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Clackamas	County	EOP

Emergency Support Function Annex ESF 14. Public Information

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ESF 14 Tasked Agencies	
Primary County Agency	Public and Governmental Affairs (PGA)
Supporting County Agency	Clackamas County Communications (C-COM) Clackamas County Disaster Management (CCDM)
Community Partners	Local media (print, television, and electronic) Washington County Consolidated Communications Agency (WCCCA) Lake Oswego Communications (LOCOM)
State Agency	Oregon Office of Emergency Management
Federal Agency	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) 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 an 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/

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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	ESF 14. Public Information

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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:

 □ 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 	All Ta	sked Agencies
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		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.	П	English-speaking groups, if appropriate.

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 la	sked 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-CO	И	
_ _ _	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.	
LOCO	M	
	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.	
wccc	CA	
	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.	

	Eor 14.1 dono information
	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 E	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.
Reco	very
norma	ery activities take place after an emergency occurs and include actions to return to a l or an even safer situation following an emergency. Recovery roles and responsibilities F 14 include:
All Ta	sked 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.
Mitig	ation
an em	ation activities take place before and after an emergency occurs and activities that prevent ergency, reduce the chance of an emergency happening, or reduce the damaging effects of idable emergencies. Mitigation roles and responsibilities for ESF 14 include:
All Ta	sked 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.
CCDI	Λ
	Conduct public education programs as an ongoing activity.

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Appendix C ESF 14 Representative Checklist

Activ	ation 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
Initia	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:
 - o 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.
 - o Serve as a conduit of information to and from agencies.
 - o 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.