

Clackamas County Emergency Operations Plan



Prepared for:



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

Prepared by:



ecology and environment, inc.
International Specialists in the Environment

Clackamas County, Oregon
EMERGENCY OPERATIONS PLAN



December 2011

Prepared for:

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

Prepared by:





This document was prepared under a grant from the Office of Grants and Training, United States Department of Homeland Security. Points of view or opinions expressed in this document are those of the authors and do not necessarily represent the official position or policies of the Office of Grants and Training or the U.S. Department of Homeland Security.

Preface

This Emergency Operations Plan (EOP) is an all-hazards 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 the National Response Framework and the State of Oregon Emergency Operations Plan. The plan also describes how various agencies and organizations in Clackamas County will coordinate resources and activities with other public and private-sector partners.

Response to emergency or disaster conditions is a primary responsibility of government in order to maximize the safety of the public and to minimize property damage and impacts to the environment. Clackamas County will respond to such conditions in the most organized, efficient, and effective manner possible. To aid in accomplishing this goal, Clackamas County has formally adopted the principles of the National Incident Management System (NIMS), including the Incident Command System.

The EOP consists of a Basic Plan, Emergency Support Function Annexes that complement the Federal and State Emergency Support Functions, Support Annexes, and Incident Annexes.

Emergency services in Clackamas County are provided without regard to race, gender, color, national origin, socioeconomic status, age, disability, marital status, religion, sexual orientation, or political affiliation.

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Letter of Promulgation

To All Recipients:

Promulgated herewith is the revised Emergency Operations Plan for Clackamas County, Oregon. This plan supersedes any previous Emergency Operations Plans. It provides an all-hazards framework in which Clackamas County can plan and perform its respective emergency functions during a disaster or national emergency.

This Emergency Operations Plan attempts to be all-inclusive by combining the four phases of emergency management; which are:

1. Mitigation: activities that eliminate or reduce the likelihood and/or consequences of disaster impacts;
2. Preparedness: activities that serve to develop and/or enhance response capabilities that will be needed by governments, organizations and individuals,
3. Response: activities that provide emergency services and public information during a crisis; and
4. Recovery: short and long-term activities aimed to return communities and infrastructure to a normal or a near normal state.

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

Dated this 8th day of March, 2012

CLACKAMAS COUNTY BOARD OF COMMISSIONERS

Charlotte Lehan
Chair

Jim Bernard
Commissioner

Jamie Damon
Commissioner

Ann Linger
Commissioner

Paul Savas
Commissioner

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EOP Review Assignments

Unless otherwise stated, the following table identifies agencies responsible for the review of specific plan sections and annexes. Changes will be forwarded to the Emergency Management Director for revision and dissemination of the plan. This does not preclude other departments and agencies with a vital interest in the annex from providing input to the document; such input is encouraged.

Section/Annex	Responsible Party
Basic Plan	Emergency Management
Emergency Support Function Annexes	
ESF 1 Transportation	Transportation and Development
ESF 2 Communications	Clackamas County Communications (CCOM) Technology Services
ESF 3 Public Works and Engineering	Transportation and Development
ESF 4 Firefighting	Fire Defense Board Local Fire Services
ESF 5 Emergency Management	Emergency Management
ESF 6 Mass Care, Emergency Assistance, Housing and Human Services	Health, Housing and Human Services
ESF 7 Logistics Management and Resource Support	Finance Division Health, Housing and Human Services Fire Defense Board
ESF 8 Public Health and Medical Services	Health, Housing and Human Services Medical Examiner
ESF 9 Search and Rescue	Clackamas Fire District #1 (USAR) Sheriff's Office/Local Law Enforcement (SAR)
ESF 10 Oil and Hazardous Materials	Fire Defense Board Local Fire Services
ESF 11 Agriculture and Natural Resources	Health, Housing and Human Services Transportation and Development OSU Extension Office
ESF 12 Energy	Emergency Management
ESF 13 Public Safety and Security	Sheriff's Office

Plan Administration

Section/Annex	Responsible Party
ESF 14 Long-Term Community Recovery	Emergency Management Health Housing and Human Services
ESF 15 External Affairs	Public and Governmental Affairs
Support Annexes	
SA A Evacuation	Emergency Management Sheriff's Office Fire Defense Board Transportation and Development
SA B Debris Management	Transportation and Development Office of Sustainability Emergency Management
SA C Damage Assessment	County Assessor Finance Division Transportation and Development
SA D Behavioral Health	Health, Housing and Human Services American Red Cross
SA E Animals in Disaster	Transportation and Development
Incident Annexes	
IA 1 Weather Emergencies	Emergency Management Fire Defense Board Sheriff's Office Transportation and Development Health Housing and Human Services
IA 2 Geologic Emergencies	Emergency 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

Table of Contents

Preface	iii
Letter of Promulgation	v
Plan Administration.....	vii
Table of Contents	xi
List of Tables and Figures	xvii

Basic Plan

1	Introduction	1-1
1.1	General.....	1-1
1.2	Purpose and Scope.....	1-2
1.2.1	Purpose.....	1-2
1.2.2	Scope.....	1-3
1.2.3	Plan Organization.....	1-3
1.2.4	Plan Assignments.....	1-5
1.2.5	Plan Activation.....	1-5
1.3	Relationship to Other Plans.....	1-6
1.3.1	Federal Plans	1-6
1.3.1.1	National Incident Management System.....	1-6
1.3.1.2	National Response Framework	1-6
1.3.2	State Plans	1-6
1.3.2.1	State of Oregon Emergency Management Plan (EMP).....	1-6
1.3.3	County Plans.....	1-7
1.3.3.1	Clackamas County Natural Hazards Mitigation Plan.....	1-7
1.3.3.2	Clackamas County Continuity of Operations Plan.....	1-7
1.3.3.3	Community Wildfire Protection Plan	1-7
1.3.4	City Emergency Plans	1-8
1.3.5	Special District Emergency Plans.....	1-8
1.3.6	Regional Plans	1-8
1.3.7	County EOC Library	1-8
1.4	Legal Authorities.....	1-8
1.5	Emergency Powers	1-10
1.5.1	Declaration of Emergency	1-10
1.5.1.1	Declaration Authority	1-10
1.5.1.2	Conditions for Declaration	1-10
1.5.1.3	Content of Declaration.....	1-10

