response efforts. Request liaisons be assigned to the EOC.
- Confirm or establish communications links among adjacent jurisdiction EOCs, appropriate agency operations centers, and the State Emergency Coordination Center if activated.
  - Confirm operable phone numbers and verify functionality of alternate communications resources, if necessary.
- Determine the type, scope, and extent of the incident (recurring). Verify reports and obtain estimates of the area that may be affected. Maintain situational awareness and keep command staff, support agencies, adjacent jurisdictions, response partners (e.g., private, non-profit), and liaisons updated on situational changes. [[ICS Form 209: Status Summary](#)]
- Implement plans and procedures (including agency-specific protocols and standard operating procedures) specific to the incident. Ensure that copies of all documents are available to response personnel as necessary.
- Activate mutual aid agreements as needed. Activation includes placing backup teams on standby and alerting resource supplies of both potential and current needs.
- Develop procedures for registering mutual aid, other first responders, and volunteers as they arrive on the scene and receive deployment orders.
- Conduct damage assessment and develop reports. (recurring)
- Coordinate repair and restoration of essential services and vital systems and/or maintain situational awareness regarding status (in the case of essential services and vital systems that are the prevue of the private sector such as electricity).
  - Secure assistance from private contractors and/or vendors as needed.
- Continuously determine the need for additional resources and request them as necessary through appropriate channels.
- Submit a request for emergency/disaster declaration, as applicable.
- Formulate emergency public information messages and media responses utilizing “one message, many voices” concepts. (recurring)
  - Public information should be reviewed and approve for release by the EOC Manager and/or on-scene Incident Commander or designee prior to dissemination to the public.
- If appropriate, establish a JIC and designate a lead PIO for the jurisdiction.
- Maintain accurate records for reimbursement requests and historic information reports.
  - All EOC and incident assignments, person(s) responsible, and actions taken should be documented in logbooks. [[ICS Form 214 – Unit Log](#)]

**IA 1. Weather Emergencies**

- All messages, and the names of those sending and receiving them, should be documented on the EOC log.
- Collect records and bills generated during the incident in order to ensure timely submittal of documents for reimbursement.
- ❑ Develop and deliver situation reports (recurring at regular intervals). [[ICS Form 209 – Incident Status Summary](#)]
- ❑ Develop and regularly update an EOC Action Plan (EAP) (recurring). [[ICS Form 202 – Incident Objectives](#), [ICS Form 203 – Organization Assignment List](#), [ICS Form 205 – Incident Radio Communications Plan](#), [ICS Form 206 – Medical Plan](#), [ICS 208 – Safety Message](#), [Incident Map](#)]
  - Developed by the Planning Section, and approved by the EOC and/or on-scene Incident Commander, the EAP should be discussed at regular intervals and modified as the situation changes.
  - Ensure objectives and tasks outlined in the EAP are implemented.
- ❑ Ensure that all reports of injuries, deaths, and major equipment damage accrued during response activities are communicated to the EOC Manager and/or on-scene Incident Commander.

**Recovery/Demobilization Phase Action Items**

- ❑ Develop a Demobilization Plan to assist in an orderly demobilization of emergency operation. [[ICS Form 221 – Demobilization Plan](#)]
- ❑ Activate, if necessary, appropriate recovery strategies outlined in continuity operations plans and/or continuity of government plans.
- ❑ Initiate intermediate and long-term recovery planning.
- ❑ Develop recommendations regarding changes in planning, zoning, and building codes/ordinances to lessen the impact of future emergencies related to this type of incident.
- ❑ Release mutual aid resources as soon as possible.
- ❑ Deactivate/demobilize the EOC, agency operations centers, and command posts.
- ❑ Conduct post-incident debriefing(s) to identify success stories and opportunities for improvement.
  - Develop an After Action Report based on these debriefings.
- ❑ Correct any deficiencies reflected in the After Action Report.
  - Revise any applicable emergency response plans based on the success stories and/or lessons learned during the response.

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## **IA 2 – Geologic Emergencies**

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# Table of Contents

<b>1</b>	<b>Purpose and Scope</b> .....	<b>IA 2-1</b>
<b>2</b>	<b>Policies and Authorities</b> .....	<b>IA 2-1</b>
<b>3</b>	<b>Situation and Assumptions</b> .....	<b>IA 2-1</b>
3.1	Earthquake.....	IA 2-1
3.2	Landslide/Debris Flow.....	IA 2-2
3.3	Volcano.....	IA 2-2
<b>4</b>	<b>Roles and Responsibilities</b> .....	<b>IA 2-2</b>
4.1	Primary County Agencies.....	IA 2-2
4.2	Supporting County Agencies.....	IA 2-4
4.3	Community Partners.....	IA 2-5
<b>5</b>	<b>Concept of Operations</b> .....	<b>IA 2-5</b>
<b>6</b>	<b>Direction and Control</b> .....	<b>IA 2-6</b>
6.1	County.....	IA 2-6
6.2	Cities.....	IA 2-6
6.3	Special Districts.....	IA 2-6
6.4	Regional.....	IA 2-6
6.5	State and Federal Assistance.....	IA 2-7
<b>7</b>	<b>Annex Development and Maintenance</b> .....	<b>IA 2-7</b>
<b>8</b>	<b>Supporting Plans and Procedures</b> .....	<b>IA 2-7</b>
<b>9</b>	<b>Appendices</b> .....	<b>IA 2-7</b>
Appendix A	Geologic Incident Checklist.....	IA 2-9

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## IA 2. Geologic Emergencies

IA 2 Tasked Agencies	
<b>Primary County Agencies</b>	Department of Transportation and Development (DTD) Fire Defense Board Health, Housing, and Human Services (H3S) Sheriff's Office
<b>Supporting County Agencies</b>	Disaster Management Public and Government Affairs
<b>Community Partners</b>	American Red Cross Clackamas County Amateur Radio Emergency Services (CARES)

## 1 Purpose and Scope

Clackamas County is vulnerable to a variety of geological emergencies that can cause significant damage and hardship. This appendix outlines the tasks and responsibilities required to respond effectively to hazards and impacts related to earthquake, landslide, volcano eruption, and subsidence.

## 2 Policies and Authorities

- None at this time.

## 3 Situation and Assumptions

### 3.1 Earthquake

The Cascadia Subduction Zone lies just off the Oregon coast. This zone, where the Pacific plate is being submerged beneath the North American plate, is part of a larger subduction system that includes the seismically active, and extremely hazardous, San Andreas Fault and Alaskan earthquake zones. Clackamas County is well within the impact area for a major subduction earthquake occurring along the Cascadia Subduction Zone.

Earthquake hazard is created by tectonic movement within the earth's crust. This movement generates regional and localized ground shaking and/or soil liquefaction. After an initial seismic event, tremors or aftershocks can occur for an extended period of time, resulting in continuing structural damage and the need to repeat damage assessments. There are several known local and regional faults, both within the County and in the north Willamette Valley that could produce damaging earthquakes, with further geologic analyses ongoing. An earthquake measuring 5.6 occurred in March 1993 and caused damage throughout the County, especially in the Molalla area.

Recent studies indicate that the Pacific Northwest could be subject to subduction earthquakes ranging from magnitude 8.5 up to magnitude 9.1. Additional fault zones throughout the County and region may produce localized crustal earthquakes of up to magnitude 6.0. A local earthquake of magnitude 6.0 or a regional magnitude 9.0 earthquake is likely to cause substantial structural damage to bridges, buildings, utilities, and communications systems, as well as the following impacts to infrastructure and the environment:

**IA 2. Geologic Emergencies**

- Liquefaction, lateral spreading, and differential settling
- Landslides and possible flooding
- Fires, explosions, and hazardous materials incidents.
- Disruption of vital services such as water, sewer, power, gas, and transportation routes.
- Disruption of emergency response systems and services.

Actual earthquake damage can vary significantly, depending on the nature and severity of the incident, localized soils, and structural vulnerability. Most injuries result from flying/falling building contents and debris.

Seismic vulnerability assessments have highlighted the need for seismic retrofit of critical facilities. As a result, the County has recently completed several structural and non-structural seismic upgrades in key facilities and is identifying additional areas for upgrades.

**3.2 Landslide/Debris Flow**

This hazard includes the down-slope movement of rock, soil, or other debris or the opening of sinkholes/subsidence. These hazards are often the result of other incidents such as heavy sustained rainfall, floods, earthquakes, or volcanic eruptions. Landslides occur frequently, often fueled by heavy rainfall combined with the moderate to high relief characteristics of the County's mountains and river valleys and can be exacerbated by wildfire or drought conditions that result in vegetation loss.

Through the Natural Hazard Mitigation Plan planning process, the County has mapped landslide-prone areas and has developed and implemented mitigation measures where feasible.

**3.3 Volcano**

The last known eruptions of Mount Hood, located on Clackamas County's eastern border, occurred in the middle of the 19th century. Such recent eruptions, as well as the thermal activity that continues to be present, suggest that molten rock is still within or beneath Mount Hood. Impacts associated with a volcanic eruption include pyroclastic flows (incendiary avalanches) and lahars (mud flows), river flooding, destruction of property and woodlands, risk to the Bull Run watershed, and volcanic ash fall. Heavy ash fall in Clackamas County could cause health problems for individuals with specific medical conditions, and create havoc with transportation.

Clackamas County has joined with regional partners and State and Federal agencies to develop a Mount Hood Volcano Coordination Plan that applies many of the lessons learned from the eruption of nearby Mount St. Helens. This plan identifies agency/jurisdiction responsibilities and establishes procedures for timely and accurate dissemination of warnings and public information.

**4 Roles and Responsibilities****4.1 Primary County Agencies****4.1.1 Fire Defense Board**

In a geologic emergency, the Fire Defense Board may be responsible for the following tasks:

**IA 2. Geologic Emergencies**

- Coordinate fire agency response.
- Serve in Unified Command.
- Provide staff for Emergency Operations Center (EOC) operations.
- Provide life safety/rescue operations.
- Assist in warning and evacuation operations.
- Conduct welfare checks for employees.
- Provide situational awareness including reporting damage, road and weather conditions to the EOC.

**4.1.2 Sheriff's Office**

In a geologic emergency, the Sheriff's Office may be responsible for the following tasks:

- Coordinate law enforcement response.
- Serve in Unified Command.
- Provide staff to support EOC operations.
- Conduct search and rescue operations.
- Coordinate warning and evacuation.
- Provide security.
- Provide situational awareness including reporting damage, and road and weather conditions, to the EOC,

**4.1.3 Transportation and Development**

In a geologic emergency, the Department of Transportation and Development (DTD) may be responsible for the following tasks:

- Implement Building Safety Evaluation Program Coordinate public works response.
- Serve in Unified Command.
- Provide staff for EOC operations.
- Coordinate road and bridge inspection and assessment.
- Assist in traffic and crowd control by providing signs, barriers, equipment, and personnel.
- Provide and operate heavy equipment.
- Provide situational awareness including reporting damage, and road and weather conditions, to the EOC.
- Assess roads likely to be affected, develop alternate traffic routes, and determine barricade and signage needs.
- Assess emergency transportation routes and determine priorities for maintenance and debris removal.
- Coordinate debris removal from storm drains, roadways, public rights-of-way, and areas potentially impacting public safety or health
- Coordinate with utility providers to protect/restore services.

**4.1.4 Health, Housing and Human Services**

In a geologic emergency, the Health, Housing, and Human Services (H3S) may be responsible for the following tasks:

**IA 2. Geologic Emergencies**

- Coordinate health and human services response.
- Serve in Unified Command.
- Provide staff for EOC operations.
- Assist those with access and functional needs.
- Identify critical facilities in at-risk areas.
- Coordinate emergency medical services and care for injured individuals.
- Assist in coordinating volunteer recruitment and deployment.
- Evaluate contamination of potable water sources and disruption of sanitary services; evaluate other environmental or public health concerns.
- Provide public health information to Unified Command/Public Information Officer (PIO) for dissemination to the public
- Work with the American Red Cross in opening and operating shelters for evacuated persons and services for access and functional needs populations

**4.2 Supporting County Agencies****4.2.1 Clackamas County Disaster Management**

In a geologic emergency, Clackamas County Disaster Management (CCDM) may be responsible for the following tasks:

- Implement the Emergency Operations Plan (EOP).
- Activate the Situation Assessment Team.
- Activate the EOC.
- Assist Incident Command.
- Advise the County Administrator and Board of County Commissioners.
- Facilitate the Emergency Declaration process.
- Provide staff to serve as EOC Managers.
- Coordinate with city, regional, and State counterparts.
- Request activation of Clackamas County Amateur Radio Emergency Services (CARES)

**4.2.2 Public and Governmental Affairs**

In a geologic emergency, Public and Governmental Affairs may be responsible for the following tasks:

- Provide staff for the PIO and Joint Information Centers (JIC).
- Develop and coordinate a Joint Information System.
- Work with local, State, regional, and federal jurisdictions.
- Gather, prepare, and have Incident Command approve all communications sent to media, jurisdictions, and employees.
- Disseminate incident information including:
  - Incident status
  - Evacuation routes and detours
  - Traffic conditions

**IA 2. Geologic Emergencies**

- Transportation options for those who need assistance
- Shelter locations and updates
- Systems for locating family, friends, and pets.

**4.3 Community Partners****4.3.1 American Red Cross**

The American Red Cross provides and manages shelter and mass care operations for citizens who are victims of disaster and feeding and support services for emergency responders. The American Red Cross will:

- Activate and operate emergency shelters for displaced citizens at the direction of Command.
- Provide feeding, basic health, and behavioral health services and welfare assistance.
- Provide family reunification support.
- Provide an American Red Cross liaison to the EOC.

**4.3.2 Clackamas Amateur Radio Emergency Services**

In a geologic emergency, CARES may be responsible for the following tasks:

- Request that HAM operators report actual or potential hazards and incident conditions to the EOC.
- Assist with Countywide damage reporting.
- Establish an incident-specific net operations plan

**5 Concept of Operations**

The primary agencies listed in this annex share primary responsibility for geologic incidents.

Smaller, more isolated geologic incidents are normally managed using internal and mutual aid resources, with various County agencies providing support as needed. However, effective response to a major incident will require the combined efforts and resources of all County agencies.

For example, during periods of volcanic ash fallout, H3S develops and disseminates critical health-related information through its Community Health Division. Law enforcement agencies have primary responsibility for evacuation triggered by geologic incidents. Fire agencies provide special teams to extricate victims from vehicles and to search for and rescue victims in a collapsed structure. The DTD Transportation Maintenance Division is responsible for keeping surface routes clear and/or establishing detour routes.

A major geologic incident is one requiring notification of CCDM, implementation of the EOP, and activation of the EOC. All geologic incidents are managed according to the National Incident Management System (NIMS) and Incident Command System (ICS).

**IA 2. Geologic Emergencies**

As time permits, CCDM will also convene the Situation Assessment Team to gauge existing and potential risks and to determine appropriate actions that the County should take to minimize hazard impact.

All agencies tasked under this appendix will develop and maintain internal operating plans and implementing checklists consistent with the EOP.

## **6 Direction and Control**

### **6.1 County**

Depending on the numbers of people affected, the area and extent of the damages, and the response operations required, the incident initially may be managed from a field Incident Command Post or from Department Operations Centers. When an Incident Commander determines that incident response will require resources beyond those available day-to-day and through mutual aid, and the scope of the damage and response increase, and/or more agencies become involved, overall management of the incident will normally transfer to Unified Command in the EOC.

If time does not permit pre-coordination, the EOC should be notified as soon as possible. If the needed resources are not available, the County will request State assistance through an Emergency Declaration.

### **6.2 Cities**

Cities have primary responsibility for the safety and well-being of their citizens and for resource allocation and emergency operations within their jurisdictions. Cities are encouraged to develop EOPs and to work closely with CCDM to integrate preparedness, response, and recovery activities. An intergovernmental mutual aid agreement between the County and cities is available to all jurisdictions that choose to participate. This agreement establishes procedures for requesting and providing mutual aid resources in a major emergency or disaster.

Cities may request County assistance through mutual aid or through an Emergency Declaration. All city emergency declarations need to be submitted to the County for forwarding to the State, as necessary.

