



ESF 5 – Information and Planning

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ESF 5 Tasked Agencies	
Primary County Agency	Clackamas County Disaster Management (CCDM)
Supporting County Agency	All remaining departments, divisions, and agencies.
Community Partners	City Emergency Management Agencies
State Agency	Oregon Office of Emergency Management (OEM)
Federal Agency	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.

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- 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.

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- 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.

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- 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.