Table of Contents

1.5.1.4 Submission to the State 1-11

1.5.1.5 Support to Cities 1-11

1.5.2 Lines of Succession 1-11

1.5.3 Resource Requests, Allocations, Distributions 1-12

1.5.4 Mutual Aid and Intergovernmental Agreements 1-13

1.5.4.1 Liability Issues 1-13

1.5.5 Financial Management 1-13

1.6 Safety of Employees and Family 1-14

2 Situation and Planning Assumptions2-1

2.1 Situation 2-1

2.1.1 Community Profile 2-2

2.1.2 Hazards and Threats 2-3

2.1.2.1 Earthquake 2-3

2.1.2.2 Health Emergency 2-4

2.1.2.3 Winter Storms 2-4

2.1.2.4 Hazardous Materials (Transportation and Fixed Facilities) 2-4

2.1.2.5 Residential and Commercial Structure Fires 2-5

2.1.2.6 Flooding (Rivers and Tributaries) 2-5

2.1.2.7 Windstorm (including Tornado) 2-5

2.1.2.8 Wildfire 2-5

2.1.2.9 Landslide/Debris Flow 2-5

2.1.2.10 Transportation Accident 2-6

2.1.2.11 Volcano 2-6

2.1.2.12 Terrorism 2-6

2.1.2.13 Extreme Heat 2-6

2.1.2.14 Dam Failure 2-6

2.1.2.15 Drought 2-7

2.1.2.16 Civil Disorder 2-7

2.1.3 Hazard Analysis 2-7

2.2 Planning Assumptions 2-8

3 Roles and Responsibilities3-1

3.1 General 3-1

3.2 Federal Response Partners 3-1

3.3 State Response Partners 3-1

3.4 County Response Partners 3-2

3.4.1 Responsibilities of All Departments/Agencies 3-2

3.4.1.1 Continuity of Operations and Preparedness Activities 3-2

3.4.1.2 Response 3-3

3.4.1.3 Recovery 3-4

3.4.2 Department Specific Responsibilities 3-4

3.4.2.1 Situation Assessment Team (SAT) 3-4

3.4.2.2 Board of County Commissioners (BCC) 3-5

3.4.2.3 County Administrator (Emergency Program Manager) 3-5

3.4.2.4 County Assessor 3-6

Table of Contents

3.4.2.5 Business and Community Services 3-6

3.4.2.6 Clackamas County Communications (C-COM)..... 3-6

3.4.2.7 County Counsel 3-6

3.4.2.8 County Clerk 3-7

3.4.2.9 District Attorney 3-7

3.4.2.10 District/Circuit Court 3-7

3.4.2.11 Clackamas County Emergency Management (CCEM) 3-7

3.4.2.12 Employee Services and Risk Management (DES)..... 3-8

3.4.2.13 Facilities Management 3-9

3.4.2.14 Finance 3-9

3.4.2.15 Health, Housing and Human Services (H3S)..... 3-9

3.4.2.16 H3S – Clackamas County Community Health 3-10

3.4.2.17 H3S – Social Services of Clackamas County (SSCC) 3-10

3.4.2.18 Technology Services (TS)..... 3-11

3.4.2.19 TS – Electronic Services..... 3-11

3.4.2.20 Juvenile Department 3-11

3.4.2.21 Department of Public and Government Affairs (PGA)..... 3-11

3.4.2.22 Clackamas County Sheriff’s Office (CCSO) 3-12

3.4.2.23 Department of Transportation and Development (DTD) 3-13

3.4.2.24 Treasurer 3-14

3.4.2.25 Water Environment Services (WES)..... 3-14

3.4.3 Special Districts 3-14

3.4.3.1 North Clackamas Parks and Recreation District 3-14

3.4.4 Other Resources..... 3-14

3.4.4.1 Fire Defense Board (FDB) 3-14

3.4.4.2 American Red Cross..... 3-15

3.4.4.3 Clackamas Amateur Radio Emergency Services (CARES).... 3-15

3.5 Local and Regional Response Partners..... 3-16

3.5.1 Private Sector 3-16

3.5.2 Nongovernmental Organizations 3-16

3.5.3 Individuals and Households 3-17

3.6 Response Matrix 3-17

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

4.1 General 4-1

4.2 Incident Command System..... 4-1

4.3 Phases of Emergency Management 4-2

4.4 Emergency Operations Center 4-3

4.4.1 EOC Activation Levels 4-3

4.4.1.1 Level 1 - Monitoring and Assessment..... 4-3

4.4.1.2 Level 2 - Partial..... 4-3

4.4.1.3 Level 3 - Full 4-4

4.5 Alert and Notification..... 4-4

4.6 Response Priorities..... 4-4

4.7 Recovery Priorities..... 4-4

4.8 Inter-jurisdictional Coordination 4-5

Table of Contents

4.8.1 Cities..... 4-5

4.8.2 County 4-6

4.8.3 Special Districts 4-6

4.8.4 Other Resources..... 4-6

4.8.5 Regional..... 4-7

4.8.6 State Government..... 4-7

4.8.7 Federal Government..... 4-7

5 Direction and Control.....5-1

5.1 Incident Management 5-1

5.1.1 General 5-1

5.1.2 Jurisdictional Authority 5-1

5.2 Emergency Operations Center 5-2

5.3 Department Operating Centers..... 5-3

5.4 EOC Emergency Management Organization..... 5-4

5.4.1 Executive Group (EG)..... 5-5

5.4.2 Command Staff..... 5-6

5.4.2.1 EOC Unified Command 5-6

5.4.2.2 Emergency Manager..... 5-6

5.4.2.3 Public Information Officer..... 5-7

5.4.2.4 Safety Officer 5-7

5.4.2.5 Legal Officer 5-7

5.4.2.6 Liaison Officer..... 5-8

5.4.3 General Staff..... 5-8

5.4.3.1 Operations Chief 5-8

5.4.3.2 Planning Chief 5-8

5.4.3.3 Logistics Chief 5-9

5.4.3.4 Finance Chief..... 5-9

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 6-2

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

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

B Mutual Aid Agreements B-1

C Maps C-1

D References D-1

E Acronyms and Glossary..... E-1

Clackamas County EOP Annex Index

Emergency Support Function Annexes

ESF 1	Transportation
ESF 2	Communications
ESF 3	Public Works and Engineering
ESF 4	Firefighting
ESF 5	Emergency Management
ESF 6	Mass Care, Emergency Assistance, Housing and Human Services
ESF 7	Logistics Management and Resource Support
ESF 8	Public Health and Medical Services
ESF 9	Search and Rescue
ESF 10	Oil and Hazardous Materials
ESF 11	Agriculture and Natural Resources
ESF 12	Energy
ESF 13	Public Safety and Security
ESF 14	Long-Term Community Recovery
ESF 15	External Affairs

Support Annexes

SA A	Evacuation
SA B	Debris Management
SA C	Damage Assessment
SA D	Behavioral Health
SA E	Animals in Disaster

Incident Annexes

IA 1	Atmospheric Emergencies
IA 2	Geologic Emergencies
IA 3	Terrorism

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List of Tables and Figures

Figures

Figure 1-1	Clackamas County EOP Plan Organization	1-5
Figure 2-1	Map of Clackamas County	2-1
Figure 4-1	Phases of Emergency Management	4-2
Figure 5-1	Incident Management in Clackamas County	5-2
Figure 5-2	Communication Flow between County Officials/ Agencies during Emergencies.....	5-3
Figure 5-3	Example of an ICS for Clackamas County	5-4
Figure 5-4	Example of Unified Command for Clackamas County.....	5-10

Tables

Table 1-1	Legal Authorities.....	1-3
Table 1-2	Lines of Succession	1-5
Table 2-1	Clackamas County Hazard Analysis Matrix.....	2-7
Table 3-1	Clackamas County Response Partners by ESF	3-18
Table 6-1	Minimum Training Requirements.....	6-2

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Basic Plan

1

Introduction

1.1 General

Clackamas County's emergency management mission is to coordinate and integrate prevention, mitigation, preparedness, 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 Clackamas 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 Clackamas County encounters. For the most part, these emergencies are 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 Emergency Operations Plan (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.

An Emergency Declaration is not required to implement the EOP or activate the Emergency Operations Center (EOC). The EOP may be fully or selectively implemented, as deemed appropriate for the nature of the incident or event.

No plan can anticipate all the situations and conditions that may arise during emergencies 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 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. The Clackamas County EOP provides the foundation and guidance for use of a common language, fundamental principles and incident management system necessary to effectively manage incidents within or affecting the County.

No guarantee of a perfect response system is expressed or implied by this plan, implementing instructions or procedures. Recognizing Clackamas County government assets and systems are vulnerable to natural and technological

1. Introduction

disaster, they may be overwhelmed. The County can only attempt to make every reasonable effort to respond based on the situation, information and resources available at the time of disaster.

Every person who lives or works in Clackamas County shares responsibility for minimizing the impact of disasters on our 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 and self-sufficiency. To the extent possible, Clackamas County will assist its citizens in carrying out this responsibility by providing preparedness and mitigation information, and delivering critical public services during a disaster. However, the reality is that a major emergency is likely to damage the County's critical infrastructure and reduce the workforce available to continue essential government services. Knowledgeable citizens prepared to take care of themselves and their families in the early phases of an emergency can make a significant contribution towards survival and community resiliency.

1.2 Purpose and Scope

1.2.1 Purpose

The Clackamas County EOP outlines the County's approach to emergency response and enhances the County's ability to protect the safety, health and welfare of its citizens. The EOP describes the County's emergency response organization and assigns responsibilities for various emergency functions, identifies lines of authority and coordination, and communicates the legal basis and references that provide a framework for emergency planning in Clackamas County. The EOP:

- Includes all hazards and types of emergencies likely to impact the County.
- Provides a framework for multi-discipline, multi-jurisdictional coordination and cooperation.
- Addresses all phases of a disaster through mitigation, preparedness, response and recovery activities.
- Designates the National Incident Management System (NIMS) as the framework within which all emergency management activities occur.
- Directs use of the Incident Command System (ICS) for managing incident response.
- Identifies roles and responsibilities of County departments, offices and personnel in emergency operations, as well as those of cooperating public- and private-sector agencies.

1. Introduction

- Establishes life safety followed by property and the environment as emergency response priorities.
- Provides a common county-wide framework within which the County, cities, special districts and other agencies/organizations can integrate their emergency planning and response and recovery activities.

1.2.2 Scope

The EOP is activated whenever the County must respond to an emergency incident or planned event, the size or complexity of which is beyond that normally handled by routine operations. Such occurrences may include natural or man-made 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, local governments, special districts, and other public and private-sector entities within the County.

A community's emergency management infrastructure is a complex network of relationships. The EOP establishes roles, responsibilities and relationships among agencies and organizations involved in emergency operations, greatly 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 standard operating procedures (SOPs) that describe how emergency tasks will be performed. Additional responsibilities include ensuring the training and equipment necessary for response are in place.

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

Citizens are invited to view public elements of the County EOP that do not include sensitive information through the Clackamas County Emergency Management (CCEM) website at <http://www.clackamas.us/emergency/>.

1.2.3 Plan Organization

The Clackamas County EOP is divided into the following sections:

- **Basic Plan**
 - Provides a description of the legal authorities upon which the County has structured its emergency management organization, including the emergency declaration process, activation of mutual aid agreements, and request for resources and emergency spending powers.

1. Introduction

- Describes the context under which the County will respond to an incident, including a community profile and discussion of hazards and threats facing the community.
- Assigns and describes roles and responsibilities for the County agencies tasked with emergency preparedness and response functions.
- Describes a concept of operations for the County that provides a framework upon which the County will conduct its emergency operations and coordinate with other agencies and jurisdictions.
- Describes the County's emergency response structure, including activation and operation of the County EOC and implementation of ICS.
- Discusses the County's protocols to maintain and review this EOP, including training, exercises and public education components.

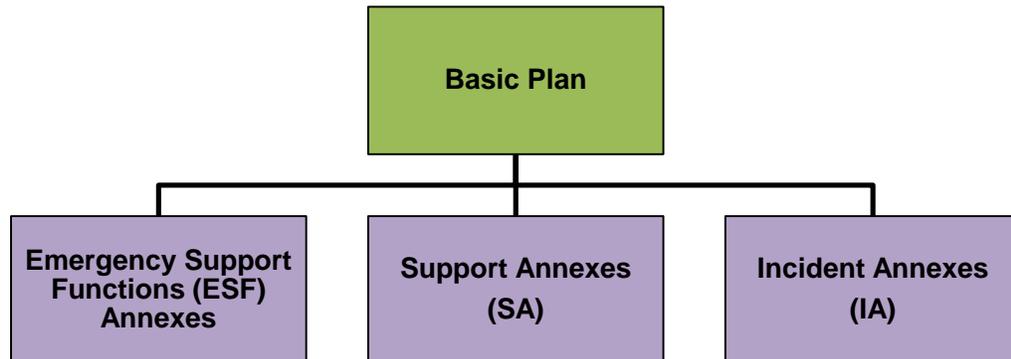
■ Functional Annexes

- Emergency Support Function (ESFs) Annexes and Support Annexes (SAs) focus on critical operational functions and the primary and supporting departments and response partners responsible for carrying them out. These annexes clearly describe function-specific policies, processes, roles and responsibilities that agencies and departments carry out before, during, and after any emergency.

■ Incident Annexes

- Incident Annexes (IAs) focus on the special planning needs generated by a particular type of hazard and contain unique and regulatory response details that apply to a specific hazard.
- This Terrorism IA has been classified as For Official Use Only (FOUO) and is not to be included in public copies of the Clackamas County EOP. This annex is maintained by Clackamas County Emergency Management and is included in the EOC Library.

Figure 1-1 Clackamas County EOP Plan Organization



1.2.4 Plan Assignments

■ Primary/Lead Agency

- Identifies lead agencies for emergency functions based on the agency's authority, functional expertise, resources and capabilities in managing incident activities.

■ Supporting Agency

- Identifies those agencies with substantial support roles during major incidents. All County agencies are potentially support agencies, with On-Scene/EOC Command determining what resources are needed to effectively manage an incident.

■ Tasked Agency

- Refers to any agency identified under Roles and Responsibilities as having a task in incident planning, response or recovery. Tasked agencies are responsible for developing implementing procedures and training employees in their use.

1.2.5 Plan Activation

Once promulgated by the Board of County Commissioners (BCC), the 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 an incorporated jurisdiction.
- County-wide health emergencies.
- Life-safety issues county-wide.

1. Introduction

An Emergency Declaration is not required to implement the EOP or activate the EOC. CCEM may implement the EOP as deemed appropriate for the situation or at the request of an Incident Commander (IC).

1.3 Relationship to Other Plans

While the EOP provides context for emergency operations within Clackamas County, other plans and programs within or affecting the County contain information and resources useful in all phases of emergency management planning. Plans of significance are identified below.

1.3.1 Federal Plans

1.3.1.1 National Incident Management System

In 2003 Homeland Security Presidential Directive (HSPD) 5 required all Federal agencies to adopt NIMS and use it to guide incident management. NIMS 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 the incident's cause, size, location or complexity.

A core component of NIMS is the Incident Command System (ICS). It is a management system designed to enable effective, efficient incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure.