### **6.3 Special Districts**

County officials collaborate with special districts in coordinating emergency preparedness, response and recovery operations. An intergovernmental mutual aid agreement between the County and special districts is available to all jurisdictions that choose to participate. The agreement establishes procedures for requesting and providing mutual aid resources in a major emergency or disaster.

### **6.4 Regional**

The emergency transportation routes receive priority damage assessment, maintenance, and repair to ensure that these major transportation corridors are available to move people to safety and to move personnel and equipment for response operations. (An emergency transportation routes map is available in the EOC Library.)

**IA 2. Geologic Emergencies**

Clackamas County is a participant in the Inter-County Omnibus Mutual Aid Agreement that provides a framework for counties to request mutual aid from each other in emergencies, saving time and minimizing confusion during an incident.

**6.5 State and Federal Assistance**

Geologic hazards are monitored by the United States Geologic Survey (USGS). Seismic hazards or earthquakes are also monitored by the Pacific Northwest Seismograph Network. This network provides data from seismometers across Washington and Oregon and is administered by the University of Washington. Volcanic hazards are monitored by the Cascades Volcanic Observatory. These USGS sponsored agencies will work closely with County agencies in the event of an earthquake or volcanic eruption.

The Oregon Department of Forestry operates and maintains a network of instrumentation to identify potential landslides, and administers a landslide warning system throughout the State. The Oregon Department of Forestry is responsible for notifying the County when landslide warnings are being issued.

Earthquake Information Clearinghouse (placeholder)

The National Weather Service (NWS) is responsible for alerting public agencies and the general public of potentially dangerous weather conditions and impending emergencies. The NWS forecasts daily winds from surface to 50,000 feet for Mount St. Helens and provides an ash fallout advisory whenever conditions warrant. The NWS forecast for the Portland area may be found at <http://www.wrh.noaa.gov/pqr/>.

If incident response requires resources beyond those available to the County on a day-to-day basis and through mutual aid, Incident Command will request additional resources through an Emergency Declaration. EOC staff will forward the declaration to the Oregon Office of Emergency Management (OEM) for submission to the governor. OEM coordinates State resources and response and will seek a State declaration if necessary.

**7 Annex Development and Maintenance**

The primary agencies identified in this annex are responsible for ensuring that this appendix and supporting plans and procedures are updated at least annually, after every incident or exercise to which it applies, or as changes occur. CCDM is available to assist as requested.

**8 Supporting Plans and Procedures**

- Support Annex 1 – Evacuation
- Damage Assessment Plan
- Mt. Hood Volcano Coordination Plan
- Natural Hazard Mitigation Plan

**9 Appendices**

- Appendix A – Geologic Incident Checklist

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## IA 2. Geologic Emergencies

**Appendix A Geologic Incident Checklist**

The following action items are appropriate to most geologic-related incidents; however the action should be evaluated for appropriateness in any given situation and additional actions not listed here may be necessary.

**Pre-Incident Action Items**

- Maintain and revise, as needed, applicable response plans pertaining to geologic-related incidents, including the EOP and agency-specific standard operating procedures.
- Ensure necessary personnel participate in appropriate trainings and exercises.
- Ensure that emergency contact lists are updated and establish a pre-event duty roster for the EOC.
- Prepare radio messaging to be used by local radio stations and scripts to be used on local television station(s) for emergency broadcast. Include release instructions and maps as appropriate.
- Identify private and public agencies, local contractors, and vendors that could be affected by and/or involved in supporting the response to the incident.
  - Incorporate into planning efforts.
  - Develop memoranda of understanding with appropriate private businesses.
  - Maintain list of contracts and vendors including their names, contact information, and their specialties.
- Provide public safety information and education programs regarding emergency preparedness and response to the anticipated incident.
- Work with the Planning Commission to ensure that new construction does not increase hazards or vulnerability threat.
- Pre-designate emergency transportation routes and alternate routes for areas vulnerable to geologic-related incidents.
- Implement seismic procedures and incorporate improvements to structures.
- Maintain equipment and supply inventories necessary to support geologic-related incidents including communications devices and warning systems.
- Familiarize staff with requirements for requesting State and Federal Disaster Assistance. [[\*Robert T. Stafford Disaster Relief and Emergency Assistance Act\*](#) and [\*Oregon Emergency Operations Plan\*](#)]

**Response Phase Action Items**

- All departments should keep CCDM and/or the EOC (if activated) informed of any major developments that could adversely affect response operations (e.g., personnel shortages, loss of firefighting equipment, etc.)
- Ensure actions are taken to protect personnel and emergency equipment from possible damage by the incident.
- Activate the EOC and staff as appropriate to the situation. For larger events that cross multiple jurisdictions, establish a Unified Command. Ensure multi-agency coordination.

## IA 2. Geologic Emergencies

- Develop work assignments for necessary ICS positions (recurring action). [[ICS Form 203: Organization Assignment List](#)]
- Estimate ongoing emergency staffing levels, shift rotation plans, and request personnel support.
  - Consider the need for specialized staff such as engineers, building inspectors, heavy equipment operators, and/or environmental remediation contractors.
- Dedicate time during each shift to prepare for shift change briefings. [[EAP](#)]
- Notify local, regional, State, and Federal agencies/entities which may be able to mobilize resources to support local response efforts. Request a liaison to be assigned to the EOC.
- Confirm or establish communications links among adjacent jurisdiction EOCs, appropriate agency operations centers, and the State Emergency Coordination Center if activated.
  - Confirm operable phone numbers and verify functionality of alternate communications resources, if necessary.
- Determine the type, scope, and extent of the incident (recurring). Verify reports and obtain estimates of the area that may be affected. Maintain situational awareness and keep command staff, support agencies, adjacent jurisdictions, and liaisons updated on situational changes. [[ICS Form 209: Status Summary](#)]
- Implement plans and procedures (including agency-specific protocols and standard operating procedures) specific to the incident. Ensure that copies of all documents are available to response personnel as necessary.
- Activate mutual aid agreements as needed. Activation includes placing backup teams on standby and alerting resource supplies of both potential and current needs.
- Develop procedures for registering mutual aid and other first responders as they arrive on the scene and receive deployment orders.
- Conduct damage assessment and develop reports. (recurring)
- Ensure that action is taken to protect personnel and emergency equipment from possible damage by earthquakes, being cognizant of aftershocks.
- Evaluate the need to conduct evacuations and sheltering activities (recurring).
- Activate resources to support evacuations and sheltering activities as necessary.
- Coordinate repair and restoration of essential services and vital systems and/or maintain situational awareness regarding status (in the case of essential services and vital systems that are the province of the private sector such as electricity).
  - Secure assistance from private contractors and/or vendors as needed.
- Continuously determine the need for additional resources and request them as necessary through appropriate channels.
- Submit a request for emergency/disaster declaration, as applicable.
- Formulate emergency public information messages and media responses utilizing “one message, many voices” concepts. (recurring)
  - Public information should be reviewed and approved for release by the EOC Manager and/or on-scene Incident Commander or designee prior to dissemination to the public.
- If appropriate, establish a JIC and designate a lead PIO for the jurisdiction.

**IA 2. Geologic Emergencies**

- Maintain accurate records for reimbursement requests and historic information reports.
  - All EOC and incident assignments, person(s) responsible, and actions taken should be documented in logbooks. [[ICS Form 214 – Unit Log](#)]
  - All messages, and the names of those sending and receiving them, should be documented on the EOC log.
  - Collect records and bills generated during the incident in order to ensure timely submittal of documents for reimbursement.
- Develop and deliver situation reports (recurring at regular intervals). [[ICS Form 209 – Incident Status Summary](#)]
- Develop and regularly update an EOC Action Plan (EAP) (recurring). [[ICS Form 202 – Incident Objectives](#), [ICS Form 203 – Organization Assignment List](#), [ICS Form 205 – Incident Radio Communications Plan](#), [ICS Form 206 – Medical Plan](#), [ICS 208 – Safety Message](#), [Incident Map](#)]
  - Developed by the Planning Section, and approved by the EOC Manager and/or on-scene Incident Commander, the EAP should be discussed at regular intervals and modified as the situation changes.
  - Ensure objectives and tasks outlined in the EAP are implemented.
- Ensure that all reports of injuries, deaths, and major equipment damage accrued during response activities are communicated to the EOC Manager and/or on-scene Incident Commander.

**Recovery/Demobilization Phase Action Items**

- Develop a Demobilization Plan to assist in an orderly demobilization of emergency operation. [[ICS Form 221 – Demobilization Plan](#)]
- Activate, if necessary, appropriate recovery strategies outlined in continuity operations plans and/or continuity of government plans.
- Develop recommendations regarding changes in planning, zoning, and building codes/ordinances to lessen the impact of future emergencies related to this type of incident.
- Release mutual aid resources as soon as possible.
- Deactivate/demobilize the EOC, agency operations centers, and command posts.
- Conduct post-incident debriefing(s) to identify success stories and opportunities for improvement.
  - Develop an After Action Report based on these debriefings.
- Correct any deficiencies reflected in the After Action Report.
  - Revise any applicable emergency response plans based on the success stories and/or lessons learned during the response.

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**IA 3 – Terrorism  
(for official use only)**

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# **IA 4 – Dam Failure (Bull Run)**

Final: January 2017

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# Table of Contents

<b>1</b>	<b>Introduction .....</b>	<b>IA 4-1</b>
1.1	Purpose.....	IA 4-1
1.2	Scope.....	IA 4-1
1.3	Policies and Authorities.....	IA 4-1
<b>2</b>	<b>Situation and Assumptions .....</b>	<b>IA 4-2</b>
2.1	Situation .....	IA 4-2
2.2	Failure Conditions .....	IA 4-3
2.3	Assumptions.....	IA 4-4
<b>3</b>	<b>Roles and Responsibilities of Tasked Agencies.....</b>	<b>IA 4-5</b>
3.1	On-Scene Incident Command/Command Center.....	IA 4-5
3.2	Clackamas County Sheriff’s Office .....	IA 4-5
3.3	Sandy Fire District.....	IA 4-5
3.4	County Emergency Operations Center .....	IA 4-6
3.5	American Medical Response.....	IA 4-6
3.6	Clackamas County 9-1-1 Communications .....	IA 4-6
3.7	Disaster Management (CCDM) .....	IA 4-6
3.8	Fire Defense Board .....	IA 4-7
3.9	City of Sandy.....	IA 4-7
3.10	Health, Housing and Human Services (H3S) .....	IA 4-7
3.11	Transportation and Development/Public Works .....	IA 4-7
3.12	Utility Providers .....	IA 4-8
<b>4</b>	<b>Concept of Operations.....</b>	<b>IA 4-8</b>
4.1	General .....	IA 4-8
4.2	Alert and Warning .....	IA 4-8
4.2.1	Public Alert and Warning .....	IA 4-8
4.2.2	Stakeholder Alert and Warning.....	IA 4-8
4.2.3	Message Responsibility .....	IA 4-9
4.2.4	Notification Methods .....	IA 4-9
4.2.5	Alert and Warning Content (if needed beyond initial CCENS notification) ..	IA 4-9
4.3	Initial Response Actions .....	IA 4-9
4.4	Evacuation .....	IA 4-10
4.4.1	Evacuation Levels.....	IA 4-10
4.4.2	Inundation Area .....	IA 4-11
4.4.3	Evacuation Response.....	IA 4-11
4.4.4	Evacuation Re-Entry.....	IA 4-12
4.5	Shelter and Mass Care .....	IA 4-13

IA 4. Dam Failure (Bull Run)

**5 Direction and Control..... IA 4-13**  
5.1 General .....IA 4-13  
5.2 Cities .....IA 4-14  
5.3 Special Districts.....IA 4-14  
5.4 County.....IA 4-14  
5.5 Regional.....IA 4-14  
5.6 State and Federal Assistance .....IA 4-15

**6 Support Annex Development and Maintenance..... IA 4-15**

**7 Appendices..... IA 4-15**  
Appendix A IA 4 Resources.....IA 4-17

Tasked Agencies	
<b>Primary Agencies</b>	Clackamas County Sheriff's Office Sandy Fire District
<b>Supporting Agencies</b>	Clackamas County Emergency Operations Center (EOC) American Medical Response Clackamas County Communications (C-COM) Clackamas County Disaster Management (CCDM) Clackamas County Fire Defense Board City of Sandy Clackamas County Health Housing & Human Services (H3S) Clackamas County Department of Transportation and Development
<b>Community Partners</b>	Portland Water Bureau (PWB)

# 1 Introduction

## 1.1 Purpose

The purpose of this annex is to establish procedures for warning, evacuation and sheltering of the affected population<sup>1</sup> who would be endangered in the event of the failure of one or both of the City of Portland’s Bull Run Dams (No. 1 and/or No.2) in Clackamas County, resulting in flooding along the Bull Run and Sandy Rivers. This annex provides guidance for all stakeholders in the affected area. It also addresses similar emergency response actions which might be required in the event of flooding caused by emergency releases from the Bull Run Dam(s).

## 1.2 Scope

The Bull Run Dams located on the Bull Run River in Clackamas County are owned and operated by the City of Portland Water Bureau (PWB). The PWB maintains an Emergency Action Plan for the dams. Emergency Action Plans are provided to all major stakeholders with jurisdiction in or around the potential dam failure hazard zone. Failure of the dams can occur in different manners and impact time for the first wave to reach populated areas is very short; water waves could arrive in as few as 20 minutes from the time of dam failure.

## 1.3 Policies and Authorities

The designated On-Scene Incident Command/Command Center (Leading Fire and/or Law Agency) or Emergency Operations Center (EOC) Command both have authority to order evacuation for the affected population should one or both of the Bull Run Dams fail and create flooding along the Bull Run and Sandy Rivers.

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<sup>1</sup> For the purpose of this annex, the “affected population” is “Any resident and/or business in need of evacuation that is located within or adjacent to the inundation zone, including anyone who could be at a park or public access point below the impacted dam.”

## IA 4. Dam Failure (Bull Run)

- Oregon Revised Statutes (ORS) 401.6.03.600 gives counties and cities the authority to evacuate persons from a designated emergency area.
- ORS 401.309 authorizes a county or city to order mandatory evacuation only after an Emergency Declaration has been declared and only when necessary for public safety
- Clackamas County Code, Emergency Regulations, 6.03.060 authorizes the Board of County Commissioners (BCC) to order and enforce evacuation as an emergency measure.
- H.R. 3858 [109th]: Pets Evacuation and Transportation Standards Act of 2006 requires state and local to include evacuation, transport, and care of household pets and service animals in their disaster or emergency plan.
- 2007 HB 2371 requires operators of care facilities to develop plans and train employees to evacuate clients/residents to a place of safety when conditions of imminent danger require relocation.
- ORS 411.054 establishes standards for assisted living and residential care facilities to enhance the dignity, independence, individuality, and decision making ability of the resident in a safe and secure environment.

## 2 Situation and Assumptions

### 2.1 Situation

The Bull Run Watershed is the primary drinking water supply for the City of Portland and its 20 wholesale customers. Water from the Bull Run serves more than 950,000 residents in the Portland metropolitan region.

The protected Bull Run Watershed is located 26 miles from downtown Portland in the Sandy River basin on the Mt. Hood National Forest.

The 102 square-mile protected Bull Run Watershed collects water from rain and snowmelt that then flows to the Bull Run River and its tributaries. The river drains into two reservoirs, where more than 17 billion gallons are stored. The PWB treats the water before it enters into the three conduits that transport it to Portland. The water moves through the system by gravity, requiring no fossil fuel consumption to move water from its intake to the main storage reservoir at Powell Butte.

The Bull Run Dams (No. 1 and No. 2), owned and operated by the PWB and located within the Bull Run Watershed, are part of the Portland Hydroelectric Project which includes two powerhouses and two major water storage dams with the various inlet and outlet works. The furthest upstream of the Portland Hydroelectric Project facilities is Bull Run Dam and Reservoir No. 1. Water flows from this reservoir, past Dam No. 1, and then back into the Bull Run River channel where it is once again impounded by Bull Run Dam No. 2, which is located approximately four miles downstream. Each dam and reservoir serves as the forebay for their respective powerhouse, both located directly at their downstream toe.

