ESF 7 – Resource Support

THIS PAGE LEFT BLANK INTENTIONALLY

Table of Contents

THIS PAGE LEFT BLANK INTENTIONALLY

ESF 7 Tasked Agencies	
Primary County Agency	Finance Department of Health, Housing, and Human Services (H3S)
Supporting County Agency	Clackamas County Disaster Management (CCDM) All other departments
Community Partners	Local faith-based organizations Volunteer organizations
State Agency	Department of Administrative Services
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) 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

THIS PAGE LEFT BLANK INTENTIONALLY

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

THIS PAGE LEFT BLANK INTENTIONALLY

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:
  - o Resource requesting,
  - o Resource staging,
  - o Resource tracking, and
  - o 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.

THIS PAGE LEFT BLANK INTENTIONALLY

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.