1.3.1.2 National Response Framework

The National Response Framework (NRF) is a document describing how the Federal government conducts all-hazards response. The NRF organizes the types of Federal response assistance a state is most likely to need into 15 ESFs. Each ESF has a primary agency assigned for maintaining and coordinating response activities. For the purposes of efficient interface with Federal support, the County has adopted an ESF structure that complements NRF and the State of Oregon EOP.

1.3.2 State Plans

1.3.2.1 State of Oregon Emergency Management Plan (EMP)

The State of Oregon Emergency Management Plan (State EMP) is developed, revised and published by the Director of Oregon Emergency Management (OEM) under the provisions of Oregon Revised Statutes (ORS) 401.270, which are designed to coordinate the activities of all public and private organizations that provide emergency services within the state and to provide for and staff a State Emergency Coordination Center (State ECC) to aid the Governor. ORS 401.035 makes the Governor responsible for the emergency services system within the State of Oregon. The Director of OEM advises the Governor and coordinates the

1. Introduction

State's response to an emergency or disaster. The State EOP is included as Volume 2 of the State EMP.

1.3.3 County Plans**1.3.3.1 Clackamas County Natural Hazards Mitigation Plan**

The Clackamas County Natural Hazards Mitigation Action Plan identifies activities that assist the County in reducing risk and preventing loss from future natural hazard events. The action items address multi-hazard issues, as well as activities for flood, landslide, severe winter storm, windstorm, wildfire, earthquake and volcanic eruption. This plan identifies the major natural hazards the County is likely to face and provides a basis for mitigation, response and recovery activities. A copy of the plan is available in the County EOC Library or online at http://www.co.clackamas.or.us/emergency/recover_assistance.html.

1.3.3.2 Clackamas County Continuity of Operations Plan

The Clackamas County Continuity of Operations Plan (COOP) 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 x 7 Contact Information
- COOP Teams
- Orders of Succession
- Delegations of Authority
- Primary and Alternate Facilities
- Communications
- Security, Access and Evacuation
- Hazards/Risk Assessment
- Mission Essential Functions
- Vital Records/Resources
- Alert Notification Procedures
- Go Kits
- Test, Training and Exercise/Plan Maintenance
- References/Authorities

County departments, divisions and offices participate in an ongoing COOP program. Plans are maintained on a secure web-based portal for mobile access.

1.3.3.3 Community Wildfire Protection Plan

The Clackamas County Community Wildfire Protection Plan (CCWPP) 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>.

1. Introduction**1.3.4 City Emergency Plans**

Pursuant to 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 EOP for the County EOC Library.

1.3.5 Special District Emergency Plans

Special districts have a separate system of governance and their service areas often overlap multiple city and county boundaries. Some special districts provide primary emergency response for incidents in their districts using their own plans, policies and procedures which are coordinated with county and city emergency plans. Most special district incident response is limited to activities directly related to the service(s) they provide. They rely on support from external agencies during response to a major incident.

1.3.6 Regional Plans

The Portland Urban Area Security Initiative (UASI) is a regional grant program with a required terrorism nexus used 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.

1.3.7 County EOC Library

The County EOC Library contains emergency management plans and protocols referenced in the Basic Plan, Annexes and Appendices. CCEM administers the County EOC Library.

1.4 Legal Authorities

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

Table 1-1 Legal Authorities
Federal
<ul style="list-style-type: none"> – Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended. – National Incident Management System (NIMS) – National Response Framework (NRF) – Homeland Security Presidential Directive 5: Management of Domestic Incidents – Homeland Security Presidential Directive 8: National Preparedness – Executive Order 13347, July 2004, Individuals with Disabilities in Emergency Preparedness – Pet Evacuation and Transportation Standards Act of 2006, Public Law 109-308, 2006
State of Oregon
<ul style="list-style-type: none"> – ORS 401, Emergency Management and Services – ORS 402. Emergency Mutual Assistance Agreements – ORS 403. 9-1-1 Emergency Communications System; 2-1-1 Communications System; 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
Clackamas County
<ul style="list-style-type: none"> – Clackamas County Code Section 6.03: Provides emergency procedures for preservation of civil authority, including declaration of state of emergency, imposition of emergency measures, acquisition of resources, penalties for violations; and provides that the CCEM will be the emergency management agency for Clackamas County. The Code further designates the Clackamas County Administrator to serve as the Emergency Program Manager, with provision for day-to-day management to be delegated to the Emergency Management Director. – Clackamas County Resolution 2005-26, February 2005: Adopting NIMS/ICS as the framework for emergency management operations for all government departments and agencies, and encouraging its adoption by other jurisdictions and agencies and private sector incident management and response organizations. – Clackamas County Board Order # 2008-154, September 2008: Designating the Clackamas County Public Health Services Manager as the Local Public Health Administrator for Clackamas County in accordance with ORS Chapter 431.

1.5 Emergency Powers

Under the provisions of ORS Chapter 401, the authorities and responsibility for responding to emergencies are placed at the local level in the first instance.

1.5.1 Declaration of Emergency

1.5.1.1 Declaration Authority

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 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.

Clackamas County Code 6.03 restricts the Board of County Commissioner's (BCC) 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.

1.5.1.2 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.

1.5.1.3 Content of Declaration

The following information will be included in the draft declaration prepared for presentation to the BCC:

- A resolution declaring an emergency (see Appendix A for sample disaster declaration forms), including a description of the disaster

1. Introduction

event, impacted area(s), deaths, injuries and populations at risk, an initial estimate of damage to property, special powers enacted, and local resources applied to the disaster and projected critical resource assistance needed.

- Supporting documentation or findings as determined necessary by the Chair of the BCC, or successor.

1.5.1.4 Submission to the State

When a 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 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 an emergency or major disaster exists in the state, under the authority of the Stafford Act.

1.5.1.5 Support to Cities

When an emergency exists within a city and 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.

1.5.2 Lines of Succession

Should the Chair of the BCC be unavailable or unable to perform his/her duties, the succession of authority is as follows:

1. Vice-Chair of the BCC
2. Remaining members of the BCC
3. County Administrator or designee

Table 1-2 provides the policy and operational lines of succession during an emergency for the County.

Table 1-2 Lines of Succession	
Emergency Operations	Emergency Policy and Governance
County Administrator (Emergency Manager)	Chair of the BCC
Emergency Management Director, or designee	Remaining Board Members
Assistant Emergency Management Director	County Administrator, or Designee

1. Introduction

Each County department is responsible for pre-identifying lines of succession in management's absence within the department's Continuity of Operations (COOP) plan. All employees must be trained on the protocols and contingency plans required to maintain leadership within the department. CCEM 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 implementing their respective COOP plans and procedures to ensure continued delivery of vital services during an emergency.

1.5.3 Resource Requests, Allocations, Distributions

1.5.3.1 Resource Request Composition

Clackamas County Code Chapter 6.03.070 authorizes the BCC to extend government authority to non-governmental resources (e.g. personnel, equipment) which may support regular governmental forces during an emergency. The BCC may also enter into agreements with other public and private agencies for use of resources.

Initial resource requests are included in the Declaration of Emergency. Subsequent requests for State assistance should be forwarded to OEM as soon as practical. 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.

1.5.3.2 State Conflagration Act

In the case of emergencies involving fires threatening life and structures, the Conflagration Act (ORS 476.510) can be invoked by the Governor through the Office of State Fire Marshal, in close coordination with the Clackamas County Fire Defense Board Chief. The Conflagration Act allows the State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations. The local fire chiefs assess the status of the incident(s) and, after determining that all criteria have been met for invoking the Conflagration Act, notify the State Fire Marshal via the Oregon Emergency Response System (OERS). The State Fire Marshal reviews the information and notifies the Governor, who authorizes the Act. More information about wildfires in the County can be found in the County Community Wildfire Protection Plan.

1. Introduction**1.5.3.3 City Resource Requests**

The executives of the County's incorporated cities are responsible for the direction and control of their jurisdiction's resources during emergencies and are responsible for requesting additional resources required for emergency operations. In times of declared disasters, all assistance requests will be made through the command structure via the County EOC. The County will elevate critical resource requests that cannot be met locally through mutual aid or other private and public entity resource options to the State ECC.

1.5.4 Mutual Aid and Intergovernmental Agreements

State law (ORS 402) 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).

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 include:

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

A list of existing mutual aid agreements is provided in Appendix B.

1.5.4.1 Liability Issues

Liability issues and potential concerns among government agencies, private entities and other response partners and across jurisdictions, are addressed in existing MAAs and other formal memoranda established for the County.

1.5.5 Financial Management

During an emergency 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 reports necessary to pursue Federal aid. Two prominent programs include:

1. Introduction

- **Public Assistance.** In the case where a Federal declaration is granted and required eligibility thresholds are met, FEMA's Public Assistance (PA) awards grant funding to assist state and local governments and certain Private Nonprofit (PNP) 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.** 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. Specific thresholds of damages must be met before Disaster Assistance is made available. 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.

1.6 Safety of Employees and Family

All department heads or designees are responsible for the safety of employees. Employees should attempt to make contact with their supervisors and managers as soon as possible following an incident. 9-1-1 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.

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 (PPE) 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 responsibility to the County and its citizens as rapidly as possible.

See County Employee Policy and Practice (EPP) #55.