Downstream of Bull Run Dam No. 2, the Bull Run River flows through a narrow, steep-walled canyon which is heavily timbered. The “community” of Bull Run, located about 5 miles downstream of Dan No. 2, is the site of a highway bridge across the river. Dodge Park (and PWB-owned picnicking and camping park), the headquarters for the PWB’s Bull Run maintenance crews, and several residences are located another one and a half miles downstream

IA 4. Dam Failure (Bull Run)

from Bull Run at the confluence of the Bull Run and Sandy Rivers. A highway bridge crosses the Sandy River just above that confluence. Below this confluence, the Sandy River flows in a deep steep-walled canyon, for another 15.5 miles before it flows through the town of Troutdale in Multnomah County. Once past Troutdale, the Sandy River flows another three miles to its confluence with the Columbia River.

The Portland Water Bureau Emergency Action Plan for the Bull Run dams contains inundation maps which show the projected limits of inundation along the Bull Run and Sandy Rivers that could be caused by a hypothetical worst case dam break scenario at the City’s Bull Run Water Supply dams. The limits of flooding shown in the maps are approximate and should only be used as a guideline for establishing evacuation areas. Actual areas inundated will depend on actual failure conditions and may differ from areas shown on the maps.

	<b>West Side of River on Lusted or Serban Roads</b>	<b>East Side of River on March Road</b>
<b>Approximate # of residences (houses, trailers, or apartments)</b>	9	22
<b>Approximate # of people needing shelter (residences X 4)</b>	36	88
<b>Approximate # of people requesting shelter (assume 20% people needing shelter choose to use public shelter)</b>	8	18

**2.2 Failure Conditions**

The PWB Bull Run Dams No. 1 and No. 2 Emergency Action Plan defines four dam safety emergency conditions:

- **HIGH FLOW – FLOODING IS OCCURRING, BUT NO THREAT TO DAM**
  - No widespread EAP notifications are required.
  - Examples:
    - Used to inform some contacts about project status during major floods with Dam 1 reservoir level above elevation 1050 feet or Dam 2 reservoir level above elevation 866 feet, with no confirmed damage to dams.
  - Generally used when there is NO DANGER of dam failure.
  - No widespread EAP notifications are required.
  - Examples:
    - Used to inform some contacts of project status after major earthquakes.
    - Dams should be inspected as soon as possible following any earthquake large enough to be felt by people near the dams.
    - Used to communicate information about bomb threats, accidents, small landslides, or increased seepage.
- **POTENTIAL FAILURE – CONDITIONS ARE DEVELOPING THAT COULD LEAD TO DAM FAILURE**
  - Examples:

## IA 4. Dam Failure (Bull Run)

- Flood with Dam 1 reservoir level above elevation 1053.75 feet (overtops parapet).
  - Dam 2 reservoir level above elevation 870 feet (above impervious core).
  - Dam 2 crest settlement greater than 12 inches.
  - Significant increase in TURBID/CLOUDY water flowing from EMBANKMENT, ABUTMENT, OR TOE of Dam 1 or 2.
- IMMINENT FAILURE – DAM HAS FAILED, IS FAILING, OR IS ABOUT TO FAIL
- Example:
    - Material continuously sluicing away from abutments or face of Dam 1 or 2.

### 2.3 Assumptions

Certain conditions might develop at one or both of the Bull Run Dams that would require the warning and evacuation of the “affected population”—specifically, those people located within the dam failure inundation area downstream from the dam.

- Numerous circumstances can impact the ability to provide adequate notification of an emergency or failure.
  - Not all dam failure scenarios allow ample warning, e.g., a Cascadia Subduction Zone earthquake, or a human caused/adversarial attack may cause the dam to fail rapidly, before authorities have time to issue a warning.
  - The “affected population” is in close proximity to the dam making notification prior to wave arrival quite difficult.
  - If a dam failure is caused by a major earthquake, damage to the public telephone system, both landline and cellular, and the Internet may hinder efforts to warn those in the path of the flood.
  - Damage to bridges and roads, as well as other issues created by a major earthquake could also complicate efforts to notify and/or evacuate the public.
  - A significant earthquake may cause such damage to the entire county that local response resources will be overwhelmed leaving very little response capability to deal with a potential dam failure.
- Sufficient local resources will be available to conduct the basic operations outlined in this annex. This assumption may not be valid if a dam emergency is associated with a significant earthquake.
- If given advance warning, residents will frequently leave the at-risk area (self-evacuate) before told to do so; other residents may refuse to evacuate when instructed to do so. Once an evacuation order is given, many evacuees will seek shelter with relatives or friends, or arrange other accommodations. Others will need emergency shelter provided for them.
- Most evacuees will be able to self-evacuate out of the inundation area, while others will need evacuation assistance; additional/specialized resources may be needed for safe evacuation, transport and sheltering people with access and functional needs (e.g. children; the elderly; individuals with physical impairments, disabilities or other medical conditions; homeless or transient populations; and individuals with limited English proficiency).

## IA 4. Dam Failure (Bull Run)

- Evacuation assistance will be required by some pet and livestock owners; residents may refuse or delay evacuation unless they can take their animals with them.

### 3 Roles and Responsibilities of Tasked Agencies

All agencies tasked under this annex will develop and maintain written internal operating plans and implementing procedures, and will train employees in their use. All participating agencies will need to closely coordinate and cooperate during an evacuation that crosses jurisdictional boundaries to ensure evacuee safety and welfare are not compromised.

#### 3.1 On-Scene Incident Command/Command Center

Incident Command may be fire or law enforcement, or unified command, with jurisdiction over the impacted area

- Coordinate evacuation planning with County EOC and/or city.
- Designate boundaries of evacuation area and implement evacuation plan.
- Request County/city authority if evacuation is mandatory.
- Designate evacuee destination(s).
- Establish and operate evacuation routes.
- Develop evacuation instructions for residents.
- Develop and implement evacuation notification plan.
- Ensure evacuation plans include people with disabilities, and access and functional needs (DAFN), pets and service animals.
- Ensure evacuee safety and welfare (unless responsibility has been transferred).
- Secure the evacuated area and establish criteria/procedures for re-entry.
- Get Oregon Emergency Response System (OERS) number.

#### 3.2 Clackamas County Sheriff's Office

- Primary responsibility for planning, coordinating and conducting evacuations.
- Coordinate evacuation route planning and related logistical and operational support.
- Provide traffic and crowd control.
- Secure evacuated area and key facilities.
- Stage and brief incoming personnel who have been assigned to conduct evacuation including mutual aid resources.
- Assist, as needed and if time and resources allow evacuation of DAFN populations (see 4.4.1 for more information).
- Provide security for shelter and mass care operations as resources allow.
- Conduct water rescue operations if required.

#### 3.3 Sandy Fire District

- Primary responsibility for coordinating and conducting rescue operations in a hazardous environment.
- Assist law enforcement in planning and conducting evacuation.
- Assist with evacuations of DAFN populations requiring transportation.
- Conduct decontamination operations if required.

### 3.4 County Emergency Operations Center

- Identify On-Scene Incident Command/Command Center for the evacuation.
- Coordinate planning and support for evacuations that occur in unincorporated areas.
- Provide planning support and coordinate activities for evacuations affecting multiple jurisdictions within the County or with neighboring jurisdictions.
- Respond to requests for evacuation assistance from cities or On-Scene Incident Command/Command Center.
- Ensure the BCC and the Oregon Office of Emergency Management (OEM) are notified of the emergency, so they can make proper notifications and keep officials apprised of the situation.
- Get OERS number if not already not already obtained by On-Scene Incident Command/Command Center.
- Coordinate resource requests and Emergency Public Information activities.
- Public Information Officer is responsible for coordinating with stakeholders on a Joint Information System (JIS) by activating the EOC Joint Information Center (JIC).
- Coordinate with Health, Housing, and Human Services (H3S) and the Red Cross to provide and manage shelter and mass care operations
- Coordinate with Dog Services and EOC Operations to ensure that pet shelter is established
- Answer questions pertaining to evacuation and other subjects through activation of the County Public Inquiry Center
- Activate hazard evacuation pre-planning team if time permits
- Initiate re-entry into evacuated areas
- After the emergency has ended, coordinate the following activities:
  - Advise the public and the media of the termination of the evacuation directive and the lifting of the security perimeter (as appropriate)
  - Provide the information necessary to facilitate an orderly return to the evacuated area including any special constraints, conditions, or health and safety concerns for return

### 3.5 American Medical Response

- Coordinate planning and evacuation operations with law enforcement and fire.
- Primary responsibility for providing emergency medical services (EMS) and transportation for medically fragile and DAFN evacuees.
- Provide EMS at evacuation staging areas and along evacuation routes.

### 3.6 Clackamas County 9-1-1 Communications

- Receive initial notification from the City of Portland Bureau of Communications.
- Make emergency notifications as pre-identified in the “INFO DAM” procedure in Computer Aided Dispatch (CAD).
- Activate any other alert and warning method in coordination with Clackamas County Disaster Management (CCDM) and the On-Scene Incident Command/Command Center.

### 3.7 Disaster Management (CCDM)

- Receive notifications from C-COM.



**IA 4. Dam Failure (Bull Run)**

- Notify stakeholders of situation and establish and sustain information pathway.
- Assist On-Scene Incident Command/Command Center.
- Activate the Clackamas County EOC.
- With C-COM coordination make Clackamas Emergency Notification System (CCENS) notifications as needed.
- Declare an emergency.
- Consult with the BCC or County Counsel on other emergency actions.
- Request support from the State.

**3.8 Fire Defense Board**

- Staff the EOC.
- Coordinate countywide fire and rescue response.
- Request mutual aid.
- Potentially invoke Mobilization Act.

**3.9 City of Sandy**

The inundation area from the Bull Run Dam(s) is in unincorporated Clackamas County, outside the City of Sandy boundary; however, an evacuation of this area would impact the City of Sandy and its residents. The City will coordinate with the County and other stakeholders to the extent possible for the good of all area residents.

- Coordinate evacuation activities that will impact residents of City of Sandy.
- Coordinate activities and assistance requests with the County EOC.
- If capacity exists, conduct direct public alert and warning to its citizens in coordination with County EOC.

**3.10 Health, Housing and Human Services (H3S)**

- Provide an H3S liaison to the EOC to coordinate shelter and mass care services.
- Provide interim assistance to evacuees at gathering points and evacuation routes.
- Coordinate transfer of responsibility for evacuee safety and welfare with On-Scene Incident Commander/Command Center, cities, service agencies, shelter operators.
- Work with Red Cross and/or County Liaison for sheltering and mass care needs.
- Coordinate DAFN considerations with other responding agencies.

**3.11 Transportation and Development/Public Works**

- Coordinate evacuation routes, detour options, and enroute resource requirements with stakeholder transportation agencies.
- Assist law enforcement to establish at-risk area perimeter.
- Provide signs, barricades, personnel and equipment along evacuation routes and at designated replenishment stations.
- During any warning phase, pre-position resources near bridges to monitor and be ready to close them immediately should signs of damage or failure be exhibited.
- Maintain clear evacuation routes by removing debris and other obstructions.
- (Dog Services) Coordinate with EOC Operations to ensure pet sheltering needs are addressed.

## IA 4. Dam Failure (Bull Run)

- Assist in finding transportation for evacuees with pets or service animals.
- Conduct post-incident road and bridge inspections.
- Assist with evacuating livestock.

### 3.12 Utility Providers

- Secure own assets and protect staff.
- Establish and maintain communication with EOC.
- Coordinate evacuation routes, detour options, and enroute resource requirements with stakeholder transportation agencies.

## 4 Concept of Operations

### 4.1 General

This annex is designed to follow the basic protocols set forth in the Emergency Operations Plan (EOP). The EOP describes general roles and responsibilities in responding to a major emergency or disaster that would include evacuations. It also describes how resources are coordinated within the County.

Dam failure response and evacuation actions include:

- Community-wide warning and public instructions such as notifying all affected populations of the threat and the need to evacuate.
- Safe movement and control of individuals, pets and service animals out of the threatened area, including evacuation routes, traffic control and evacuee instructions.
- Transportation support for people with access and functional needs requiring assistance (e.g., people with disabilities, elderly, persons without vehicles).
- Shelter and mass care for evacuees, pets, livestock and service animals.
- Security of the evacuated area, including access control.
- Safe and orderly re-entry to evacuees when it is safe to do so.
- Activation of the EOC to coordinate resource management, information management and policy coordination.

### 4.2 Alert and Warning

Communicating risks to the public in a clear, consistent (i.e., non-conflicting) and timely manner is essential for orderly evacuations. The operation of the JIC in the EOC to be activated at the earliest opportunity to coordinate and ensure messaging is effective to support orderly evacuations.

#### 4.2.1 Public Alert and Warning

If one or both of the Bull Run Dams should fail, proper procedures are outlined in the following sections below: message responsibility, notification methods and alert and warning content.

#### 4.2.2 Stakeholder Alert and Warning

Upon receiving notification of a Bull Run Dam failure from C-COM, the CCDM Duty Officer notifies pre-identified stakeholders. Message information includes:

## IA 4. Dam Failure (Bull Run)

- Type of failure condition and affected dam
- Time notification was received
- Contact information for CCDM and follow on instructions

#### 4.2.3 Message Responsibility

- In the event of a Condition A message, C-COM will issue an immediate Level 3 (Go!) CCENS message to all residential phone numbers in the inundation area
- C-COM notifies CCDM for all levels of dam failure conditions. The EOC is activated to support evacuation planning, coordination and operations
- On-Scene IC/Command Center is responsible for conducting Alert and Warning notification above and beyond automatic CCENS notification
- The EOC JIC has primary responsibility for developing and coordinating the evacuation Alert and Warning message and all other relevant communications in coordination with Washington County through the JIS
- CCDM coordinates with impacted cities and jurisdictions to ensure consistent messaging is conveyed through their individual alert and notification systems

#### 4.2.4 Notification Methods

The CCENS can directly notify households with landline and registered cell phones in the designated evacuation area using a “Reverse 9-1-1 type” capability. Other possible notification methods include:

- Emergency Alert System
- Social media
- County web site
- Mobile public address systems such as police vehicles and fire apparatus
- Radio and television
- Door-to-door notification
- The Public Inquiry Center can be used to disseminate alerts and warnings to citizens who call in requesting evacuation information
- Alert and warning for some populations may require special considerations

#### 4.2.5 Alert and Warning Content (if needed beyond initial CCENS notification)

- Specific instructions about what to do (e.g. take 72 hours of medications with you; lock your home; bring household pets and service animals; take food, water and emergency kits).
- Clear directions and procedures for evacuation routes.
- Public transportation options and locations.
- Specific information about the potential consequences of not evacuating.

### 4.3 Initial Response Actions

The following describes actions to be considered for all response levels depending on the situation. Since the inundation zone crosses jurisdictional boundaries, between Fire Districts and County and cities, the County may activate the EOC and coordinate the countywide response. Local jurisdictions within the flood inundation zone need to be ready to protect their residents and visitors through emergency notification, establishing command structures, and organizing

## IA 4. Dam Failure (Bull Run)

and conducting evacuations. An Incident Commander at any level has decision-making authority to take action described in this annex as the responsibility of an Incident Commander. When multiple Incident Commanders are operating concurrently, each should coordinate those actions with the other Incident Commanders.

## 4.4 Evacuation

On-Scene Incident Command/Command Center assesses the need for public and DAFN transportation and request resources through the EOC staff or directly with public transit agencies.

Some of the major roads will be impacted; therefore, emergency egress and ingress routes as well as meeting points have been pre-identified in the associated maps. For a detailed listing of these roads, refer to Appendix A: IA 4 Resources.

### 4.4.1 Evacuation Levels

- Evacuation response should be designated according to the following levels and based on consultation with OEM.
  - Evacuation Level 1 – A Level 1 Evacuation means “Be Ready” for potential evacuation. The affected population should be aware of the danger that exists in their area, and monitor local media outlets for information. The affected population with special needs or those with pets or livestock should make preparations and begin making precautionary movement.
  - Evacuation Level 2 – A Level 2 Evacuation means “Be Set” to evacuate. The affected population must be prepared to leave at a moment’s notice. This level indicates a significant danger to the area, and the affected population should either be told to voluntarily relocate to a shelter or with family/friends outside the affected area, or if choosing to remain, to be ready at a moment’s notice. The affected population may have time to gather necessary items, but doing so at their own risk.
  - Evacuation Level 3 – A Level 3 Evacuation means “Go” Evacuate NOW. Danger to the area is current or imminent, and people should leave immediately. The affected population should not delay leaving to gather belongings or make efforts to protect their home.
- If a Level 1, 2 or 3 evacuation is implemented resources should be deployed first to areas with the highest and earliest risk.
- Individual jurisdictions may want to identify assembly areas. When considering sites for assembly areas, the following criteria should be considered: sites that have sufficient parking, access, and/or open space such as schools, churches, the county fairgrounds, or parks
- The evacuation of some DAFN populations may require special coordination and logistical support
- DAFN populations within the county which may need assistance during evacuations include:
  - Senior citizens
  - People with functional needs
  - Students in public and private schools

IA 4. Dam Failure (Bull Run)

- People with pets
- Transient and people experiencing homelessness
- While most facilities with DAFN populations, including schools, are required to have evacuation plans in place, most do not, or are unable to carry them out without assistance from first responders. Public safety officials may be required to facilitate or initiate the evacuation internal to the facility

**4.4.2 Inundation Area**

The following is an abbreviated list of populated areas downstream from the dam in the expected inundation area. Additional facilities may also be impacted.

	West Side of River on Lusted or Serban Roads	East Side of River on March Road
<b>Approximate # of residences (houses, trailers or apartments)</b>	9	22
<b>Approximate # of people needing shelter (residences X 4)</b>	36	88
<b>Approximate # of people requesting shelter (assume 20% people needing shelter choose to use public shelter)</b>	8	18

**4.4.3 Evacuation Response**

Evacuation takes time and may be complicated by available resources and the condition of evacuation routes due to time of day, weather, type of event triggering the evacuation (e.g., earthquake), and rising flood waters. Even in a Non-Failure Condition incident, the potential for escalation to a Potential Failure or Imminent Failure Condition requires that planning begin immediately for a possible mandatory evacuation.

An evacuation will require many resources and support from multiple agencies to achieve. Consider that:

- Evacuation may be necessary even if individuals don't live in the inundation zone as ingress/egress from their property may be blocked by flood waters or damaged roads and bridges.
- Transportation resources and other physical assistance may be needed.
- Assembly areas may be needed to direct people to prior to the establishment of shelter sites.
- Shelters may need to be established to house and feed evacuees.
- Animals may need to be evacuated.
- Clear and concise information provided to the public about:
  - Who needs to evacuate
  - Evacuation timeframe
  - What routes to use
  - Location of assembly areas and/or shelters

## IA 4. Dam Failure (Bull Run)

- The need to avoid high water
- Potential evacuation routes, their capacities, and vulnerability to the hazards that exist at the time of the dam failure have been pre-identified on maps, but additional (if they exist) may need to be identified during the time of evacuation.
- People who are located in the inundation area at the time of an incident should be directed to go to higher ground.
- Traffic may need to be re-routed to minimize congestion as people evacuate affected portions of Clackamas County.
- Roads may need to be blocked at restricted area control points to keep people from intentionally, or inadvertently, entering the inundation zone.
- Similarly, if resources allow, during any warning phase, resources should be pre-positioned near bridges to be ready to close them immediately should signs of damage or failure be exhibited.
- When determining the "time needed for evacuation" consider these time factors:
  - Time from receipt of initial notification of a dam failure to the decision to evacuate
  - Time needed to alert and instruct the public
  - Time needed to mobilize the population once warned
  - Time required for evacuees to leave the hazard area using the designated evacuation routes with consideration for overcoming obstacles related to earthquake losses, damage, and debris
- Weather conditions
  - If ambient or forecasted conditions present a hazard (e.g., extreme cold or heat, ice, rain) evacuees may need assistance, including:
    - Shelter from the elements
    - Evacuation routes cleared of obstacles/hazards (e.g., debris, snow, ice)

#### 4.4.4 Evacuation Re-Entry

Inundation from a dam failure will be short term, but impacts can result in prolonged hazards from the flood, damage to infrastructure and hazardous materials releases. The following considerations should be addressed prior to allowing re-entry:

- Conduct hazard/damage assessments to determine if additional or new hazards exist prior to allowing evacuees to return. Isolate, mark, or mitigate the hazards as appropriate. This assessment should include inspection of any water, gas, and sanitation lines.
- Provide traffic control and access control (i.e., returning evacuees only) for the return.
- Initiate return of evacuees when and where possible.
- Re-occupation of a previously flooded area may require the same consideration, coordination, and control undertaken in the original evacuation.
- Unified Command makes the re-entry decision after the flood waters have subsided and the evacuated area has been inspected by fire, public works, law enforcement personnel and/or utility work crews for safety.
- Determine if return will be temporary (i.e., long enough to check on damages and get additional personal items, or just during daylight hours) or full return.
- Conduct inspections of buildings that were flooded and tag according to fitness for occupancy.

**IA 4. Dam Failure (Bull Run)**

- Additional re-entry considerations include:
  - Determine the number of persons in shelters who will have to be transported back to their homes
  - If homes have been damaged, determine the interim and long-term housing requirements
  - Inform the public of proper re-entry actions, particularly cautions they should take with regard to reactivating utilities, use of appliances that came in contact with water, and any other health-related issues

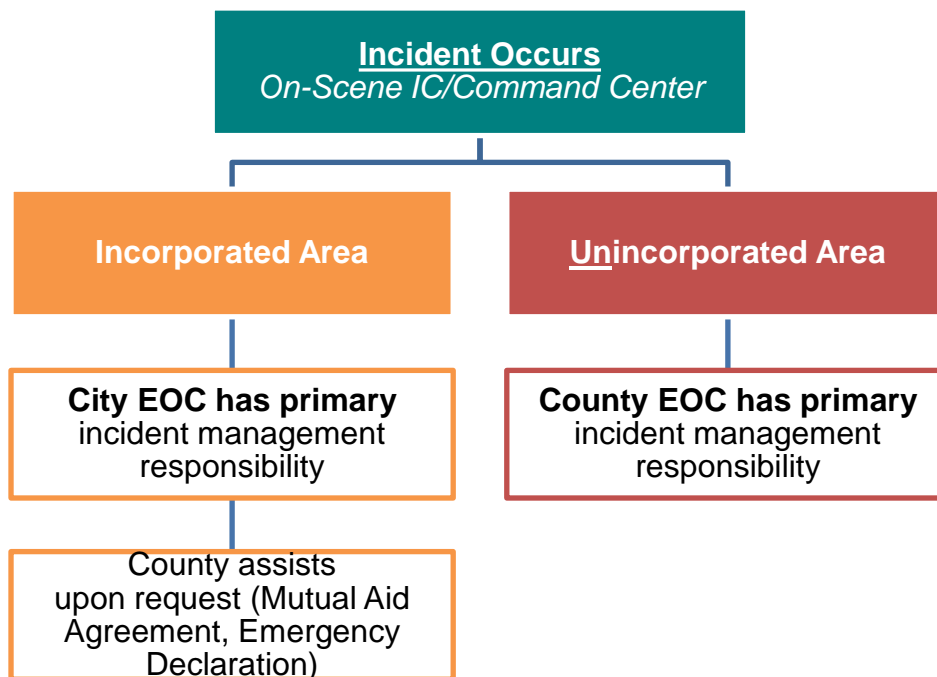
**4.5 Shelter and Mass Care**

A Bull Run Dam failure along the Bull Run and/or Sandy Rivers will cause temporary flooding. This will impact most residents for several hours to one day for a sunny day scenario. For those residents who are severely impacted resulting in damage or loss of housing, the EOC coordinates temporary sheltering.

- The Red Cross assigns a liaison to coordinate shelter and mass care requirements along with H3S.
- There is a County list of potential shelter facilities with American Red Cross agreements
- The American Red Cross coordinates with the County EOC to select most appropriate sites and then follows up with their site assessment and shelter operations protocols .
- On-Scene Incident Command/Command Center coordinates transfer of responsibility for evacuee safety and welfare to the American Red Cross or local jurisdiction once evacuees are safely removed from at-risk area.
- Pet shelters are set up and run by the Operations Section of the EOC. Every attempt is made to shelter pets in areas adjacent or in close proximity to their owners.
- H3S is tasked with several functions including mass care and services for the affected population.

**5 Direction and Control****5.1 General**

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 the impacted city share responsibility. The County responds to city requests for assistance, manage critical resources, and coordinate with outside agencies, adjoining counties, and OEM.



## 5.2 Cities

If an incident occurs in an incorporated area, the city in which it occurs has jurisdictional authority and primary incident management responsibility. Local jurisdictions activate their own resources and EOCs for an evacuation of their communities based on the failure condition. In most cases, evacuations will require the activation of the County EOC to support the movement of evacuees due to limited local resources.

If two or more cities are impacted, the cities share responsibility for incident management and the safety and well-being of their citizens.

Cities may request county assistance through a mutual aid agreement or by submitting an Emergency Declaration.

## 5.3 Special Districts

Special districts that are impacted will activate their own resources and EOCs for response, protective actions and evacuation of their facilities based on the failure condition. Special districts may request county assistance through a mutual aid agreement.

## 5.4 County

EOC Command, along with On-Scene Incident Command/Command Center exercises overall direction and control of the evacuation process.

## 5.5 Regional

There are many regional agreements that could provide emergency resources that would include equipment, supplies and personnel. The EOC Library has a list agreements with the terms and conditions sited.



## 5.6 State and Federal Assistance

The Oregon State Police may help in the evacuation of threatened areas, and the Governor may also provide National Guard assistance.

If an evacuation requires resources beyond those available to the county (including mutual aid resources), EOC Command may recommend an Emergency Declaration be enacted to request state assistance.

## 6 Support Annex Development and Maintenance

In coordination with Stakeholders, CCDM is responsible for maintaining this annex. This annex will be updated according to the schedule outlined in the Basic Plan.

## 7 Appendices

- Appendix A – IA 4 Resources

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**Appendix A      IA 4 Resources**

The following plans and procedures to support a Bull Run Dam failure are currently in place:

- Emergency Action Plan for The City of Portland, Oregon's Portland Hydroelectric Project FERC Project No. 2821 Including Bull Run Dam No. 1 (NATDAM No, OR 00327 and Bull Run Dam No. 2 (NATDAM No. OR00317)
- Duty Officer Dam Notification Instructions
- C-COM INFO DAM
- List of affected Roads and Infrastructure (dated 2016)
- List of affected addresses and tax lots (dated 2016)

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# **IA 5 – Dam Failure (Clackamas River)**

Final: January 2017

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# Table of Contents

- 1 Introduction ..... SA 5-1**
  - 1.1 Purpose ..... SA 5-1
  - 1.2 Scope ..... SA 5-1
  - 1.3 Policies and Authorities ..... SA 5-2
  
- 2 Situation and Assumptions ..... SA 5-2**
  - 2.1 Situation ..... SA 5-2
  - 2.2 Failure Conditions ..... SA 5-3
  - 2.3 Assumptions ..... SA 5-4
  
- 3 Roles and Responsibilities of Tasked Agencies..... SA 5-5**
  - 3.1 On-Scene Incident Command ..... SA 5-5
  - 3.2 Law Enforcement Agencies ..... SA 5-6
  - 3.3 Fire Agencies ..... SA 5-6
  - 3.4 EOC Command ..... SA 5-6
  - 3.5 American Medical Response ..... SA 5-7
  - 3.6 United States Forest Service ..... SA 5-7
  - 3.7 Clackamas County 9-1-1 Communications ..... SA 5-7
  - 3.8 Disaster Management ..... SA 5-7
  - 3.9 Fire Defense Board ..... SA 5-7
  - 3.10 Cities ..... SA 5-7
  - 3.11 Health, Housing and Human Services ..... SA 5-8
  - 3.12 Transportation and Development/Public Works ..... SA 5-8
  - 3.13 Utility Providers ..... SA 5-8
  
- 4 Concept of Operations..... SA 5-8**
  - 4.1 General..... SA 5-8
  - 4.2 Alert and Warning..... SA 5-9
  - 4.3 Initial Response Actions ..... SA 5-10
  - 4.4 Evacuation..... SA 5-11
  - 4.5 Search and Rescue ..... SA 5-14
  - 4.6 Shelter and Mass Care..... SA 5-14
  
- 5 Direction and Control..... SA 5-15**
  - 5.1 General..... SA 5-15
  - 5.2 Cities ..... SA 5-15
  - 5.3 Special Districts ..... SA 5-16
  - 5.4 County ..... SA 5-16
  - 5.5 Regional ..... SA 5-16
  - 5.6 State and Federal Assistance..... SA 5-16

**IA 5. Dam Failure (Clackamas River)**

**6 Support Annex Development and Maintenance..... SA 5-16**

**7 Appendices..... SA 5-16**

Appendix A IA 5 Resources..... SA 5-17



IA 5. Dam Failure (Clackamas River)

Tasked Agencies	
<b>Primary County Agency</b>	Sheriff’s Office Clackamas County Disaster Management (CCDM)
<b>Supporting County Agencies</b>	Clackamas County Fire Defense Board Health, Housing, and Human Services (H3S) Department of Transportation and Development (DTD)/Public Works
<b>Community Partners</b>	Estacada Police Department Oregon City Police Department Estacada Rural Fire Protection District Clackamas Fire District #1 Gladstone Fire Department American Medical Response, Incorporated Cities: Estacada, Oregon City, Gladstone, West Linn, Lake Oswego, Milwaukie, Portland Utility Providers
<b>State Agency</b>	Oregon Office of Emergency Management (OEM)
<b>Federal Agency</b>	United States Forest Service

# 1 Introduction

## 1.1 Purpose

The purpose of this annex is to establish procedures for warning, evacuation and sheltering of the affected population<sup>1</sup> who would be endangered in the event of the failure of one of the Portland General Electric Company (PGE) dams along the Clackamas River. This annex provides guidance for all stakeholders in the affected area. It also addresses similar emergency response actions which might be required in the event of flooding caused by emergency releases from one of the PGE dams along the Clackamas River.

## 1.2 Scope

There are multiple PGE dams and projects along the Clackamas River covered in PGE’s Emergency Action Plans. Failure of dams will occur in different manners and impact time will vary. Maps have been created to reflect both a Sunny Day (best case) and Probable Maximum Flood (worst case) scenario.

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<sup>1</sup> For the purpose of this annex, the “affected population” is defined as: “Any resident and/or business in need of evacuation that is located within or adjacent to the inundation zone, including anyone who could be at a park or public access point below the impacted dam.”

**IA 5. Dam Failure (Clackamas River)**

For the purpose of this annex, these have been divided into three main sections which impact residents, business and recreational areas along the Clackamas River.

- River Mill
- North Fork (including the Faraday Diversion Dam)
- Timothy Lake (part of the Oak Grove Development Project)

**1.3 Policies and Authorities**

The designated On-Scene Incident Command (Leading Fire or Law Agency) or Emergency Operations Center (EOC) Command both have authority to order evacuation for the affected population should one of the dams along the Clackamas River fail for any reason.

- Oregon Revised Statutes (ORS) 401.6.03.600 gives counties and cities the authority to evacuate persons from a designated emergency area.
- ORS 401.309 authorizes a county or city to order mandatory evacuation only after an Emergency Declaration has been declared and only when necessary for the public safety
- Clackamas County Code, Emergency Regulations, 6.03.060 authorizes the Board of County Commissioners (BCC) to order and enforce evacuation as an emergency measure.
- H.R. 3858 [109th]: Pets Evacuation and Transportation Standards Act of 2006 requires state and local to include evacuation, transport, and care of household pets and service animals in their disaster or emergency plan.

2007 HB 2371 requires operators of care facilities to develop plans and train employees to evacuate clients/residents to a place of safety when conditions of imminent danger require relocation.

**2 Situation and Assumptions****2.1 Situation**

PGE maintains multiple dams along the Clackamas River. There are three main projects as outlined in Section 1.2, above; the situation is summarized below.