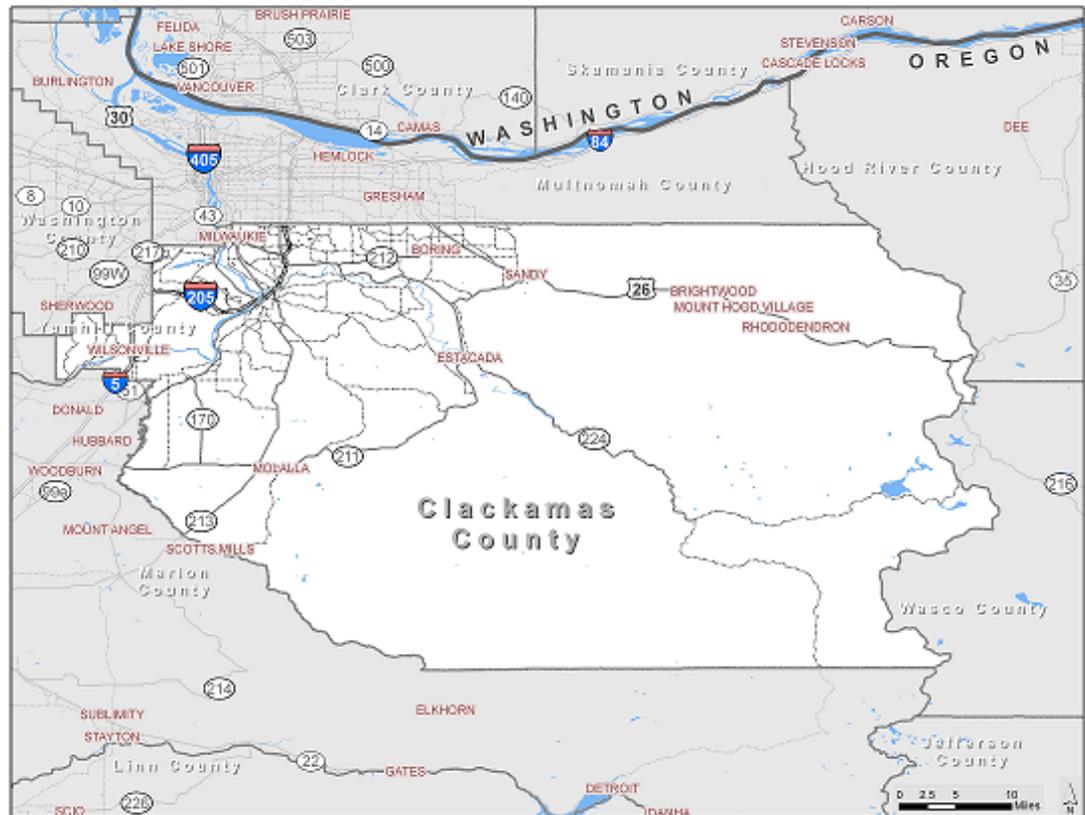
2

Situation and Planning Assumptions

2.1 Situation

The County is exposed to many hazards, all of which have the potential for disrupting the community, causing damage and creating casualties. Possible natural hazards include droughts, floods, earthquakes, wildfires and winter storms. There is also the threat of a war-related incident such as a nuclear, biochemical or conventional attack. Other disaster situations could develop from hazardous material accidents, health-related incidents, conflagrations, major transportation accidents or acts of terrorism.

Figure 2-1 Map of Clackamas County



2. Situation and Assumptions

2.1.1 Community Profile

Clackamas County is one of the most rapidly growing counties in the state with an estimated population of 386,143. It is the third most populous county in Oregon, trailing only Multnomah and Washington counties, both of which border the County.

The County encompasses an area of 1,868 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 sixteen incorporated communities of Barlow, Canby, Damascus, Estacada, Gladstone, Happy Valley, Johnson City, Lake Oswego, Milwaukie, Molalla, Oregon City, Rivergrove, Sandy, Tualatin, West Linn, and Wilsonville (See Appendix C - Maps).

Clackamas County has an extensive transportation network linking 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, 1160 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, comprised 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. Ten departments are headed by appointed officials administratively aligned under the Administrator, with five other departments headed by elected officials (Sheriff, Assessor, Treasurer, Clerk and District Attorney). 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 is the lead law enforcement agency in the County and provides contract services for the cities of Damascus, Happy Valley, Estacada and Wilsonville. The following cities have their own municipal police departments: Canby, Gladstone, Lake Oswego, Milwaukie, Molalla, Oregon City, Sandy and West Linn.

The Clackamas County Fire Defense Board is comprised of twelve 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: Boring, Canby, Clackamas Fire District #1, Colton, Estacada, Hoodland, Molalla, Monitor, Sandy, Silverton, and Tualatin Valley Fire &

2. Situation and Assumptions

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 (AMR) by contract with the County. Canby Fire District and Molalla Fire District provide ambulance services in the two remaining Ambulance Service Areas (ASA).

Clackamas County Communications (CCOM) serves as the primary Public Safety Answering Point (9-1-1 Center) 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.

2.1.2 Hazards and Threats

The following information was taken from the Clackamas County Hazard Analysis.

The County's vulnerability to hazards varies according to hazard type, location, season, weather and other factors. Among the emergencies that may occur:

- Weather events including floods, windstorms, extreme heat, drought, snow, ice, avalanche or tornado.
- Geologic events including earthquake, landslide, volcanic eruption or subsidence.
- Infectious disease outbreaks.
- Fire and explosions including industrial, structural, forest or range incidents.
- Transportation events involving aircraft, rail systems, watercraft, motor vehicles or pipelines.
- Hazardous materials incidents at fixed sites or during transport.
- Terrorism or civil disturbance.
- Utility or infrastructure emergencies involving failure or disruption of electrical, telephone, computer, water, fuel, sewer or sanitation systems.

2.1.2.1 Earthquake

This hazard is created by movement along faults within the Earth's crust. This movement generates regional and localized ground shaking and/or soil liquefaction. After the initial seismic event, tremors or aftershocks can occur for an extended period of time resulting in continuing structural damage. There are

2. Situation and Assumptions

several known fault lines throughout the County 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 evaluation of the earthquake potential in the Pacific Northwest indicates that the earthquake threat has been underestimated, and that our area could experience an earthquake in the offshore Cascadia Subduction Zone measuring in excess of 9.0. An earthquake of this magnitude would cause heavy loss of life and devastation of public and private property and infrastructure.

2.1.2.2 Health Emergency

The potential for pandemic influenza and the possibility of bioterrorism, together generate the threat of a major health emergency in the County. Major threats include flu outbreaks and food/waterborne illness. Detection, surveillance and epidemiology are crucial elements in responding to potential health hazards.

2.1.2.3 Winter Storms

This hazard generally involves severe snow and ice storms that can result in power outages and disrupt transportation. The characteristics of this hazard are determined by a variety of meteorological factors such as the amount of snow or rainfall, air temperature, wind velocity, ground saturation or snow pack conditions. Extended power failures caused by winter storms can create serious difficulty for critical care facilities and people on life support systems. Loss of power could cause failure of water, heating, and sewer systems, posing life safety and health problems should extended outages occur.

Some areas of the County are subject to risk from avalanche; however these areas are primarily in the high country surrounding Mt. Hood and pose minimal risk to population.

NOTE: This hazard does not include flooding.

2.1.2.4 Hazardous Materials (Transportation and Fixed Facilities)

The ever-increasing use of hazardous materials poses a serious threat to life, property and the environment. These products, used in agricultural, industrial and other modern technologies, are becoming increasingly complex with many new products developed and introduced annually. Incidents involving the release of hazardous materials may occur during handling at industrial facilities or during the transportation of such materials by rail or highway. Southern Pacific Railroad's mainline carries thousands of rail cars of hazardous materials through the County each year. Interstate 205 is the designated alternate route to Interstate 5 for through-shipments of hazardous materials. Hazardous materials incidents could include the release of radiological materials in accidents at fixed sites, during transportation or from an accidental weapon detonation.

2. Situation and Assumptions

2.1.2.5 Residential and Commercial Structure Fires

The County's urban area faces structural fire hazards associated with a mix of residential, business and industrial areas. There are several high-rise buildings in the County that could lead to large numbers of people threatened if trapped. This danger is present in shopping centers, multifamily dwelling units and other structures where people congregate. Increased residential density adds to the risk from fire with increased multi-family construction, narrower streets with single access routes, and more construction on flag lots.

2.1.2.6 Flooding (Rivers and Tributaries)

This hazard generally involves a rise in rivers or creeks caused by heavy rain and/or rapid melting of the annual snow pack, as occurred in 1996. The County has a number of rivers and many streams that could be subject to flooding, potentially threatening life and property.

2.1.2.7 Windstorm (including Tornado)

Other hazards related to weather may include windstorms or tornadoes. Windstorms, such as the one that occurred in December 1995, may occur suddenly and can create damage to homes and property and disrupt vital utilities. Tornadoes touch down in Clackamas County periodically and although we have had no major damage from a tornado, a tornado caused significant damage in nearby Aumsville (Marion County) in December 2010, highlighting the possibility of this hazard regionally. The National Weather Service monitors weather trends and issues special watches and warning when conditions warrant.

2.1.2.8 Wildfire

Over half of the County's land mass is forested and wildfires are a natural part of the forest ecosystem. In fact, wildfires have shaped the forests and rangelands valued by County residents and visitors. However, decades of timber harvest and aggressive fire suppression have significantly altered forest composition and structure. The result is an increase in the wildfire hazard as forest vegetation has accumulated to create an increasingly closed, tighter forest environment that tends to burn more intensely than in the past. The exposure to wildfire hazards is increasing as recent population growth has spurred more residential development close to the forests in what is referred to as the wildland urban interface (WUI). As development encroaches upon forests with altered fire regimes that are more conducive to larger, more intense fires, the risk to life, property and natural resources continues to escalate.

2.1.2.9 Landslide/Debris Flow

This hazard may include the down slope movement of rock, soil, or other debris or the opening of sinkholes. These hazards are often associated with other incidents such as severe weather, floods, earthquake, or volcanic eruptions. Because of the moderate to high relief characteristics of the County's riverbeds, along with hilly and mountainous terrain in rural areas, the chance of landslides

2. Situation and Assumptions

occurring is high, but not deemed to present a serious threat to large numbers of people.

2.1.2.10 Transportation Accident

This hazard includes major incidents involving motor vehicles, trains, aircraft or vessels. An additional hazard is created by a major natural gas pipeline crossing the County. Hazards increase significantly if incidents include a fire or explosion, a release of hazardous materials, or large numbers of casualties. Railroad tracks carrying both freight and passenger trains travel through the County. Flight paths for Portland International Airport cross parts of the County. Motor vehicle risks may include multi-passenger vehicles such as the many buses that carry skiers over dangerous roads on Mt. Hood. The Willamette River is navigable but poses minimal risk due to limited commercial traffic.

2.1.2.11 Volcano

Mt. Hood, located on Clackamas County's eastern border, is a volcano. The last known eruptions of Mt. Hood 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 Mt. Hood. Risks associated with a volcanic eruption include lava and mud flows, river flooding, destruction of property and woodlands, risk to the Bull Run watershed and volcanic ash fall. Most likely events include a dome collapse and pyroclastic flows. The County is also vulnerable to ash fall during eruptions at nearby Mt. Saint Helens in southwest Washington.

2.1.2.12 Terrorism

This hazard may include bomb threats, arson or other violent acts done to intimidate a population or government. This hazard is most often associated with insurrection, revolution or making a political statement and may include threats to cause mass death or damage to critical infrastructure. Separatist groups such as cults, survivalists, and militias have used terrorism in the past to gain attention to their cause. A terrorist incident may involve the use of weapons of mass destruction (WMD) including chemical, biological, radiological, nuclear or explosive (CBRNE) materials.

2.1.2.13 Extreme Heat

The County is subject to heat extremes when temperatures climb to 100 degrees or more. Many residences lack air conditioning or cooling systems, creating an environment especially hazardous to the elderly and others with certain medical conditions.

2.1.2.14 Dam Failure

There are a number of dams constructed on rivers and streams throughout the County. A failure of dams along the Clackamas and Bull Run Rivers could severely impact downstream populations. If such a breach were to occur without warning (e.g. following an earthquake) the potential loss of life and property

2. Situation and Assumptions

could be significant. The probability of a catastrophic incident is low, as major dams within the County are federally regulated and inspected.

2.1.2.15 Drought

This hazard involves a period of prolonged dryness resulting from a lack of precipitation or diversion of available water supplies. The County has suffered periods of drought in the past; however impact has been to agriculture, fish and wildlife, and an increased fire risk. A severe drought could require strict conservation measures to assure that an adequate supply of potable water is maintained.

2.1.2.16 Civil Disorder

This hazard may include protests, strikes, demonstrations or riots usually indicating protest over government action or a refusal to obey government orders. Civil disorder can begin non-violently with the revolt of a few, but can quickly escalate to a violent collective action as a means of forcing concessions from the government.

2.1.3 Hazard Analysis

In the Clackamas County Hazard Analysis, each of the hazards and threats described above is scored using a formula that incorporates four independently weighted rating criteria (history, vulnerability, maximum threat, probability) and three levels of severity (low, moderate and high). For each hazard the score for a given rating criterion is determined by multiplying the criterion's severity rating by its weight factor. The four rating criteria scores for the hazard are then summed to provide a total risk score for that hazard. Note that while many hazards may occur together or as a consequence of others (e.g., dam failures cause flooding and earthquakes may cause landslides), this analysis considers each discrete hazard as a singular event.

Hazard	Rating Criteria with Weight Factors				Total Score
	History ¹ (WF=2)	Vulnerability ² (WF=5)	Max Threat ³ (WF=10)	Probability ⁴ (WF=7)	
<i>Score for each rating criteria = Rating Factor (High = 10 points; Moderate = 5 points; Low = 1 point) X Weight Factor (WF)</i>					
Earthquake	4	45	90	49	188
Public Health Emergency	8	45	80	35	168
Winter Storm	10	30	70	49	159
HAZMAT Incident	10	30	60	42	142
Flood	16	20	30	56	122
Wind Storm	14	15	50	42	121
Wildfire	12	25	40	42	119

2. Situation and Assumptions

Table 2-1 Clackamas County Hazard Analysis Matrix					
Hazard	Rating Criteria with Weight Factors				Total Score
	History¹ (WF=2)	Vulnerability² (WF=5)	Max Threat³ (WF=10)	Probability⁴ (WF=7)	
<i>Score for each rating criteria = Rating Factor (High = 10 points; Moderate = 5 points; Low = 1 point) X Weight Factor (WF)</i>					
Landslide & Debris Flow	14	15	20	63	112
Transportation Accident	4	30	40	28	102
Volcano	2	35	50	14	101
Terrorism	2	30	40	21	93
Extreme Heat	2	20	40	14	76
Dam Failure	2	15	40	7	64
Drought	2	10	20	28	60
Civil Disorder	6	15	20	14	55
Notes:					
1. History addresses the record of previous major emergencies or disasters. Weight Factor is 2. Rating factors: high = 4 or more events in last 100 years; moderate = 3 events in last 100 years; low = 1 or 0 events in last 100 years.					
2. Vulnerability addresses the percentage of population or property likely to be affected by a major emergency or disaster. Weight Factor is 5. Rating factors: high = more than 10% affected; moderate = 1%-10% affected; low = less than 1% affected.					
3. Maximum Threat addresses the percentage of population or property that could be affected in a worst case incident. Weight Factor is 10. Rating factors: high = more than 25% could be affected; moderate = 5%-25% could be affected; low = less than 5% could be affected.					
4. Probability addresses the likelihood of a future major emergency or disaster within a specified period of time. Weight Factor is 7. Rating factors: high = one incident within a 10-year period; moderate = one incident within a 50-year period; low = one incident within a 100-year period.					

2.2 Planning Assumptions

It is necessary in the course of emergency planning to make certain baseline assumptions regarding the nature of the risk to which the County is subject as well as the County’s capabilities and approach to responding to those risks. When an incident occurs, circumstances may necessitate revising such assumptions. The following are the assumptions upon which this EOP is predicated:

- The County will be directly affected by a major disaster in the foreseeable future.
- While most hazards are recognized and foreseeable to varying degrees, a disaster or other major emergency may occur without advance notice. This requires a high state of readiness on the part of emergency response assets.
- Incidents are typically managed at the lowest possible jurisdictional level.
- County government will have sufficient staff, facilities and disaster resources to implement this plan.

2. Situation and Assumptions

- The continuation and restoration of critical public services and infrastructure will be priorities when the life safety needs have been met.
- Outside assistance will be available in most, but not all, emergencies affecting the County. Outside assistance from the State or Federal governments is likely to take 72-96 hours to arrive. Local jurisdictions and their citizens need to be prepared to be self-sufficient in the interim.
- The County will have adequate communications resources and interoperability to provide a minimum level of communications necessary to respond to the disaster.
- Employees may be assigned emergency duties that are different from those typically performed under non-emergency conditions. Agencies that do not normally respond to emergencies may be assigned roles and responsibilities that differ from their routine duties.
- Should a regional event take place, a regional EOC or other regional entity may be established to coordinate public information, critical resource allocation and policy making.
- Recovery activities will be ongoing for an extended period of time following a disaster or major incident.
- An After-Action Review (AAR) will be conducted following each major incident or disaster and after exercises. AARs focus on identifying where policy, procedures or training can be improved so the County can respond more effectively to the next incident.

2. Situation and Assumptions

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Roles and Responsibilities

3.1 General

Local and County agencies and response partners may have various roles and responsibilities throughout an emergency's duration. It is particularly important that the local command structure established to support response and recovery efforts maintain a significant amount of flexibility to scale staffing and operations as the situation changes. Typical duties and roles may also vary depending on the severity of impacts, size of the incident(s), and availability of local resources. It is imperative to develop and maintain depth of staff within the command structure for multiple operational staffing periods to the extent possible.

The County has developed a plan to implement NIMS and to assist with training and exercises to prepare essential response staff and supporting personnel to incorporate ICS/NIMS management 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 enabling effective execution of existing response plans, procedures and policies.

3.2 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. Procedures and policies for allocating and coordinating resources at the Federal level follow the State EOP and if necessary, the NRF. Roles and responsibilities of Federal response partners are detailed in the NRF.

3.3 State Response Partners

Under the provisions of ORS 401, the Governor has broad responsibilities for the direction and control of all emergency activities in a State-declared Emergency. The Director of OEM shall be responsible for coordinating and facilitating exercises and training, emergency planning, preparedness, response, mitigation and recovery activities. The position is delegated authority to coordinate all activities and organizations for emergency management programs within the State and to coordinate 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. Lead

3. Roles and Responsibilities

responsibility for conducting Emergency Support Functions is assigned by the Governor to the department best suited to carry out each function applicable to the emergency situation. State agencies may elect to call upon Federal counterparts to provide additional support and resources following established procedures and policies for each agency. Roles and responsibilities of State response partners are detailed in the State EOP.

3.4 County Response Partners

County departments and agencies are assigned emergency response tasks based on their statutory responsibilities and functional expertise. County departments and agencies that operate under this plan in a disaster are expected to develop and keep current standard operating procedures (SOPs) that describe how emergency tasks will be performed. They are also charged with ensuring the readiness of training and equipment necessary for an appropriate response.

Detailed responsibilities are identified in the ESF and Support Annexes to this plan. This section provides an overview.

3.4.1 Responsibilities of All Departments/Agencies

3.4.1.1 Continuity of Operations and Preparedness Activities

- Provide staff to serve in the EOC and allocate time for staff to receive required training.
- Include emergency responsibilities in employee job descriptions and orientation.
- Encourage employees to develop an individual/family emergency plan and disaster supplies kit that includes companion animals.
- Develop departmental COOP plans and procedures and make annual updates. Plan elements include:
 - Maintain current emergency contact information for all employees, and ensure that all employees have emergency call-in numbers and supervisor contact information.
 - Identify and train COOP team members.
 - Educate employees on hazards and risks in the County.
 - Establish orders of succession for key positions.
 - Establish delegations of authority for policy making and other decisions.

3. Roles and Responsibilities

- Work with Technology Services and Facilities Management to identify alternate facilities, alternate uses for existing facilities, and as appropriate, virtual office options.
 - Inventory and maintain lists of all communications equipment necessary to operate. Continue to enhance communications interoperability between departments and agencies.
 - Establish security access control and evacuation policies and procedures.
 - Identify and prioritize mission essential functions.
 - Assess resource needs of the organization, availability of multiple sources and vendors, and appropriateness of mutual aid agreements for supplies and/or operational support.
 - Identify and protect vital records needed to support mission essential functions.
 - Develop internal communications procedures for employees to use during emergencies and train staff in their use. Establish protocols to account for staff welfare during emergencies.
 - Build and store go kits that are easily accessible should they be needed for mobile/off-site operations.
 - Plan for reconstitution and resumption of normal operations.
 - Train and exercise for continuity of critical services.
 - Annually exercise the COOP plan.
- Budget and acquire resources for COOP planning and operations.

3.4.1.2 Response

- Directors participate in Situation Assessment Team briefings when convened.
- Initiate standby or emergency instructions to employees when alert or warning notifications are received.
- Follow County/department emergency procedures.
- Confirm location and status of employees.
- Track costs for emergency-related activities and expenses and affiliate expenses with the assigned project cost number.

3. Roles and Responsibilities

- Evaluate departmental resource needs and options, including staffing and the need to recall off-duty personnel, extend work shifts or other personnel actions.
- Maintain essential department functions.
- Assist in disseminating accurate incident information to employees; quell rumors and provide hazard and protective action information.
- Activate Department Operations Center (DOC) as appropriate to coordinate and control response actions specific to emergency needs. Establish communications with EOC to provide regular updates.
- Coordinate information talking points for citizen inquiries with Public and Government Affairs for consistency of messaging.
- Provide staff to support EOC operations as requested.

3.4.1.3 Recovery

- Support overall County recovery efforts.
- Conduct initial informal assessment of facility and functional damages.
- Assess and provide departmental support for specific recovery role to assist impacted citizens and address critical unmet needs in the community.
- Participate in the Initial Damage Assessment (IDA) and Preliminary Damage Assessment (PDA) processes in pursuit of cost recovery through FEMA Public Assistance Grants.
- Provide department/agency assistance as requested by CCEM/EOC.

3.4.2 Department Specific Responsibilities

In addition to these general responsibilities common to all departments and agencies, the duties described below highlight department-specific responsibilities as they relate to emergency management activities in the County.

3.4.2.1 Situation Assessment Team (SAT)

Acting in emergency mode as a result of natural disaster or other incident that threatens Clackamas County, the Situation Assessment Team (SAT) is convened for **key department decision makers** to evaluate information through an incident briefing and determine what, if any, response should be made to ensure continued delivery of critical County services and employee welfare.

3. Roles and Responsibilities

This protocol is established under the authority of the County Administrator in his capacity as Emergency Program Manager for the County. CCEM administers the SAT program.

Membership includes County department and agency directors or their designees who have authority to commit department/agency resources. Members are executive managers with overall responsibility for departmental emergency/disaster response activities as identified in the this EOP.