- The River Mill Dam is located on the Clackamas River just outside of the City of Estacada. The River Mill Dam was constructed in 1911 and holds approximately 1,200 acre feet of water within its reservoir. The River Mill Dam is the furthest downstream dam on the river.
- The North Fork Dam and Faraday Diversion Dams are located on the Clackamas River just 4.7 and 6.4 miles, respectively, southeast of the City of Estacada. A failure on the North Fork Dam will cause the failure of the River Mill Dam. The North Fork Dam was completed in 1958 and creates a reservoir of approximately 6,300 acre feet of water used primarily for daily regulation. The North Fork Dam has three spill gates and very little storage or hold back capabilities. The Faraday Diversion Dam was constructed in 1965 and holds an estimated 100 to 200 acre feet of water used primarily as a spillway for the North Fork Dam. Due to the interdependencies of both the North Fork and Faraday Dams, the consequences of failure or large release for the North Fork are more severe than those of Faraday.

**IA 5. Dam Failure (Clackamas River)**

- The Timothy Lake Dam is part of a larger Oak Grove Development Project, which also includes Harriet and Frog Lake Dams. The Timothy Lake Dam is located approximately 28 miles southeast of Estacada. The Timothy Lake Dam was completed in 1958 and has a reservoir of approximately 69,000 acre feet. Harriet and Frog Lake Dams serve as catchments for Timothy Lake. Due to the interdependencies of all three dams, the consequences of failure or large release from Timothy Lake are more severe than those of Harriet or Frog Lake.
- Recent studies indicate that these dams are in an area that could be affected by a Cascadia Subduction Zone earthquake event. For further information on the earthquake hazard, see the Clackamas County Hazard Vulnerability Analysis.
- Were either of the PGE dams along the Clackamas River to suffer a catastrophic failure, human lives and property in the flood pathway would be endangered. This danger would be relative to the amount of water stored behind the dam and released at the time of the failure.
- PGE has developed inundation area maps showing the extent of flooding and expected flood wave arrival times following a failure of the dam to help inform planning efforts. For the purposes of this Annex, Clackamas County Geographic Information Systems (GIS) has developed detailed maps that also include structure locations (private, business and critical infrastructure), street names, river miles, egress/ingress routes, assembly areas and other pertinent information identified by stakeholders. Each scenario has a series of their own maps, which can be viewed in the Clackamas County EOC library, “eocshare” drive and via stakeholder agencies.
- The inundation areas are estimates only and actual time and water depths will vary greatly depending on the time of year, the depth of water behind the dam at the time of dam failure, the Clackamas River depth, and debris and other obstructions in the river.
- The inundation area includes unincorporated areas of Clackamas County, multiple parks and recreational areas as well the cities in of Estacada, Oregon City, Gladstone, Milwaukie, West Linn, Lake Oswego and Portland.
- Many people live in the identified catastrophic failure inundation area. Additionally, there are several popular recreational areas operating year round and seasonally including campgrounds, recreational vehicle parks, boating and day use areas.
- PGE constructed and retains ownership of all dams along the Clackamas River.
- PGE monitors and controls the amount of water stored behind the dam according to Federal Energy Regulatory Commission regulations. These regulations provide safety for those below the dam and maximize water storage capacity for use throughout the year.
- The Clackamas County Sheriff’s Office (CCSO) has jurisdiction over the Clackamas River and all waterways in the county which include elements of the Water Rescue Consortium.
- Estacada Rural Fire Protection District #69 (ERFPD) and Clackamas Fire District #1 have primary response for residents and properties within the boundaries of their jurisdictions.

**2.2 Failure Conditions**

Dam failure conditions, based on the 2016 PGE Emergency Action Plan, are as follows:

**IA 5. Dam Failure (Clackamas River)**

- Condition 1/C/High Flows - Non-Failure Emergency: No Danger of Dam Failure (example such as a minor earthquake or high reservoir levels)
- Condition 2/B/Warning – Potential Failure situation is developing and could lead to a dam failure (example is a major earthquake, flood, piping of material out of the dam)
- Condition 3/A/Evacuation – Imminent or Actual Dam Failure has occurred

**2.3 Assumptions**

Certain conditions might develop at any of these dams that would require the warning and evacuation of the “affected population”—specifically, people located within the dam failure inundation area downstream from the dam.

- Numerous circumstances can impact the ability to provide adequate notification of an emergency or failure.
  - Not all dam failure scenarios allow ample warning, e.g., a Cascadia Subduction Zone earthquake, or a human caused/adversarial attack may cause the dam to fail rapidly, before authorities have time to issue a warning.
  - Proximity to the dam will affect the timeliness of warnings in relation to the timing of impacts. Residents or recreationists within close proximity to any of these dams might have only minutes to get to high ground, while those further downstream may have several hours based on their distance from the dam and the anticipated speed of the flood.
  - If a dam failure is caused by a major earthquake, damage to the public telephone system, both landline and cellular, and the Internet may hinder efforts to warn those in the path of the flood.
  - Damage to bridges and roads, as well as other issues created by a major earthquake could also complicate efforts to notify and/or evacuate the public.
  - A significant earthquake may cause such damage to the entire county that local response resources will be overwhelmed leaving very little response capability to deal with a potential dam failure.
- Sufficient local resources will be available to conduct the basic operations outlined in this annex. This assumption may not be valid if a dam emergency is associated with a significant earthquake.
- Once an evacuation order is given, many evacuees will seek shelter with relatives or friends, or arrange other accommodations. Others will need emergency shelter provided for them.
- Most evacuees will be able to self-evacuate out of the inundation area, while others will need evacuation assistance.
- Evacuation assistance will be required by some pet and livestock owners.
- Most evacuations are limited to a defined geographic area and coordinated by law enforcement and/or fire responders at the scene.
- Most instances that would require a medium-to-large scale evacuation will have some warning and therefore some pre-event activities accomplished which may include establishing an Evacuation Planning Team, activating the Joint Information Center (JIC), and using pre-developed evacuation plans for a limited number of high or frequent at-risk areas.

**IA 5. Dam Failure (Clackamas River)**

- The County has primary responsibility to plan and conduct evacuations that occur in unincorporated areas.
- Cities have primary responsibility to provide support and assistance for localized evacuations occurring within their municipal boundary.
- If requested, Clackamas County Disaster Management (CCDM)/EOC Command can assist On-Scene Command and/or cities with evacuation planning and coordination.
- Evacuations present special challenges because of the time limitations that may exist for planning and implementation; significant interdependencies among the affected population; transportation difficulties; special needs considerations and other variables.
- On-scene Command decides whether evacuation is the most appropriate protective measure, and ensures appropriate implementing actions are taken.
- CCDM will activate the EOC as needed to support planning and coordination for a major evacuation involving large numbers of people and/or a large geographic area.
- Evacuation operations include:
  - Safe movement of people and pets/service animals from the at-risk area;
  - Shelter and mass care for evacuees;
  - Security of evacuated areas; and
  - Return of evacuees when it is safe to do so.
- If given advance warning, residents will frequently leave the at-risk area (self-evacuate) before told to do so; other residents may refuse to evacuate when instructed to do so.
- The County or any city may order mandatory evacuation if it is authorized as an emergency measure by an Emergency Declaration.
- Residents may refuse or delay evacuation unless they can take their pets with them.
- On-Scene Command may need additional resources for safe evacuation, transport and sheltering people with disabilities and access and functional needs (DAFN) (e.g., children; the elderly; individuals with physical impairments, disabilities or other medical conditions; homeless or transient populations; and individuals with limited English proficiency).
- All participating agencies will need to closely coordinate and cooperate during an evacuation that crosses jurisdictional boundaries to ensure evacuee safety and welfare are not compromised.

### **3 Roles and Responsibilities of Tasked Agencies**

All agencies tasked under this annex will develop and maintain written internal operating plans and implementing procedures, and will train employees in their use.

#### **3.1 On-Scene Incident Command**

Incident Command may be fire or law enforcement with jurisdiction over the impacted area

- Coordinate evacuation planning with County EOC and/or city.
- Designate boundaries of evacuation area and implement evacuation plan.
- Request County/city authority if evacuation is mandatory.
- Designate evacuee destination(s).
- Establish and operate evacuation routes.
- Develop evacuation instructions for residents.

**IA 5. Dam Failure (Clackamas River)**

- Develop and implement evacuation notification plan.
- Ensure evacuation plans include DAFN populations, as well as pets and service animals.
- Ensure evacuee safety and welfare (unless responsibility has been transferred)
- Secure the evacuated area and establish criteria/procedures for re-entry
- Get Oregon Emergency Response System (OERS) number

**3.2 Law Enforcement Agencies**

- Primary responsibility for planning, coordinating and conducting evacuations
- Coordinate evacuation route planning and related logistical and operational support
- Direct and coordinate evacuation of jail and other detention facilities
- Provide traffic and crowd control
- Secure evacuated area and key facilities
- Stage and brief incoming personnel who have been assigned to conduct evacuation including mutual aid resources
- Assist, as needed and if time and resources allow evacuation of DAFN populations
- Provide security for shelter and mass care operations as resources allow
- Conduct water rescue operations

**3.3 Fire Agencies**

- Primary responsibility for coordinating and conducting rescue operations in a hazardous environment
- Assist law enforcement in planning and conducting evacuation
- Assist with evacuations of DAFN populations requiring transportation
- Conduct decontamination operations if required

**3.4 EOC Command**

- Identify On-Scene Incident Commander for the evacuation
- Coordinate planning and support for evacuations that occur in unincorporated areas
- Provide planning support and coordinate activities for evacuations affecting multiple jurisdictions within the County or with neighboring jurisdictions
- Respond to requests for evacuation assistance from cities or On-Scene Command
- Ensure the state, the BCC and the Oregon Office of Emergency Management (OEM) is notified of the emergency, so it can make proper notifications and keep officials apprised of the situation
- Get OERS number if not already not already obtained by Incident Command
- Coordinate resource requests and Emergency Public Information activities
- Coordinate with the Department of Health, Housing, and Human Services (H3S) and the Red Cross to provide and manage shelter and mass care operations
- Coordinate with Dog Services and EOC Operations to ensure that pet shelter is established
- Answer questions pertaining to evacuation and other subjects through activation of the County Public Inquiry Center.
- Activate hazard evacuation pre-planning team if time permits
- Initiate re-entry into evacuated areas
- After the emergency has ended, coordinate the following activities:

**IA 5. Dam Failure (Clackamas River)**

- Advise the public and the media of the termination of the evacuation directive and the lifting of the security perimeter (as appropriate)
- Provide the information necessary to facilitate an orderly return to the evacuated area including any special constraints, conditions, or health and safety concerns for return

**3.5 American Medical Response**

- Primary responsibility for providing emergency medical services (EMS) and transportation for medically fragile evacuees.
- Provide EMS at evacuation staging areas and along evacuation routes
- Assist law enforcement and fire in planning and conducting evacuation

**3.6 United States Forest Service**

- Primary responsibility for planning, coordinating and conducting evacuations.

**3.7 Clackamas County 9-1-1 Communications**

- Receive initial notification from PGE.
- Make emergency notifications as pre-identified in the 'INFO DAM' procedure in CAD.
- Activate any other alert and warning method in coordination with CCDM and the Incident Command.

**3.8 Disaster Management**

- Receive notifications from Clackamas County Communications (C-COM).
- Notify stakeholders of situation and establish and sustain information pathway.
- Assist On-Scene Command.
- Activate the Clackamas County EOC.
- With C-COM coordination make Clackamas County Emergency Notification System (CCENS) notifications as needed.
- Declare an emergency.
- Consult with BCC or County Counsel on other emergency actions.
- Request support from the State.

**3.9 Fire Defense Board**

- Staff EOC.
- Coordinate countywide fire and rescue response.
- Request mutual aid.
- Potentially invoke Mobilization Act.

**3.10 Cities**

- Provide support for evacuations within municipal boundary (e.g., law enforcement, public works, shelter and mass care services).
- Coordinate evacuation activities and assistance requests with the County EOC.

## IA 5. Dam Failure (Clackamas River)

**3.11 Health, Housing and Human Services**

- Provide an H3S liaison to the EOC to coordinate shelter and mass care services.
- Provide interim assistance to evacuees at gathering points and evacuation routes.
- Coordinate transfer of responsibility for evacuee safety and welfare with On-Scene Command, cities, service agencies, shelter operators.
- Work with Red Cross Liaison for sheltering and mass care needs.

**3.12 Transportation and Development/Public Works**

- Coordinate evacuation routes, detour options and enroute resource requirements with stakeholder transportation agencies.
- Assist law enforcement to establish at-risk area perimeter.
- Provide signs, barricades, personnel and equipment along evacuation routes and at designated replenishment stations.
- During any warning phase, pre-position resources near bridges to monitor and be ready to close them immediately should signs of damage or failure be exhibited.
- Maintain clear evacuation routes by removing debris and other obstructions.
- (Dog Services) Coordinate with EOC Operations to ensure pet sheltering needs are addressed.
- Assist in finding transportation for evacuees with pets or service animals.
- Conduct post-incident road and bridge inspections.
- Assist with evacuating livestock.

**3.13 Utility Providers**

- Secure own assets and protect staff.
- Establish and maintain communication with EOC.
- Coordinate evacuation routes, detour options and enroute resource requirements with stakeholder transportation agencies.

**4 Concept of Operations****4.1 General**

This annex is designed to follow the basic protocols set forth in the Emergency Operations Plan (EOP). The EOP describes general roles and responsibilities in response to a major emergency or disaster that would include evacuations. It also describes how resources are coordinated within the County.

Dam Failure response and evacuation actions include:

- Community-wide warning and public instructions such as notifying all affected populations of the threat and the need to evacuate.
- Safe movement and control of individuals, pets and service animals out of the threatened area, including evacuation routes, traffic control and evacuee instructions.
- Transportation support for DAFN populations requiring assistance (e.g., people with disabilities, elderly, persons without vehicles).
- Shelter and mass care for evacuees, pets, livestock and service animals.



**IA 5. Dam Failure (Clackamas River)**

- Security of the evacuated area, including access control.
- Safe and orderly re-entry to evacuees when it is safe to do so.
- Activation of the EOC to coordinate resource management, information management and policy coordination.

**4.2 Alert and Warning**

Communicating risks to the public in a clear, consistent (i.e., non-conflicting) and timely manner is essential for orderly evacuations. The operation of the JIC in the EOC will be activated at the earliest opportunity to coordinate and ensure messaging is effective to support orderly evacuations.

Efforts should be made to prioritize notifications to those who are likely to be inundated by the flood waves first. Therefore, three separate evacuation/notification zones have been identified. Pre-scripted messages for the affected populations and stakeholders have been loaded into the CCENS for timely notification of each zone. Pre-scripted messages include specific information about the risk and protective actions that should be taken.

A team of stakeholders has identified gaps in the current notification methods and capabilities. The group of stakeholders is actively exploring additional warning methods in order to address these gaps.

**4.2.1 Public Alert and Warning**

If a dam failure should occur, PGE will notify C-COM using their Emergency Action Plan procedures. C-COM will conduct notification as directed in the INFO DAM instructions in CAD. There are three situations where CCENS notifications are made:

- Condition 3/A: Imminent or Has Occurred Dam Failure results in an automatic CCENS notification.
- Condition 2/B: Potential Failure may result in notification and will be coordinated through the Primary Response Agencies.
- High Flows Emergency: Notification may be made to affected population and will be coordinated through the Primary Response Agencies

**4.2.2 Stakeholder Alert and Warning**

Upon receiving notification of a dam failure from C-COM, the CCDM Duty Officer will notify stakeholders should a dam failure occur. Message information will include:

- Type of failure condition and affected dam
- Time notification was received
- Contact information for CCDM and follow on instructions

**4.2.3 Message Responsibility**

- C-COM notifies CCDM for all levels of dam failure conditions. The EOC will be activated as needed to support evacuation planning, coordination and operations
- On-Scene Command is responsible for conducting Alert and Warning notification above and beyond automatic CCENS notification

**IA 5. Dam Failure (Clackamas River)**

- The EOC JIC has primary responsibility for developing and coordinating the evacuation Alert and Warning message

**4.2.4 Notification Methods**

The CCENS can directly notify households with landline and registered cell phones in the designated evacuation area using a “Reverse 9-1-1 type” capability.