3.4.2.2 Board of County Commissioners (BCC)

- Participate in training and exercises specific for elected and appointed officials regarding emergency roles.
- Participate in review and promulgation of the EOP.
- Provides policy guidance needed for emergency operations including:
 - Enact provisions of County Code.
 - Appropriate funds to meet disaster expenditure needs.
 - Establish short- and long-term recovery priorities.
 - Reassure the public with guidance from the Public Information Officer.
- Issue an emergency declaration as warranted and issue enforceable emergency measures during the proclaimed emergency period.
- Coordinate with other stakeholder elected and senior officials as the Executive Group lead.

3.4.2.3 County Administrator (Emergency Program Manager)

- Oversee all aspects of the County emergency management program.
- Act in the EOC Liaison role to brief the BCC, Policy Advisors and SAT to address emergency/disaster policy issues.
- Ensure the County continues to function administratively and that essential services are provided.
- Interface with EOC Command to maintain situational awareness.
- Serve as liaison to senior officials from affected or neighboring jurisdictions.
- Coordinate dignitary/VIP visits with the JIC (Joint Information Center).

3. Roles and Responsibilities

- Ensure County/departmental lines of succession are established.
- Ensure adequate EOC staff are designated and trained.
- Assist in review/revision of the EOP.

3.4.2.4 County Assessor

- Serve in the EOC Finance Section in the Damage Cost Unit.
- Coordinate with Transportation and Development to assess damage to real property.
- Forecast economic impacts on County revenues.
- Document financial impact and if applicable, work with State/Federal assessment teams to obtain disaster recovery funds.
- Establish loss of value program under the Act of God provisions within the Tax Code to provide property tax relief to eligible citizens.
- Assist in review/revision of SA C – Damage Assessment.

3.4.2.5 Business and Community Services

- Assist in communication and coordination with the business community, civic organizations and community groups.

3.4.2.6 Clackamas County Communications (C-COM)

- Provide ongoing information exchange with EOC.
- Serve as the 24/7 County Warning Point to assure timely emergency warning and notification of emergency responders, key staff, employees and citizens.
- Serve as the one of three county Public Safety Answering Points (PSAP), processing requests for emergency services and dispatching appropriate fire, medical, ambulance and law enforcement responders.
- Coordinate field communications with first responders and support agencies.
- Serve as Primary/Lead Agency for ESF 2 - Communications and assist PGA with Alert and Warning components of ESF 15 – External Affairs.

3.4.2.7 County Counsel

- Serve as the EOC Legal Counsel Officer

3. Roles and Responsibilities

- Advise County officials on legal matters relating to emergency operations, legal authorities and limitations.
- Prepare Emergency Declaration for EOC Command and assist in briefing the BCC.
- Participate in Policy Advisors meetings.
- Prepare ordinances, implementing orders, and/or resolutions, as necessary, to ensure incident management activities are conducted on sound legal footing.
- Review emergency plans, procedures and agreements to ensure compliance with legal requirements.

3.4.2.8 County Clerk

- Provide EOC staff for the Documentation Unit.
- Support the BCC and County Administrator in maintaining essential services.
- Identify and assure protection of County vital records.
- Relinquish the ballot counting area to be used as an alternate EOC when requested.

3.4.2.9 District Attorney

- Collaborate with courts and law enforcement agencies to determine emergency arrest or release policies.
- Ensure legal requirements for due process are met.
- Assist in review/revision of ESF 13 – Public Safety and Security.

3.4.2.10 District/Circuit Court

- Provide for reconstituted or continued operations of the court system to assure public safety and meet judicial requirements.
- Assist Corrections in determining prisoner release procedures, if required.

3.4.2.11 Clackamas County Emergency Management (CCEM)

- Serve as lead in EOC Unified Command and other key EOC roles.
- Ensure program compliance with local, State, and Federal regulations.
- Facilitate regular review and promulgation of the EOP.

3. Roles and Responsibilities

- Establish and maintain an 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.
- Oversee Medical Examiner/Mass Fatality Incident Protocol, including guidelines for body recovery, identification, storage and disposition.
- Train, exercise and coordinate County Continuity of Operations (COOP) planning.
- Establish and maintain primary and alternate EOC facility capability.
- Coordinate emergency management activities on an interagency, interdepartmental and intergovernmental basis.
- Coordinate County homeland security and emergency management program grants; administer natural hazard mitigation program.
- Maintain a collaborative emergency management program with cities and special districts.
- Administer disaster recovery activities to include but not limited to: Initial Damage Assessment (IDA) and Preliminary Damage Assessment (PDA), Individual Assistance and long- and short-term recovery efforts.
- Coordinate public preparedness and outreach efforts.

3.4.2.12 Employee Services and Risk Management (DES)

- Serve in the EOC as Logistics Section Employee Services Unit and Safety Officer roles
- Advise County officials on personnel policies and work rules relating to emergency work.
- Provide notifications for employee injuries and deaths.
- Coordinate temporary reassignment of County personnel to assist in emergency operations.
- Provide new employee training for County emergency policies and guidelines.
- Provide risk management services for the County to ensure that emergency operations are conducted safely and in accordance with legal requirements.

3. Roles and Responsibilities**3.4.2.13 Facilities Management**

- Serve in the EOC Operations Section Damage Assessment Unit.
- Provide logistical support for health emergencies.
- Serve in the EOC Logistics Section Food/Facility Unit.
- Coordinate identification of alternate facilities and relocation activities to sustain mission essential County functions.
- Maintain prioritized list of County facilities and provide protocols and staff training for initial damage assessment.
- Procure stores and maintain emergency supplies for the County.

3.4.2.14 Finance

- Serve as lead for the EOC Finance and Logistics Sections.
- Provide accounting procedures to document emergency expenditures.
- Ensure fiscal conformity with State and Federal financial requirements.
- Ensure ongoing financial obligations are met (funds collected and deposited, accounts payable, payroll checks issued and distributed, taxes distributed).
- Coordinate Public Assistance recovery programs for impacted agencies.

3.4.2.15 Health, Housing and Human Services (H3S)

- Serve as Primary/Lead Agency for health emergencies.
- Provide staff for the EOC Health and Welfare Branch to include Mass Care, Volunteer, Public Health, Environmental Health and Behavioral Health Units.
- Coordinate programs that may provide recovery housing or funding through the Housing Authority and Community Development Division.
- Assist people with access and functional needs.
- Maintain plans to provide care for service animals in shelters during emergencies.
- Coordinate delivery of health and welfare services.

3. Roles and Responsibilities

- Coordinate assistance for individuals with special health or medical needs.
- Assess behavioral health needs and coordinate delivery of behavioral health services through public and private agencies.

3.4.2.16 H3S – Clackamas County Community Health

- Serve in EOC Command.
- Coordinate and direct County medical and health services and resources.
- Coordinate county-wide EMS services.
- Coordinate the delivery of emergency medical and health services available through public and private agencies.
- Assess health hazards caused by damage to sewer, water, food supplies or other environmental systems and provide safety information as required.
- Provide crisis counseling for emergency workers.
- Inspect emergency shelters.
- Serve as coordinator for ESF 8 – Public Health and Medical Services and assist with other annexes/appendices.

3.4.2.17 H3S – Social Services of Clackamas County (SSCC)

- Assist with coordination of information and referral and advocacy, collaborating with other human service programs for the delivery of food, shelter, fuel, clothing, transportation, financial assistance, victim registration and inquiry, and other essential services.
- Assign division representative to the EOC to coordinate community and social services needs and resources.
- Coordinate an emergent Volunteer Reception Center for registration and referral activities.
- Coordinate emergency assistance to people with access or functional needs.
- Provide assessment and emergency-related case management services.
- Identify elderly clients, and clients with disabilities who may be affected by the emergency and respond as needed.

3. Roles and Responsibilities

- Serve as the primary EOC liaison with the American Red Cross for shelter and mass care coordination and primary County agency for ESF 6 – Mass Care, Emergency Assistance, Housing and Human Services.

3.4.2.18 Technology Services (TS)

- Provide maintenance and support information for system needs and computer capabilities for EOC and DOC operations.
- Provide and manage geographic information services to provide hazard, response and recovery mapping.
- Assist departments with technology needs during COOP activations and relocation activities for mission essential functions.

3.4.2.19 TS – Electronic Services

- Ensure emergency communications capability through use of County radio and telephone systems.
- Assist in review/revision of ESF 2 – Communications.

3.4.2.20 Juvenile Department

- Establish plans and procedures to ensure the safety of all youth in department custody.
- Coordinate with the Sheriff's Office to ensure safety and security of youth in the assessment center or receiving other services during an emergency.

3.4.2.21 Department of Public and Government Affairs (PGA)

- Serve as the EOC PIO; staff and operate incident-specific JIC/JIS.
- Establish a County Joint Information Center (JIC) under Joint Information System (JIS) concepts to ensure coordinated, timely and accurate public messaging.
- Participate in Regional Joint Information Center planning and activation.
- Ensure the public within affected areas receives complete, accurate, timely and consistent information about life safety procedures, protective actions, public health advisories and other vital information.
- Collect, develop and disseminate emergency messages and information to the public through the media and other available means, including community emergency notification systems.

3. Roles and Responsibilities

- Coordinate media releases with PIOs representing other affected jurisdictions and emergency response agencies.
- Activate internal distribution systems and ensure that employees are provided emergency information.
- Ensure citizens with access and functional needs receive emergency public information and alert and warning messages.
- Advise elected and senior appointed officials and their representatives.
- Coordinate incident response and recovery information with participating agencies and jurisdictions.
- Monitor and serve as the lead coordination point for media interest.
- Support regional JIC activities.
- Coordinate ESF 15 – External Affairs and assist in review and revision of other annexes/appendices.

3.4.2.22 Clackamas County Sheriff's Office (CCSO)

- Serve in EOC Command.
- Coordinate public information with Joint Information Center.
- Serve in the EOC Operations Section Law Enforcement Branch positions representing law enforcement county-wide.
- Serve as lead in the Intelligence Unit for terrorism incidents to manage, analyze, and ensure information safeguards and disseminate intelligence information as appropriate.
- Protect the community from criminal actions.
- Coordinate alternate County use of corrections facilities with neighboring jurisdictions as needed.
- Coordinate evacuation and shelter-in-place operations with support from fire agencies.
- Coordinate search and rescue operations for lost or injured persons out-of-doors.
- Provide traffic and crowd control, security to critical facilities and supplies, and control access to hazardous or evacuated areas.

3. Roles and Responsibilities

- Provide security for incarcerated populations affected by the emergency, such as juveniles in the assessment center or prisoners in the jail.
- Assist in dissemination of warning to the public and notification of essential emergency response personnel.
- Coordinate rural search and rescue operations and support urban search and rescue activities upon request.
- Serve as the coordinator for ESF 13 – Public Safety and Security, ESF 9 – Search and Rescue, and IA 3 – Terrorism annexes; assist in the review/revision of annexes/ appendices.