- Emergency Alert System (EAS)
- Social media
- County web site
- Mobile public address systems such as police vehicles and fire apparatus
- Radio and television
- Door-to-door notification
- The Public Inquiry Center can be used to disseminate alerts and warnings to citizens who call in requesting evacuation information
- Alert and warning for some populations may require special considerations

**4.2.5 Alert and Warning Content (if needed beyond initial CCENS notification)**

- Specific instructions about what to do (e.g., take 72 hours of medications with you; lock your home; bring household pets and service animals; take food, water and emergency kits).
- Clear directions and procedures for evacuation routes.
- Public transportation options and locations.
- Specific information about the potential consequences of not evacuating.

**4.3 Initial Response Actions**

The following describes actions to be considered for all response levels depending on the situation. Since the inundation zone crosses jurisdictional boundaries, between fire districts and County and cities, the County will activate its EOC and coordinate the countywide response. Local jurisdictions within the flood inundation zone need to be ready to protect their residents and visitors through emergency notification, establishing command structures, and organizing and conducting evacuations. An Incident Commander at any level has decision-making authority to take action described in this annex as the responsibility of an Incident Commander. When multiple Incident Commanders are operating concurrently, each should coordinate those actions with the other Incident Commanders.

**4.3.1 Establish Command**

- Due to the length of the Clackamas River and the extent of the impact area from a catastrophic failure of any of the PGE dams, the inundation area has been divided into three emergency evacuation zones. The zones are defined as specific segments of dam failure flood inundation areas downstream from dam failure that:
  - Define the potential area of impact
  - Allow response personnel to prioritize evacuation activities based on the population at risk in proximity to the dam in terms of distance downstream and in flood wave arrival times.
- The three emergency evacuation/planning zones are designated as:

**IA 5. Dam Failure (Clackamas River)**

- Primary/Immediate (0 to 30 minutes before first wave impact). This zone is identified as the ERFPD boundary. This zone ends at the Feldheimer Floating Launch on the west side and the Eagle Creek Golf Course on the east side of the river. This zone includes all of the City of Estacada and the following recreational areas:
  - Milo McIver State Park
  - Promontory Park (for Timothy Lake Dam only)
  - Timber Park
- Secondary (30 to 60 minutes before first wave impact). This zone starts at the Clackamas Fire District #1 boundary where it meets the ERFPD boundary and ends at the Carver Bridge. This zone includes unincorporated Clackamas County and the following recreational areas:
  - Bonnie Lure State Recreation Area
  - Barton Park
  - Clackamas River Scenic Waterway
- Tertiary (60+ minutes before first wave impact). This boundary starts west of the Carver Bridge and continues through the remainder of the Clackamas River within Clackamas County. This zone includes inundation areas on the Clackamas River as well as the Willamette River. This zone includes much of the following incorporated Clackamas County cities and recreational areas:
  - Oregon City
  - West Linn
  - Lake Oswego
  - Gladstone
  - Milwaukie
  - Sa-Hah-Lee Golf Course
  - Riverside County Park
  - Clackamette Park
  - Maddax Woods
  - Mary S. Young Park
  - Cedar Island Park and Boat Ramp
  - Foothills Park

## 4.4 Evacuation

On-Scene Command will assess the need for public and special needs transportation and request resources through the EOC staff or directly with public transit agencies.

Some of the major roads will be impacted; therefore, emergency egress and ingress routes as well as meeting points have been pre-identified in the associated maps.

### 4.4.1 Evacuation Levels

- Evacuation response should be designated according to the following levels and based on consultation with OEM.
  - Evacuation Level 1 – A Level 1 Evacuation means “Be Ready” for potential evacuation. The affected population should be aware of the danger that exists in their area, and monitor local media outlets for information. The affected

**IA 5. Dam Failure (Clackamas River)**

population with special needs or those with pets or livestock should make preparations and begin making precautionary movement.

- Evacuation Level 2 – A Level 2 Evacuation means “Be Set” to evacuate. The affected population must be prepared to leave at a moment’s notice. This level indicates a significant danger to the area, and the affected population should either be told to voluntarily relocate to a shelter or with family/friends outside the affected area, or if choosing to remain, to be ready at a moment’s notice. The affected population may have time to gather necessary items, but doing so at their own risk.
- Evacuation Level 3 – A Level 3 Evacuation means “Go” Evacuate NOW. Danger to the area is current or imminent, and people should leave immediately. The affected population should not delay leaving to gather belongings or make efforts to protect their home.
- If a Level 1, 2 or 3 evacuation is implemented resources should be deployed first to areas with the highest and earliest risk. Even in the unlikely event of a sudden catastrophic failure of the dam, initial flood wave waters will take several hours to travel to the furthest point along the Clackamas and into the Willamette River, so focusing resources on those areas that will be inundated early will provide the biggest benefit.
- Direct the affected population to assembly areas. When considering sites for assembly areas, the following criteria should be considered: sites that have sufficient parking, access, and/or open space such as schools, churches, the county fairgrounds, or parks.
- The evacuation of some populations may require special coordination and logistical support.
- DAFN populations within the county which may need assistance during evacuations include:
  - Senior citizens
  - People with functional needs
  - Students in public and private schools
  - People with pets
  - Transient and people experiencing homelessness
- While most facilities with DAFN populations, including schools, are required to have evacuation plans in place, most do not, or are unable to carry them out without assistance from first responders. Public safety officials may be required to facilitate or initiate the evacuation internal to the facility.

**4.4.2 Evacuation Response**

Evacuation takes time and may be complicated by available resources and the condition of evacuation routes due to time of day, weather, type of event triggering the evacuation (e.g., earthquake), and rising flood waters. Even in a Level I incident, the potential for escalation to Level II or III requires that planning begin immediately for a possible mandatory evacuation.

An evacuation will require many resources and support from multiple agencies to achieve. Consider that:

**IA 5. Dam Failure (Clackamas River)**

- Evacuation may be necessary even if individuals don't live in the inundation zone as ingress/egress from their property may be blocked by flood waters or damaged roads and bridges.
- Transportation resources and other physical assistance may be needed.
- Assembly areas may be needed to direct people to prior to the establishment of shelter sites.
- Shelters may need to be established to house and feed evacuees.
- Animals may need to be evacuated.
- Clear and concise information will need to be provided to the public about:
  - Who needs to evacuate
  - Evacuation timeframe
  - What routes to use
  - Location of assembly areas and/or shelters
  - The need to avoid high water
- Potential evacuation routes, their capacities, and vulnerability to the hazards that exist at the time of the dam failure have been pre-identified on the associated maps, but additional (if they exist) may need to be identified during the time of evacuation.
- People who are located in the inundation area at the time of an incident should be directed to go to higher ground.
- Traffic may need to be re-routed to minimize congestion as people evacuate affected portions of Clackamas County.
- Roads may need to be blocked at restricted area control points to keep people from intentionally, or inadvertently, entering the inundation zone.
- Similarly, if resources allow, during any warning phase, resources should be pre-positioned near bridges to be ready to close them immediately should signs of damage or failure be exhibited.
- Rail traffic may need to be temporarily suspended.
- When determining the "time needed for evacuation" consider these time factors:
  - Time from receipt of initial notification of a dam failure to the decision to evacuate
  - Time needed to alert and instruct the public
  - Time needed to mobilize the population once warned
  - Time required for evacuees to leave the hazard area using the designated evacuation routes with consideration for overcoming obstacles related to earthquake losses, damage, and debris
- Weather Conditions
  - If ambient or forecasted conditions present a hazard (e.g., extreme cold or heat, ice, rain) evacuees may need assistance, including:
    - Shelter from the elements
    - Evacuation routes cleared of obstacles/hazards (e.g., debris, snow, ice)

**4.4.3 Evacuation Re-Entry**

Inundation from a dam failure will be short term, but impacts can result in prolonged hazards from the flood, damage to infrastructure and hazardous materials releases. The following considerations should be addressed prior to allowing re-entry:

**IA 5. Dam Failure (Clackamas River)**

- Conduct hazard/damage assessments to determine if additional or new hazards exist prior to allowing evacuees to return. Isolate, mark, or mitigate the hazards as appropriate. This assessment should include inspection of any water, gas, and sanitation lines.
- Provide traffic control and access control (i.e., returning evacuees only) for the return.
- Initiate return of evacuees when and where possible.
- Re-occupation of a previously flooded area may require the same consideration, coordination, and control undertaken in the original evacuation.
- Unified Command will make the re-entry decision after the flood waters have subsided and the evacuated area has been inspected by fire, public works, law enforcement personnel and/or utility work crews for safety.
- Determine if return will be temporary (i.e., long enough to check on damages and get additional personal items, or just during daylight hours) or full return.
- Conduct inspections of buildings that were flooded and tag according to fitness for occupancy.
- Additional re-entry considerations include:
  - Determine the number of persons in shelters who will have to be transported back to their homes.
  - If homes have been damaged, determine the interim and long-term housing requirements.
  - Inform the public of proper re-entry actions, particularly cautions they should take with regard to reactivating utilities, use of appliances that came in contact with water, and any other health related issues.

**4.5 Search and Rescue**

When considering the need for evacuation first priorities should be placed on those areas closest to the dam. The inundation maps give a rough timeline for water to advance after a dam failure. While evacuation is one option to consider, there are certain limitations that may pose greater problems:

The CCSO is responsible search and rescue on the Clackamas River. CCSO Search and Rescue will be designated this task.

The Water Rescue Team is designated specifically with this task.

**4.6 Shelter and Mass Care**

A dam failure along the Clackamas River will cause temporary flooding. This will impact most residents for several hours to one day. For those residents who are severely impacted resulting in damage or loss of housing, the EOC will coordinate temporary sheltering.

- The Red Cross will assign a liaison to coordinate shelter and mass care requirements along with H3S.
- There is a County list of potential shelter facilities with American Red Cross agreements.
- The American Red Cross coordinates with the County EOC to select most appropriate sites and then follows up with their site assessment and shelter operations protocols.

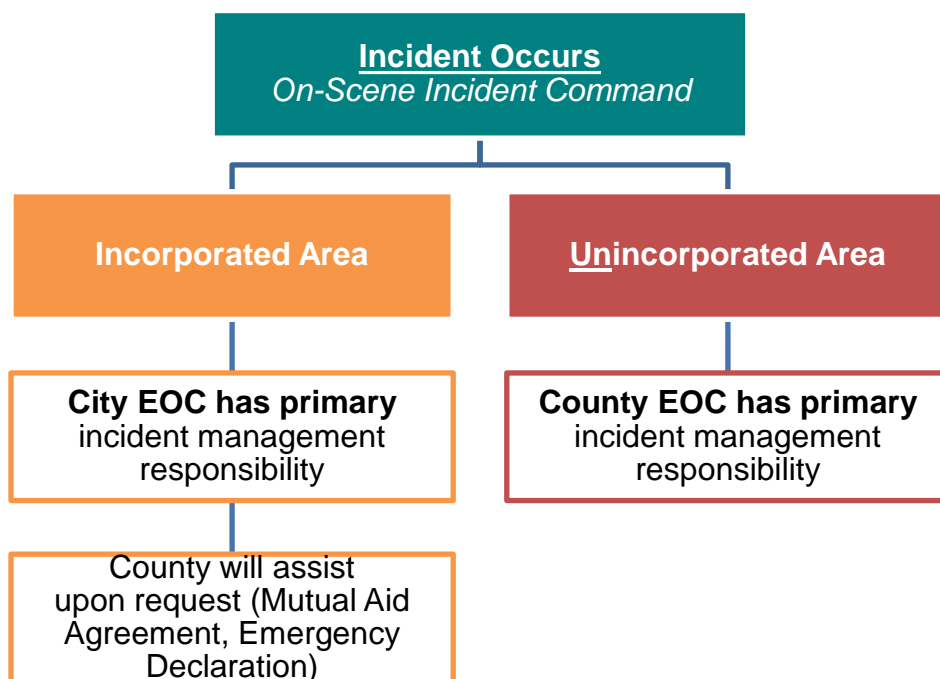
IA 5. Dam Failure (Clackamas River)

- On Scene Command coordinates transfer of responsibility for evacuee safety and welfare to the American Red Cross or local jurisdiction once evacuees are safely removed from at-risk area.
- Pet shelters are set up and run by the Operations Section of the EOC. Every attempt will be made to shelter pets in areas adjacent or in close proximity to their owners.
- H3S are tasked with several functions including mass care and services for the affected population.

## 5 Direction and Control

### 5.1 General

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 the impacted city share responsibility. The county will respond to city requests for assistance, manage critical resources, and coordinate with outside agencies, adjoining counties, and OEM.



### 5.2 Cities

If an incident occurs in an incorporated area, the city in which it occurs has jurisdictional authority and primary incident management responsibility. Local jurisdictions will activate their own resources and EOCs for an evacuation of their communities based on the failure condition. In most cases, evacuations will require the activation of the County EOC to support the movement of evacuees due to limited local resources.

If two or more cities are impacted, the cities share responsibility for incident management and the safety and well-being of their citizens.

**IA 5. Dam Failure (Clackamas River)**

Cities may request county assistance through a mutual aid agreement or by submitting an Emergency Declaration.

**5.3 Special Districts**

Special Districts that are impacted will activate their own resources and EOCs for response, protective actions and evacuation of their facilities based on the failure condition. Special districts may request county assistance through a mutual aid agreement.

**5.4 County**

EOC Command along with On Scene Command exercises overall direction and control of the evacuation process.

**5.5 Regional**

There are many regional agreements that could provide emergency resources that would include equipment, supplies and personnel. The EOC Library has a list agreements with the terms and conditions sited.

**5.6 State and Federal Assistance**

The Oregon State Police and the U.S. Forest Service may help in the evacuation of threatened areas and the Governor may also provide National Guard assistance.

If an evacuation requires resources beyond those available to the county (including mutual aid resources), EOC Command will recommend an Emergency Declaration be enacted to request state assistance.

The following federal and state entities are notified and updated directly by PGE in the event of a dam emergency/failure:

- Federal Energy Regulatory Commission – Portland Regional Office; Regional Engineer
- U.S. Army Corps of Engineers
- National Weather Service
- Oregon Emergency Management Division
- Oregon Water Resources Department – Dam Safety Engineer
- Oregon Public Utility Commission

**6 Support Annex Development and Maintenance**

In coordination with stakeholders, Clackamas County Disaster Management is responsible for maintaining this annex. This annex will be updated according to the schedule outlined in the Basic Plan.