3.4.2.23 Department of Transportation and Development (DTD)

- Serve in EOC Command.
- Serve in EOC Operations role to coordinate county-wide public works and engineering operations to include repair to roads, bridges and public facilities; construction of temporary bridges or detours; clearance and disposal of debris from streets and roads; and demolition of unsafe structures.
- Coordinate collection and analysis of information related to floodplain management and infrastructure.
- Maintain protocols and procedures to implement structural damage assessment of bridges and roads.
- Plan, coordinate and conduct traffic control and other emergency transportation operations.
- Coordinate acquisition and transportation of equipment, materials and supplies required for emergency operations and recovery activities.
- Maintain Animal Response Plan and coordinate animal emergency response operations.
- Designate, train and exercise staff to support emergency operations.
- Develop and maintain debris management plan.
- Serve as coordinator for ESF 1 – Transportation, ESF 3 – Public Works and Engineering, SA B – Debris Management and SA C – Damage Assessment annexes.

3. Roles and Responsibilities

3.4.2.24 Treasurer

- Provide access to County funds as authorized by the BCC under emergency declaration and by the County Administrator.
- Assist departments in making arrangements for depositing/safekeeping County funds collected.

3.4.2.25 Water Environment Services (WES)

- Serve in the Operations Section Public Works Branch.
- Coordinate sanitary and sewerage operations under the jurisdiction of the Tri-City Service District and the Clackamas County Service District #1.
- Provide expert support for county waste water collection and treatment, bioliquid reuse programs, storm water management, sewer disposal, water quality, surface water and stream enhancement recovery projects.
- Assist in the review/revision of SA 3 - Damage Assessment.

3.4.3 Special Districts

3.4.3.1 North Clackamas Parks and Recreation District

- Participate in volunteer coordination activities.
- Assist DTD with identification of temporary emergency debris disposal sites.
- Provide open-air staging areas.
- Provide buses and lifts for emergency transportation.
- Assist the American Red Cross with shelter and feeding resources.
- Assist in coordination of temporary shelter for pets.

3.4.4 Other Resources

3.4.4.1 Fire Defense Board (FDB)

- Participate in EOC Command.
- Coordinate county-wide fire service activities.
- Establish/participate in Incident Command/Unified Command at incident scenes

3. Roles and Responsibilities

- Coordinate resource requests to State Fire Marshal through CCEM/EOC Command and Logistics Section.
- Staff fire service positions in the EOC to assist in planning and coordinating information and resources for field operations as requested.
- Maintain direction and control of fire resources for fire containment and suppression, rescue, medical triage and treatment, and hazardous materials response.
- Support dissemination of warning and public information and situation assessment.
- Maintain and implement the Clackamas Fire Resource Management Plan and Community Wildfire Protection Plan.
- Provide lead for coordinating and conducting evacuations in hazardous materials environments.
- Coordinate review and update of ESF 4 - Firefighting, ESF 9 – Search and Rescue, ESF 10 – Oil and Hazardous Materials, and SA A – Evacuation annexes. Assist in reviewing other annexes/appendices as requested.

3.4.4.2 American Red Cross

- Provide staff for the Operations Section, Red Cross Unit.
- Coordinate with the County EOC to provide and manage shelter and mass care operations for citizens who are victims of disaster.
- Provide feeding and support services for emergency responders.
- Support evacuation needs for temporary shelters.
- Coordinate missing person locator activities.
- Assist in review of ESF 6 – Mass Care, Emergency Assistance, Housing and Human Services, SA A – Evacuation, and SA D – Behavioral Health annexes.

3.4.4.3 Clackamas Amateur Radio Emergency Services (CARES)

- Serve as lead for County amateur radio services and coordinate services as directed by CCEM or the EOC Logistics Chief.
- Maintain radio equipment capabilities.

3. Roles and Responsibilities

- Recruit, train and maintain a network of licensed amateur radio operators.

3.5 Local and Regional Response Partners

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

3.5.1 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 emergency management organization must work seamlessly with businesses that provide water, power, communication networks, transportation, medical care, security and numerous other services upon which both response and recovery are particularly dependent. Essential private-sector responsibilities include:

- Plan for the protection of employees, infrastructure, and facilities.
- Plan for the protection of information and the continuity of business operations.
- Plan for responding to and recovering from, incidents that impact their own infrastructure and facilities.
- Collaborate with emergency management personnel before an incident occurs to ascertain what assistance may be necessary and how they can help.
- Develop and exercise emergency plans before an incident occurs.
- Where appropriate, establish mutual aid and assistance agreements to provide specific response capabilities.
- Provide assistance (including volunteers) to support local emergency management and public awareness during response and throughout the recovery process.

3.5.2 Nongovernmental Organizations

In the County, Nongovernmental Organizations (NGOs) such as faith-based groups and service organizations provide sheltering, emergency food supplies, counseling services, and other vital support services to support the recovery of disaster victims. County agencies partner with NGOs to network and pre-plan in order to effectively leverage resources to meet disaster recovery needs. The County has an active Community Organizations Active in Disaster (COAD) network that has inventoried local capabilities and resources to assist in disaster.

3. Roles and Responsibilities

The roles of NGOs in an emergency may include:

- Identify and network resource providers.
- Train and manage volunteer resources.
- Identify shelter locations and supplies to meet needs.
- Provide critical emergency services to those in need, such as cleaning supplies, clothing, food and shelter, and assistance with post-emergency cleanup.
- Coordinate with County recovery efforts to identify and meet the unmet needs and help strategize and coordinate assistance provisions.

3.5.3 Individuals and Households

Although not formally a part of the County's emergency management organization, individuals and households play an important role in the overall emergency management strategy. Community members can contribute by taking the following actions:

- Reduce hazards in their homes.
- Prepare an emergency supply kit and household emergency plan to include pets.
- Monitor emergency communications carefully and follow instructions.
- Volunteer with an established organization.
- Organize community planning efforts such as Map Your Neighborhood.
- Enroll in emergency response training courses.

3.6 Response Matrix

Table 3-1 provides a matrix by ESF of the County, State, and Federal primary organizations that the County may rely on in the event of an emergency.

3. Roles and Responsibilities

Table 3-1 Clackamas County Response Partners by ESF

ESF	Scope (Federal)	Primary Local Agencies	Primary State of Oregon Agency	Primary Federal Agency
ESF 1 Transportation	<ul style="list-style-type: none"> Aviation/airspace management and control Transportation safety Restoration and recovery of transportation infrastructure Movement restrictions Damage and impact assessment 	Department of Transportation and Development Local Public Works Agencies	Department of Transportation	Department of Transportation
ESF 2 Communications	<ul style="list-style-type: none"> Coordination with telecommunications and information technology industries Restoration and repair of telecommunications infrastructure Protection, restoration, and sustainment of national cyber and information technology resources Oversight of communications within the Federal incident management and response structure 	County Emergency Management Clackamas County Communications Clackamas County Sheriff's Office CARES	Office of Emergency Management	Department of Homeland Security (National Communications System)
ESF 3 Public Works & Engineering	<ul style="list-style-type: none"> Infrastructure protection and emergency repair Infrastructure restoration Engineering services and construction management Emergency contracting support for life-saving and life-sustaining services 	Department of Transportation and Development, Local Public Works Agencies	Department of Transportation	Department of Defense (U.S. Army Corps of Engineers)
ESF 4 Firefighting	<ul style="list-style-type: none"> Coordination of Federal firefighting activities Support to wildland, rural, and urban firefighting operations 	County Emergency Management, Fire Defense Board, Local Fire Agencies	Department of Forestry, State Fire Marshal	Department of Agriculture (U.S. Forest Service)
ESF 5 Emergency Management	<ul style="list-style-type: none"> Coordination of incident management and response efforts Issuance of mission assignments Resource and human capital Incident action planning Financial management 	County Emergency Management, City Emergency Management Agencies	Office of Emergency Management	Department of Homeland Security (FEMA)

3. Roles and Responsibilities

Table 3-1 Clackamas County Response Partners by ESF

ESF	Scope (Federal)	Primary Local Agencies	Primary State of Oregon Agency	Primary Federal Agency
ESF 6 Mass Care, Emergency Assistance, Housing & Human Services	<ul style="list-style-type: none"> ■ Mass care ■ Emergency assistance ■ Disaster Housing ■ Human services 	Health, Housing and Human Services, American Red Cross	Department of Human Services	Department of Homeland Security (FEMA)
ESF 7 Logistics Management & Resource Support	<ul style="list-style-type: none"> ■ Comprehensive, national incident logistics planning, management, and sustainment capability ■ Resource support (facility space, office equipment and supplies, contracting services, etc.) 	County Emergency Management	Department of Administrative Services	General Services Administration & Department of Homeland Security (FEMA)
ESF 8 Public Health & Medical Services	<ul style="list-style-type: none"> ■ Public health ■ Medical ■ Mental health services ■ Mass fatality management 	Health, Housing and Human Services, Local EMS, Local Hospitals and Clinics	Oregon Health Authority	Department of Health and Human Services
ESF 9 Search & Rescue	<ul style="list-style-type: none"> ■ Life-saving assistance ■ Search and rescue operations 	Clackamas County Sheriff's Office Fire Defense Board	Office of Emergency Management, State Fire Marshal	Department of Homeland Security (FEMA)
ESF 10 Oil & Hazardous Materials	<ul style="list-style-type: none"> ■ Oil and hazardous materials (chemical, biological, radiological, etc.) response ■ Environment short- and long-term cleanup 	County Emergency Management Fire Defense Board, Local Fire Agencies	Department of Environmental Quality, State Fire Marshal	Environmental Protection Agency
ESF 11 Agriculture & Natural Resources	<ul style="list-style-type: none"> ■ Nutrition assistance ■ Animal and plant disease and pest response ■ Food safety and security ■ Natural and cultural resources and historic properties protection ■ Safety and well-being of household pets 	County Emergency Management Health, Housing and Human Services Dog Services (DTD) Extension Office	Department of Agriculture	Department of Agriculture

3. Roles and Responsibilities

Table 3-1 Clackamas County Response Partners by ESF

ESF	Scope (Federal)	Primary Local Agencies	Primary State of Oregon Agency	Primary Federal Agency
ESF 12 Energy	<ul style="list-style-type: none"> ■ Energy infrastructure assessment, repair, and restoration ■ Energy industry utilities coordination ■ Energy forecast 	County Emergency Management, Local Utilities	Department of Administrative Services, Department of Energy, Public Utility Commission	Department of Energy
ESF 13 Public Safety & Security	<ul style="list-style-type: none"> ■ Facility and resource security ■ Security planning and technical resource assistance ■ Public safety and security support ■ Support to access, traffic, and crowd control 	Clackamas County Sheriff's Office, Local Law Enforcement Agencies	Department of Justice, Oregon State Police	Department of Justice
ESF 14 Long-Term Community Recovery	<ul style="list-style-type: none"> ■ Social and economic community impact assessment ■ Long-term community recovery assistance to local governments and the private sector ■ Analysis and review of mitigation program implementation 	County Emergency Management H3S Social Services	Economic and Community Development, Office of Emergency Management	Department of Homeland Security (FEMA)
ESF 15 External Affairs	<ul style="list-style-type: none"> ■ Emergency public information and protective action guidance ■ Media and community relations ■ Congressional and international affairs ■ Tribal and insular affairs 	Public and Government Affairs	Office of Emergency Management	Department of Homeland Security

4

Concept of Operations

4.1 General

Clackamas County government has a responsibility to protect the public health and safety and to preserve property and the environment from the effects of disaster to the extent possible. In keeping with the foundational emergency management principle that “all disasters are local”, the County has the primary role in preparing for and responding to all hazards that affect the County at large. County government is also responsible for organizing, training and equipping County emergency personnel with the appropriate facilities, equipment and providing suitable warning and communications systems.