**7 Appendices**

- Appendix A – IA 5 Resources



## IA 5. Dam Failure (Clackamas River)

**Appendix A      IA 5 Resources**

The following plans and procedures to support a Clackamas River Dam Failure are currently in place:

- PGE Emergency Action Plan
  - North Fork - Copy #36
  - Oak Grove (including Timothy Lake), River Mill and Willamette Falls - Copy #36
- Duty Officer Dam Notification Instructions
- C-COM INFO DAM
- Dam Failure Map Books
  - River Mill
  - North Fork
  - Timothy Lake
  - Timothy Lake USFS
- CCENS Pre-Defined Messages - These messages are split into three evacuation/planning zones which are activated in order: Primary/Immediate, Secondary and Tertiary.
  - North Fork Dam A Evacuation
  - North Fork Dam B Warning
  - Paradise Park and Twin Island Flood Warning
  - River Mill Dam A Notification
  - River Mill Dam B Warning
  - Timothy Lake Dam A Evacuation
  - Timothy Lake Dam B Warning
- Clackamas River Dam Failure Stakeholders Contacts in CCENS

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# **IA 6 – Dam Failure (Scoggins)**

Final: January 2017

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# Table of Contents

- 1 Introduction ..... IA 6-1**
  - 1.1 Purpose.....IA 6-1
  - 1.2 Scope.....IA 6-1
  - 1.3 Policies and Authorities.....IA 6-1
  
- 2 Situation and Assumptions ..... IA 6-2**
  - 2.1 Situation .....IA 6-2
  - 2.2 Failure Conditions .....IA 6-3
  - 2.3 Assumptions.....IA 6-3
  
- 3 Roles and Responsibilities of Tasked Agencies..... IA 6-4**
  - 3.1 On-Scene Incident Command/Command Center.....IA 6-4
  - 3.2 Law Enforcement Agencies.....IA 6-5
  - 3.3 Fire Agencies .....IA 6-5
  - 3.4 County Emergency Operations Center .....IA 6-5
  - 3.5 American Medical Response.....IA 6-6
  - 3.6 Clackamas County 9-1-1 Communications .....IA 6-6
  - 3.7 Disaster Management.....IA 6-6
  - 3.8 Fire Defense Board .....IA 6-6
  - 3.9 Cities .....IA 6-6
  - 3.10 Health, Housing and Human Services .....IA 6-7
  - 3.11 Transportation and Development/Public Works .....IA 6-7
  - 3.11 Utility Providers .....IA 6-7
  
- 4 Concept of Operations..... IA 6-7**
  - 4.1 General .....IA 6-7
  - 4.2 Alert and Warning .....IA 6-8
  - 4.3 Initial Response Actions.....IA 6-9
  - 4.4 Evacuation .....IA 6-10
  - 4.5 Shelter and Mass Care .....IA 6-13
  
- 5 Direction and Control..... IA 6-13**
  - 5.1 General .....IA 6-13
  - 5.2 Cities .....IA 6-14
  - 5.3 Special Districts.....IA 6-14
  - 5.4 County.....IA 6-14
  - 5.5 Regional.....IA 6-14
  - 5.6 State and Federal Assistance .....IA 6-15
  
- 6 Support Annex Development and Maintenance..... IA 6-15**

**7 Appendices..... IA 6-15**  
Appendix A IA 6 Resources.....IA 6-17

IA 6. Dam Failure (Scoggins)

Tasked Agencies	
<b>Primary Agencies</b>	Clackamas County Sheriff's Office Lake Oswego Police Department West Linn Police Department Lake Oswego Fire Department (LOFD) Tualatin Valley Fire and Rescue (TVF&R) Clackamas Fire District #1 CCDM Clackamas County Department of Transportation and Development
<b>Supporting Agencies</b>	Fire Defense Board Health Housing and Human Services (H3S) American Medical Response
<b>Community Partners</b>	Incorporated Cities: Rivergrove, Lake Oswego, West Linn Utility Providers

# 1 Introduction

## 1.1 Purpose

The purpose of this annex is to establish procedures for warning, evacuation and sheltering of the affected population<sup>1</sup> who would be endangered in the event of the failure of the Scoggins Dam in Washington County, resulting in flooding along the Tualatin River. This annex provides guidance for all stakeholders in the affected area. It also addresses similar emergency response actions which might be required in the event of flooding caused by emergency releases from the Scoggins Dam.

## 1.2 Scope

The Scoggins Dam at Henry Hagg Lake in Washington County is covered in the Bureau of Reclamation’s Emergency Action Plan. Failure of the dam can occur in different manners and impact time for the first wave to reach Clackamas County will be an estimated minimum 47 hours.

## 1.3 Policies and Authorities

The designated On-Scene Incident Command /Command Center (Leading Fire or Law Agency) or Emergency Operations Center (EOC) Command both have authority to order evacuation for the affected population should the Scoggins Dam fail and create flooding along the Tualatin River.

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<sup>1</sup> For the purpose of this annex, the ‘affected population’ is “Any resident and/or business in need of evacuation that is located within or adjacent to the inundation zone, including anyone who could be at a park or public access point below the impacted dam.”

## IA 6. Dam Failure (Scoggins)

- Oregon Revised Statutes (ORS) 401.6.03.600 gives counties and cities the authority to evacuate persons from a designated emergency area.
- ORS 401.309 authorizes a county or city to order mandatory evacuation only after an Emergency Declaration has been declared and only when necessary for the public safety
- Clackamas County Code, Emergency Regulations, 6.03.060 authorizes the Board of County Commissioners (BCC) to order and enforce evacuation as an emergency measure.
- H.R. 3858 [109th]: Pets Evacuation and Transportation Standards Act of 2006 requires state and local to include evacuation, transport, and care of household pets and service animals in their disaster or emergency plan.
- 2007 HB 2371 requires operators of care facilities to develop plans and train employees to evacuate clients/residents to a place of safety when conditions of imminent danger require relocation.
- ORS 411.054 establishes standards for assisted living and residential care facilities to enhance the dignity, independence, individuality, and decision making ability of the resident in a safe and secure environment.

## 2 Situation and Assumptions

### 2.1 Situation

Scoggins Dam and its reservoir, Henry Hagg Lake, are located on Scoggins Creek approximately eight miles south of Forest Grove in Washington County. The dam is a 151-foot-high, zoned earth fill structure that is 2,700 feet long at the crest and contains 4 million cubic yards of material. Normal capacity of Henry Hagg Lake is 53,640 acre-feet, with a water surface elevation of 303.50 feet or “full pool.” However, inundation mapping is based on a total release in excess of 62,000 acre feet.<sup>2</sup> The actual volume of water behind Scoggins Dam will vary throughout the year with the highest volumes of water being expected from late spring through early summer.

Recent studies of Scoggins Dam indicate it is located on an inactive seismic fault and is in an area that could be affected by a Cascadia Subduction Zone earthquake event. For further information on the earthquake hazard, see the Washington County Hazard Vulnerability Analysis.

Were Scoggins Dam to suffer a catastrophic failure, human lives and property in the flood pathway would be endangered. This danger would be relative to the amount of water stored behind the dam at the time of the failure.

- The U.S. Bureau of Reclamation (BOR) has developed inundation area maps showing the extent of flooding and expected flood wave arrival times following a failure of the dam to help inform planning efforts. Detailed maps can be viewed at Clackamas County Disaster Management (CCDM) and/or in the Clackamas County EOC, if activated.
- The inundation areas are estimates only and actual time and water depths will vary greatly depending on the time of year, the depth of water behind the dam at the time of dam failure, the Tualatin River depth, and debris and other obstructions in the river.

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<sup>2</sup> One acre foot equals 325,851.4 gallons



**IA 6. Dam Failure (Scoggins)**

- The inundation area includes unincorporated areas of Washington County and Clackamas County as well as several cities in both counties, most notably Gaston, Forest Grove, Cornelius, Hillsboro, Tigard, Tualatin, Rivergrove, King City, Lake Oswego and West Linn.
- There are approximately 200 addresses located in the inundation area, most along the Tualatin River.
- The BOR constructed and retains ownership of Scoggins Dam. By agreement with the BOR, Tualatin Valley Irrigation District (TVID) assumed responsibility for operation and maintenance of the dam facilities in 1983.
- TVID monitors and controls the amount of water stored behind the dam according to BOR regulations. These regulations provide safety for those below the dam and maximize water storage capacity for use throughout the year.

**2.2 Failure Conditions**

The BOR Scoggins EAP defines four unique emergency classifications for dam events. Failure conditions align with the BOR Scoggins EAP Response Levels:

- Alert – An unusual but non-emergency event requiring further analysis.
- Level I – The first, and least serious, of three response levels that TVID will declare after analyzing a potentially threatening event. An event in this category may be perceived as an emergency or may be of general interest to the public, but does not pose a hazard, either at the dam or to downstream populations at risk when observed.
- Level II – The second of three response levels TVID will declare after analyzing a potentially threatening event. Response Level II means that an event has occurred or is likely to occur that will actually threaten the structure and/or areas downstream from the dam if the event continues and/or intensifies and that populations at risk should prepare to leave predetermined inundation areas for higher ground and safe shelter
- Level III – The third, and most serious, response level TVID will declare after analyzing potentially threatening events. Response Level III indicates that life-threatening floodwaters, as a result of high operational releases or dam failure, present imminent danger to the public located downstream from the dam. Declaration of Response Level III should prompt local officials to immediately evacuate populations at risk.

**2.3 Assumptions**

Certain conditions might develop at the Scoggins Dam that would require the warning and evacuation of the “affected population”—specifically, people located within the dam failure inundation area downstream from the dam.

- Numerous circumstances can impact the ability to provide adequate notification of an emergency or failure.
  - Not all dam failure scenarios allow ample warning, e.g., a Cascadia Subduction Zone earthquake, or a human caused/adversarial attack may cause the dam to fail rapidly, before authorities have time to issue a warning.
  - Proximity to the dam will affect the timeliness of warnings in relation to the timing of impacts. It will take approximately two days until Clackamas County is impacted.

**IA 6. Dam Failure (Scoggins)**

- If a dam failure is caused by a major earthquake, damage to the public telephone system, both landline and cellular, and the Internet may hinder efforts to warn those in the path of the flood.
- Damage to bridges and roads, as well as other issues created by a major earthquake could also complicate efforts to notify and/or evacuate the public.
- A significant earthquake may cause such damage to the entire county that local response resources will be overwhelmed leaving very little response capability to deal with a potential dam failure.
- Sufficient local resources will be available to conduct the basic operations outlined in this annex. This assumption may not be valid if a Dam emergency is associated with a significant earthquake.
- If given advance warning, residents will frequently leave the at-risk area (self-evacuate) before told to do so; other residents may refuse to evacuate when instructed to do so. Once an evacuation order is given, many evacuees will seek shelter with relatives or friends, or arrange other accommodations. Others will need emergency shelter provided for them.
- Most evacuees will be able to self-evacuate out of the inundation area, while others will need evacuation assistance; additional/specialized resources may be needed for safe evacuation, transport and sheltering people with disabilities, and access and functional needs (DAFN) (e.g., children; the elderly; individuals with physical impairments, disabilities or other medical conditions; homeless or transient populations; and individuals with limited English proficiency).
- Evacuation assistance will be required by some pet and livestock owners; residents may refuse or delay evacuation unless they can take their animals with them.

### **3 Roles and Responsibilities of Tasked Agencies**

All agencies tasked under this annex will develop and maintain written internal operating plans and implementing procedures, and will train employees in their use. All participating agencies will need to closely coordinate and cooperate during an evacuation that crosses jurisdictional boundaries to ensure that evacuee safety and welfare are not compromised.

#### **3.1 On-Scene Incident Command/Command Center**

Incident Command may be fire or law enforcement with jurisdiction over the impacted area

- Coordinate evacuation planning with County EOC and/or city.
- Designate boundaries of evacuation area and implement evacuation plan.
- Request County/city authority if evacuation is mandatory.
- Designate evacuee destination(s).
- Establish and operate evacuation routes.
- Develop evacuation instructions for residents.
- Develop and implement evacuation notification plan.
- Ensure that evacuation plans include DAFN populations, as well as pets and service animals.
- Ensure evacuee safety and welfare (unless responsibility has been transferred).
- Secure the evacuated area and establish criteria/procedures for re-entry.

## IA 6. Dam Failure (Scoggins)

- Get Oregon Emergency Response System (OERS) number.

### 3.2 Law Enforcement Agencies

- Primary responsibility for planning, coordinating and conducting evacuations.
- Coordinate evacuation route planning and related logistical and operational support.
- Provide traffic and crowd control.
- Secure evacuated area and key facilities.
- Stage and brief incoming personnel who have been assigned to conduct evacuation including mutual aid resources.
- Assist, as needed and if time and resources allow evacuation of DAFN populations (see 4.4.1 for more information).
- Provide security for shelter and mass care operations as resources allow.
- Conduct water rescue operations if required.

### 3.3 Fire Agencies

- Primary responsibility for coordinating and conducting rescue operations in a hazardous environment.
- Assist law enforcement in planning and conducting evacuation.
- Assist with evacuations of DAFN populations requiring transportation.
- Conduct decontamination operations if required.

### 3.4 County Emergency Operations Center

- Identify On-Scene Incident Commander/Command Center for the evacuation.
- Coordinate planning and support for evacuations that occur in unincorporated areas.
- Provide planning support and coordinate activities for evacuations affecting multiple jurisdictions within the County or with neighboring jurisdictions.
- Respond to requests for evacuation assistance from cities or On-Scene Incident Command/Command Center.
- Ensure the state the BCC and the Oregon Office of Emergency Management (OEM) are notified of the emergency, so they can make proper notifications and keep officials apprised of the situation.
- Get OERS number if not already not already obtained by On-Scene Incident Command/Command Center.
- Coordinate resource requests and Emergency Public Information activities.
- Public Information Officer is responsible for coordinating with Washington County on a Joint Information System (JIS) by activating the EOC Joint Information Center (JIC)
- Coordinate with Health, Housing, and Human Services (H3S) and the Red Cross to provide and manage shelter and mass care operations.
- Coordinate with Dog Services and EOC Operations to ensure pet shelter is established.
- Answer questions pertaining to evacuation and other subjects through activation of the County Public Inquiry Center
- Activate hazard evacuation pre-planning team if time permits
- Initiate re-entry into evacuated areas
- After the emergency has ended, coordinate the following activities:

**IA 6. Dam Failure (Scoggins)**

- Advise the public and the media of the termination of the evacuation directive and the lifting of the security perimeter (as appropriate)
- Provide the information necessary to facilitate an orderly return to the evacuated area including any special constraints, conditions, or health and safety concerns for return

**3.5 American Medical Response**

- Coordinate planning and evacuation operations with law enforcement and fire.
- Primary responsibility for providing EMS and transportation for medically fragile and DAFN evacuees.
- Provide EMS at evacuation staging areas and along evacuation routes.

**3.6 Clackamas County 9-1-1 Communications**

- Receive initial notification from the Bureau of Reclamation (Bend Office) and Washington County 9-1-1.
- Make emergency notifications as pre-identified in the 'INFO DAM' procedure in CAD.
- Activate any other alert and warning method in coordination with CCDM and the On-Scene Incident Command/Command Center.

**3.7 Disaster Management**

- Receive notifications from Clackamas County Communications (C-COM) and Washington County Emergency Management Cooperative.
- Notify stakeholders of situation and establish and sustain information pathway.
- Assist On-Scene Incident Command/Command Center.
- Activate the Clackamas County EOC.
- With C-COM coordination, make Clackamas County Emergency Notification System (CCENS) notifications as needed.
- Declare an emergency.
- Consult with BCC or County Counsel on other emergency actions.
- Request support from the State.

**3.8 Fire Defense Board**

- Staff EOC.
- Coordinate countywide fire and rescue response.
- Request mutual aid.
- Potentially invoke Mobilization Act.

**3.9 Cities**

- Provide support for evacuations within municipal boundary (e.g. law enforcement, public works, shelter and mass care services).
- Coordinate activities and assistance requests with the County EOC.
- If capacity exists, conduct direct public alert and warning to its citizens in coordination with County EOC.

## IA 6. Dam Failure (Scoggins)

**3.10 Health, Housing and Human Services**

- Provide an H3S liaison to the EOC to coordinate shelter and mass care services.
- Provide interim assistance to evacuees at gathering points and evacuation routes.
- Coordinate transfer of responsibility for evacuee safety and welfare with On-Scene Incident Command/Command Center, cities, service agencies, shelter operators.
- Work with Red Cross Liaison for sheltering and mass care needs.
- Coordinate DAFN considerations with other responding agencies.

**3.11 Transportation and Development/Public Works**

- Coordinate evacuation routes, detour options and enroute resource requirements with stakeholder transportation agencies.
- Assist law enforcement to establish at-risk area perimeter.
- Provide signs, barricades, personnel and equipment along evacuation routes and at designated replenishment stations.
- During any warning phase, pre-position resources near bridges to monitor and be ready to close them immediately should signs of damage or failure be exhibited.
- Maintain clear evacuation routes by removing debris and other obstructions.
- (Dog Services) Coordinate with EOC Operations to ensure pet sheltering needs are addressed.
- Assist in finding transportation for evacuees with pets or service animals.
- Conduct post-incident road and bridge inspections.
- Assist with evacuating livestock.

**3.11 Utility Providers**

- Secure own assets and protect staff.
- Establish and maintain communication with EOC.
- Coordinate evacuation routes, detour options and enroute resource requirements with stakeholder transportation agencies.

**4 Concept of Operations****4.1 General**

This annex is designed to follow the basic protocols set forth in the EOP. The EOP describes general roles and responsibilities in response to a major emergency or disaster that would include evacuations. It also describes how resources are coordinated within the County.

Dam failure response and evacuation actions include:

- Community-wide warning and public instructions such as notifying all affected populations of the threat and the need to evacuate
- Safe movement and control of individuals, pets and service animals out of the threatened area, including evacuation routes, traffic control and evacuee instructions
- Transportation support for DAFN populations (e.g., people with disabilities, elderly, persons without vehicles).
- Shelter and mass care for evacuees, pets, livestock and service animals.

**IA 6. Dam Failure (Scoggins)**

- Security of the evacuated area, including access control.
- Safe and orderly re-entry to evacuees when it is safe to do so.
- Activation of the EOC to coordinate resource management, information management and policy coordination.

**4.2 Alert and Warning**

Communicating risks to the public in a clear, consistent (i.e., non-conflicting) and timely manner is essential for orderly evacuations. The operation of the JIC in the EOC to be activated at the earliest opportunity to coordinate and ensure messaging is effective to support orderly evacuations.

**4.2.1 Public Alert and Warning**

If a Scoggins Dam failure should occur, proper procedures are outlined in the following sections below: stakeholder alert and warning, message responsibility, notification methods, and alert and warning content.

**4.2.2 Stakeholder Alert and Warning**

Upon receiving notification of a Scoggins Dam failure from C-COM, the CCDM Duty Officer notifies pre-identified stakeholders using the “Scoggins Dam Stakeholder Notification” List in CCENS. Message information includes:

- Type of failure condition and affected dam
- Time notification was received
- Contact information for CCDM and follow on instructions

**4.2.3 Message Responsibility**

- C-COM notifies CCDM for all levels of dam failure conditions. The EOC is activated to support evacuation planning, coordination and operations.
- On-Scene Incident Command/Command Center is responsible for conducting Alert and Warning notification above and beyond automatic CCENS notification.
- The EOC JIC has primary responsibility for developing and coordinating the evacuation Alert and Warning message and all other relevant communications in coordination with Washington County through the JIS.
- CCDM coordinates with impacted cities and jurisdictions to ensure consistent messaging is conveyed through their individual alert and notification systems

**4.2.4 Notification Methods**

The CCENS can directly notify households with landline and registered cell phones in the designated evacuation area using a “Reverse 9-1-1 type” capability.

- Emergency Alert System
- Social media
- County web site
- Mobile public address systems such as police vehicles and fire apparatus
- Radio and television
- Door-to-door notification

## IA 6. Dam Failure (Scoggins)

- The Public Inquiry Center can be used to disseminate alerts and warnings to citizens who call in requesting evacuation information
- Alert and warning for some populations may require special considerations

**4.2.5 Alert and Warning Content (if needed beyond initial CCENS notification)**

- Specific instructions about what to do (e.g., take 72 hours of medications with you; lock your home; bring household pets and service animals; take food, water and emergency kits).
- Clear directions and procedures for evacuation routes.
- Public transportation options and locations.
- Specific information about the potential consequences of not evacuating.

**4.3 Initial Response Actions**

The following describes actions to be considered for all response levels depending on the situation. Since the inundation zone crosses jurisdictional boundaries, between Fire Districts and County and cities, the county may activate the EOC and coordinate the countywide response. Local jurisdictions within the flood inundation zone need to be ready to protect their residents and visitors through emergency notification, establishing command structures, and organizing and conducting evacuations. An Incident Commander at any level has decision-making authority to take action described in this annex as the responsibility of an Incident Commander. When multiple Incident Commanders are operating concurrently, each should coordinate those actions with the other Incident Commanders.

**4.3.1 Establish Command**

- Due to the length of the Tualatin River and the extent of the impact area from a catastrophic failure of Scoggins Dam, the inundation area has been divided into two emergency evacuation/planning zones. The zones are defined as specific segments of dam failure flood inundation areas downstream from Scoggins Dam that:
  - Define the potential area of impact
  - Allow response personnel to prioritize evacuation activities based on the population at risk in proximity to the dam in terms of distance downstream and in flood wave arrival times.
- The two emergency evacuation/planning zones are designated as:
  - Upper River – The area protected by Gaston Fire, Forest Grove Fire, Cornelius Fire, Hillsboro Fire and Tualatin Valley Fire and Rescue (TVF&R) (from the dam to Roy Rogers Road).
  - Lower River – The area protected by TVF&R and Lake Oswego Fire Department (LOFD), from Roy Rogers Road to the Willamette River. Clackamas County falls into the Lower River Response category due to physical distance and lapsed time prior to impact from the Scoggins dam.
- Lower River Response. The inundation area maps reveal that it will take more than 20 hours for Scoggins Dam failure flood waters to reach the lower river area and 47 hours to reach western most area of Clackamas County. The lower river scenario for a

**IA 6. Dam Failure (Scoggins)**

Scoggins Dam failure is very similar to the scenario for a major flood of the Tualatin River; heights and timing of flood waters are similar. TVF&R and LOFD coordinate with affected cities and agencies within its service area and with the Washington and Clackamas County EOCs and deal with a Scoggins Dam failure in the same fashion as a major flood of that section of the river.

**4.4 Evacuation**

On-Scene Incident Command/Command Center assesses the need for public and DAFN transportation and request resources through the EOC staff or directly with public transit agencies.

Some of the major roads will be impacted; therefore, emergency egress and ingress routes as well as meeting points have been pre-identified in the associated maps. For a detailed listing of these roads, refer to Appendix A: IA 5 Resources.

**4.4.1 Evacuation Levels**

- Evacuation response should be designated according to the following levels and based on consultation with OEM.
  - Evacuation Level 1 – A Level 1 Evacuation means “Be Ready” for potential evacuation. The affected population should be aware of the danger that exists in their area, and monitor local media outlets for information. The affected population with special needs or those with pets or livestock should make preparations and begin making precautionary movement.
  - Evacuation Level 2 – A Level 2 Evacuation means “Be Set” to evacuate. The affected population must be prepared to leave at a moment’s notice. This level indicates a significant danger to the area, and the affected population should either be told to voluntarily relocate to a shelter or with family/friends outside the affected area, or if choosing to remain, to be ready at a moment’s notice. The affected population may have time to gather necessary items, but doing so at their own risk.
  - Evacuation Level 3 – A Level 3 Evacuation means “Go” Evacuate NOW. Danger to the area is current or imminent, and people should leave immediately. The affected population should not delay leaving to gather belongings or make efforts to protect their home.
- If a Level 1, 2, or 3 evacuation is implemented resources should be deployed first to areas with the highest and earliest risk. Even in the unlikely event of a sudden catastrophic failure of the dam, initial flood wave waters will take approximately 47 hours to travel to the westernmost point on the Tualatin River in Clackamas County.
- Individual jurisdictions may want to identify assembly areas. When considering sites for assembly areas, the following criteria should be considered: sites that have sufficient parking, access, and/or open space such as schools, churches, the county fairgrounds, or parks
- The evacuation of some DAFN populations may require special coordination and logistical support
- DAFN populations within the county which may need assistance during evacuations include:



## IA 6. Dam Failure (Scoggins)

- Senior citizens
- People with functional needs
- Students in public and private schools
- People with pets
- Transient and people experiencing homelessness
- While most facilities with DAFN populations, including schools, are required to have evacuation plans in place, most do not, or are unable to carry them out without assistance from first responders. Public safety officials may be required to facilitate or initiate the evacuation internal to the facility

#### 4.4.2 Inundation Area

- The following is an abbreviated list of populated areas downstream from the dam in the expected inundation area during a full pool/quick release scenario. Additional facilities may also be impacted.
  - Starting at the county line on 65<sup>th</sup> Avenue to confluence with the Tualatin River to the Willamette River:
    - Rural homes and farm lands along the river
    - Low lying riverfront properties in the City of Tualatin at Nyberg Lane
    - Low lying riverfront properties in the City of Rivergrove
    - Low lying riverfront housing in the City of Lake Oswego
    - Lake Oswego Corporation Canal Headgate
    - Borland Road crossing
    - Low lying riverfront housing in the City of West Linn
    - Low lying riverfront housing in the unincorporated area of Clackamas County

#### 4.4.3 Evacuation Response

Evacuation takes time and may be complicated by available resources and the condition of evacuation routes due to time of day, weather, type of event triggering the evacuation (e.g., earthquake), and rising flood waters. Even in a Level I incident, the potential for escalation to Level II or III requires that planning begin immediately for a possible mandatory evacuation.

An evacuation will require many resources and support from multiple agencies to achieve. Consider that:

- Evacuation may be necessary even if individuals don't live in the inundation zone as ingress/egress from their property may be blocked by flood waters or damaged roads and bridges
- Transportation resources and other physical assistance may be needed
- Assembly areas may be needed to direct people to prior to the establishment of shelter sites
- Shelters may need to be established to house and feed evacuees
- Animals may need to be evacuated
- Clear and concise information provided to the public about:
  - Who needs to evacuate
  - Evacuation timeframe

## IA 6. Dam Failure (Scoggins)

- What routes to use
- Location of assembly areas and/or shelters
- The need to avoid high water
- Potential evacuation routes, their capacities, and vulnerability to the hazards that exist at the time of the dam failure have been pre-identified on the associated maps, but additional (if they exist) may need to be identified during the time of evacuation
- People who are located in the inundation area at the time of an incident should be directed to go to higher ground
- Traffic may need to be re-routed to minimize congestion as people evacuate affected portions of Clackamas County
- Roads may need to be blocked at restricted area control points to keep people from intentionally, or inadvertently, entering the inundation zone
- Similarly, if resources allow, during any warning phase, resources should be pre-positioned near bridges to be ready to close them immediately should signs of damage or failure be exhibited
- When determining the "time needed for evacuation" consider these time factors:
  - Time from receipt of initial notification of a dam failure to the decision to evacuate
  - Time needed to alert and instruct the public
  - Time needed to mobilize the population once warned
  - Time required for evacuees to leave the hazard area using the designated evacuation routes with consideration for overcoming obstacles related to earthquake losses, damage, and debris
- Weather conditions
  - If ambient or forecasted conditions present a hazard (e.g., extreme cold or heat, ice, rain) evacuees may need assistance, including:
    - Shelter from the elements
    - Evacuation routes cleared of obstacles/hazards (e.g., debris, snow, ice)

#### 4.4.4 Evacuation Re-Entry

Inundation from a dam failure will be short term, but impacts can result in prolonged hazards from the flood, damage to infrastructure and hazardous materials releases. The following considerations should be addressed prior to allowing re-entry:

- Conduct hazard/damage assessments to determine if additional or new hazards exist prior to allowing evacuees to return. Isolate, mark, or mitigate the hazards as appropriate. This assessment should include inspection of any water, gas, and sanitation lines
- Provide traffic control and access control (i.e., returning evacuees only) for the return
- Initiate return of evacuees when and where possible
- Re-occupation of a previously flooded area may require the same consideration, coordination, and control undertaken in the original evacuation
- Unified Command makes the re-entry decision after the flood waters have subsided and the evacuated area has been inspected by fire, public works, law enforcement personnel and/or utility work crews for safety
- Determine if return will be temporary (i.e., long enough to check on damages and get additional personal items, or just during daylight hours) or full return

**IA 6. Dam Failure (Scoggins)**

- Conduct inspections of buildings that were flooded and tag according to fitness for occupancy
- Additional re-entry considerations include:
  - Determine the number of persons in shelters who will have to be transported back to their homes
  - If homes have been damaged, determine the interim and long-term housing requirements
  - Inform the public of proper re-entry actions, particularly cautions they should take with regard to reactivating utilities, use of appliances that came in contact with water, and any other health related issues

**4.5 Shelter and Mass Care**

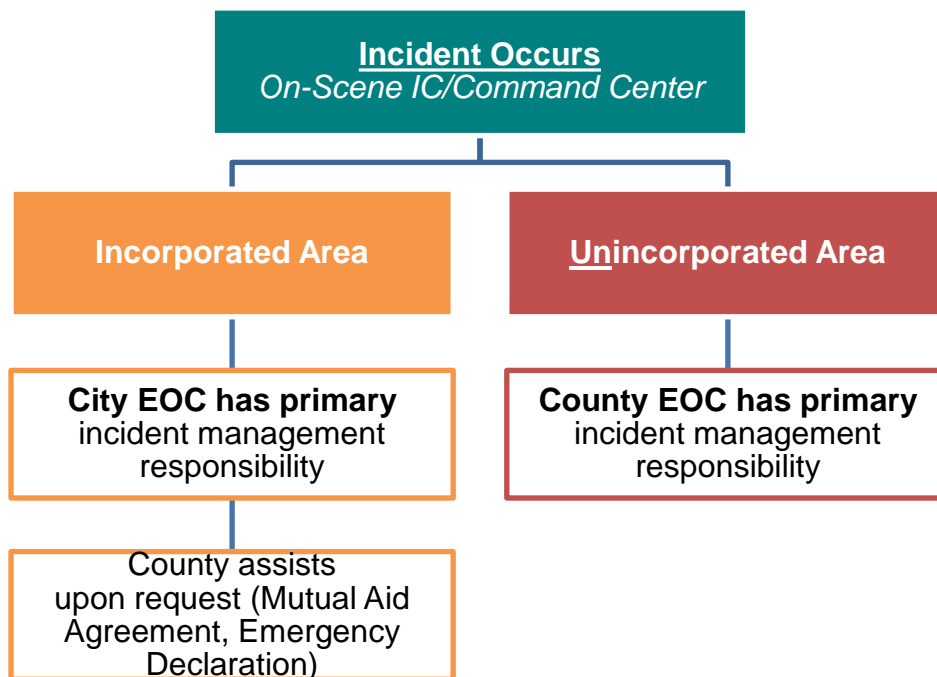
A Scoggins Dam failure along the Tualatin River will cause temporary flooding. This will impact most residents for several hours to one day for a sunny day scenario. For those residents who are severely impacted resulting in damage or loss of housing, the EOC coordinates temporary sheltering.

- The Red Cross assigns a liaison to coordinate shelter and mass care requirements along with H3S.
- There is a County list of potential shelter facilities with American Red Cross agreements .
- The American Red Cross coordinates with the County EOC to select most appropriate sites and then follows up with their site assessment and shelter operations protocols.
- On-Scene Incident Command/Command Center coordinates transfer of responsibility for evacuee safety and welfare to the American Red Cross or local jurisdiction once evacuees are safely removed from at-risk area.
- Pet shelters are set up and run by the Operations Section of the EOC. Every attempt is made to shelter pets in areas adjacent or in close proximity to their owners.
- H3S is tasked with several functions including mass care and services for the affected population.

**5 Direction and Control****5.1 General**

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 the impacted city share responsibility. The county responds to city requests for assistance, manage critical resources, and coordinate with outside agencies, adjoining counties, and OEM.

## IA 6. Dam Failure (Scoggins)



## 5.2 Cities

If an incident occurs in an incorporated area, the city in which it occurs has jurisdictional authority and primary incident management responsibility. Local jurisdictions activate their own resources and EOCs for an evacuation of their communities based on the failure condition. In most cases, evacuations will require the activation of the County EOC to support the movement of evacuees due to limited local resources.

If two or more cities are impacted, the cities share responsibility for incident management and the safety and well-being of their citizens.

Cities may request county assistance through a mutual aid agreement or by submitting an Emergency Declaration.

## 5.3 Special Districts

Special districts that are impacted will activate their own resources and EOCs for response, protective actions and evacuation of their facilities based on the failure condition. Special districts may request county assistance through a mutual aid agreement.

## 5.4 County

EOC Command along with On-Scene Incident Commander/Command Center exercises overall direction and control of the evacuation process.

## 5.5 Regional

There are many regional agreements that could provide emergency resources that would include equipment, supplies and personnel. The EOC Library has a list agreements with the terms and conditions sited.

## 5.6 State and Federal Assistance

Oregon State Police may help in the evacuation of threatened areas and the Governor may also provide National Guard assistance.

If an evacuation requires resources beyond those available to the county (including mutual aid resources), EOC Command may recommend an Emergency Declaration be enacted to request state assistance.

## 6 Support Annex Development and Maintenance

In coordination with Stakeholders, Clackamas County Disaster Management is responsible for maintaining this annex. This annex will be updated according to the schedule outlined in the Basic Plan.

## 7 Appendices

- Appendix A – IA 6 Resources

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**Appendix A      IA 6 Resources**

The following plans and procedures to support a Scoggins Dam Failure are currently in place:

- Bureau of Reclamation Emergency Action Plan for Scoggins Dam #111, dated August, 2015
- Duty Officer Dam Notification Instructions
- CCOM INFO DAM
- Scoggins River Dam Failure Stakeholders Contacts in CCENS
- List of affected Roads and Infrastructure (dated 2016)
- List of affected addresses and tax lots (dated 2014)

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