A community’s emergency management infrastructure is a complex composite of relationships, responsibilities and often overlapping boundaries. The County has established an emergency management program that is both integrated (allowing many levels of government to plan, exercise and work together) and comprehensive (addressing mitigation, preparedness, response and recovery phases of an emergency). Disasters do not respect jurisdictional boundaries and it is critical to have an established network that can work together.

Many of the same personnel and resources used for day-to-day activities will be employed during emergencies. Because personnel and equipment resources are finite, the County may be overwhelmed and need to suspend routine functions, redirect personnel and prioritize limited critical resources. County resource coordination includes forecasting needs and identifying and obtaining additional assistance and resources for emergency response agencies. Assets may be obtained from mutual aid partners, the private sector, NGOs, State, and/or Federal government assets.

4.2 Incident Command System

In Oregon, implementation of NIMS and ICS is mandatory during an emergency incident. NIMS is a comprehensive, national approach to incident management, applicable to all jurisdictional levels and across functional disciplines. ICS, a standardized, flexible, scalable all-hazard incident management system, is designed to be active from the time an incident occurs until the requirement for management and operations no longer exists.

The ICS structure can be expanded or contracted, depending on the incident’s changing conditions. ICS positions can be staffed and operated by qualified

5. Command and Control

personnel from any emergency service agency and may involve personnel from a variety of disciplines. As such, the system can be utilized for any type or size of emergency, ranging from a minor incident involving a single unit to a major emergency involving several agencies and spanning numerous jurisdictions. ICS allows agencies to communicate using common terminology and operating procedures and allows for effective coordination and allocation of resources throughout an incident's duration.

4.3 Phases of Emergency Management

Emergency management all-hazard planning activities are divided into four phases that require different types of organization and preparation. The functions performed during an emergency are not hazard specific. These four phases are: Preparedness, Response, Recovery and Mitigation. The County EOP focuses on providing strategic guidance and practical tools for conducting emergency operations primarily during the response phase.

This plan is integral to all responsibilities and functions during all four phases of emergency management that are briefly described in Figure 4-1.

Figure 4-1 Phases of Emergency Management

Mitigation and Prevention activities seek to eliminate or reduce a disaster's likelihood and/or consequences. They involve actions to protect lives and property from threats as well as long-term activities that lessen the undesirable effects of unavoidable hazards.

Preparedness activities serve to develop and/or enhance the response capabilities that will be needed should an emergency arise. Planning, training, and exercises are the major activities that support preparedness.

Recovery is both a short-term and long-term process. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public. Long-term recovery focuses on restoring the community to its normal, or improved, state of affairs.

Response is the provision of emergency services during a crisis. These activities help to reduce casualties and damage and speed recovery. Activities include warning, protective actions, rescue, and other such operations. Response is the focus of this EOP.

5. Command and Control

4.4 Emergency Operations Center

The County EOC is a facility with a management structure that acts as a centralized location to facilitate direction and coordination in large-scale emergency situations. CCEM oversees the functional operations of the EOC to ensure that response and recovery activities are performed in accordance with NIMS and ICS principles. Critical response/recovery objectives include but are not limited to:

- Maintain county-wide situational awareness
- Coordinate adequate communications
- Obtain and coordinate limited critical resources
- Provide crisis communications and public information
- Evaluate hazards and formulate contingency plans
- Support continuity of operations for essential County functions
- Facilitate recovery processes

4.4.1 EOC Activation Levels

A CCEM Duty Officer is on-call 24 hours a day, 7 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 CCEM staff are tasked to support the incident and are operating outside their normal scope of day-to-day business activities. CCEM 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 CCEM staff and any EOC staff already engaged in incident monitoring and assessment.

4.4.1.1 Level 1 - Monitoring and Assessment

In some instances, the EOC and/or DOC 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 CCEM 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

5. Command and Control

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. CCEM will determine initial staffing. EOC Command will determine which portions of the EOP to activate.

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.

4.5 Alert and Notification

CCEM will monitor developing or occurring hazardous events, evaluate the need for activation of the EOC or DOCs, confer with department representatives and make notifications for EOC activation. CCEM 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. Oregon Emergency Management will be notified of all Level 3 activations.

4.6 Response Priorities

Response activities are taken immediately after an incident and a transition into recovery activities will take place as soon as conditions permit. Both response and recovery activities can take place concurrently until the life safety and protective actions are completed.

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

4.7 Recovery Priorities

It is the responsibility of government to assist the public and private sector with recovery from disaster. A widespread disaster will likely impact the ability of businesses to function, disrupt employment, interrupt government services and impact tax revenues. Recovery is one of the four phases of emergency management. This EOP is not a recovery plan; that document is a separate endeavor. However, both response and recovery activities often take place

5. Command and Control

concurrently until life safety and protective actions are completed. Recovery operations are the actions taken to protect lives and property while helping impacted areas of the County meet basic needs and resume self-sufficiency; returning to a “new normal” for the community.

1. **Damage Assessment:** Determine structure impacts to the County
2. **Debris Removal:** Coordination of debris collection and removal
3. **Infrastructure Restoration**

Short-term recovery involves the restoration of critical services such as communications, water supply, sewage service, emergency medical capabilities and power, as well as garbage and debris removal. These functions must recover early in the incident to support life, health and safety of the population, and to support response missions.

4.8 Inter-jurisdictional Coordination

4.8.1 Cities

The executive officer or governing body of each incorporated municipality is responsible for emergency services within that jurisdiction, with succession of authority established by each city. Oregon Revised Statutes (ORS) 401 provides that a city may establish an Emergency Management Agency (EMA) and appoint an Emergency Program Manager. Cities that choose to establish an EMA will coordinate their emergency management program activities with CCEM.

Most cities have enacted emergency ordinances granting them authority to declare an emergency and impose emergency measures to protect citizens and keep the peace. Cities will typically declare an emergency to invoke emergency powers and/or request resource assistance.

Cities are asked to notify the County as soon as practical of an incident within their boundaries and to keep the County apprised of the incident situation, including the city’s intention to request assistance and/or enact an emergency declaration. The County will alert adjoining jurisdictions and coordinate resource needs, emergency declarations, emergency area boundaries and emergency measures. Cities are encouraged to develop their own EOPs and to work closely with CCEM to integrate mitigation, 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 an emergency. A copy of the agreement and list of participating jurisdictions is available in the EOC Library.

5. Command and Control

4.8.2 County

The BCC exercises overall direction and control of all emergency operations and resources in the County. Pursuant to ORS Chapter 401 and County Code 6.03, the:

- Clackamas County Administrator is designated as the Emergency Program Manager.
- Department of Emergency Management is designated the Emergency Management Agency for the county

Day-to-day management of the program is delegated to the Department Director who administers the emergency management program in collaboration with cities, special districts and regional and state counterparts.

4.8.3 Special Districts

Special districts have a separate system of governance with service areas that often overlap multiple city and county boundaries. Some special districts provide primary emergency response for incidents in their districts using their own plans, policies and procedures which are coordinated with county and city emergency plans. Most special district incident response is limited to activities directly related to their facilities/service(s). They rely on joint response with public safety partners to handle a major incident.

Special districts are encouraged to collaborate with local government to coordinate 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 an emergency. A copy of the agreement and current participants is available in the EOC Library.

4.8.4 Other Resources

Nonprofit, private-sector and volunteer organizations serve vital roles in responding to emergencies, maintaining essential community services and critical infrastructure, and meeting the needs of citizens and emergency responders. Many agencies and private-sector partners support incident activities in the County, including the American Red Cross, Clackamas Amateur Radio Emergency Service (CARES), hospitals, schools, organizations serving access and functional needs populations, and public utilities. These organizations implement their own emergency plans and procedures and coordinate incident response activities with the County EOC.

5. Command and Control**4.8.5 Regional**

The 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.

4.8.6 State Government

If the County requires resources or capabilities beyond those provided on a day-to-day basis or through its mutual aid arrangements, Incident Command, with the assistance of CCEM, will request assistance through an Emergency Declaration. The Oregon Emergency Management (OEM) forwards declarations to the governor, coordinates state resources and response, and seeks a Governor's Declaration if necessary. OEM may also request assistance through the Emergency Management Assistance Compact (EMAC) which establishes procedures for interstate mutual aid.

4.8.7 Federal Government

If an incident exceeds local and state government and mutual aid capabilities, OEM will request assistance from the Federal government. Limited assistance may be provided through a specific request to a single agency (U.S. Forest Service or Army Corps of Engineers, for example), but Federal support is generally provided under the Stafford Act through implementation of the National Response Framework (NRF). Federal assets in support of local and State operations are usually coordinated through a federal disaster field office.

Federal assistance will be provided under one or more of the 15 Emergency Support Functions (ESF) used by the federal government to mobilize and deploy Federal resources. A primary Federal agency is designated for each ESF, with other agencies providing support. The EOC Logistics Section will coordinate all ESF activities in the County.

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Direction and Control

5.1 Incident Management

5.1.1 General

From routine emergencies handled by a single on-scene Incident Commander (IC) to a major disaster impacting the entire County or region and managed by EOC Unified Command (UC), all emergency response operations will adhere to the principles of the National Incident Management System (NIMS) and the Incident Command System (ICS).

Emergency management staff develop emergency plans and procedures and train County employees on their roles in the EOC. The staff work with Incident Command/Unified Command (IC/UC) to coordinate the Emergency Declaration process and ensure that the County Administrator and BCC remain informed throughout the incident. CCEM staff serve in the EOC Unified Command and also assume the role of EOC Manager, ensuring adequate EOC staffing and operations and facilitating interagency and multi-jurisdictional collaboration and coordination.

5.1.2 Jurisdictional Authority

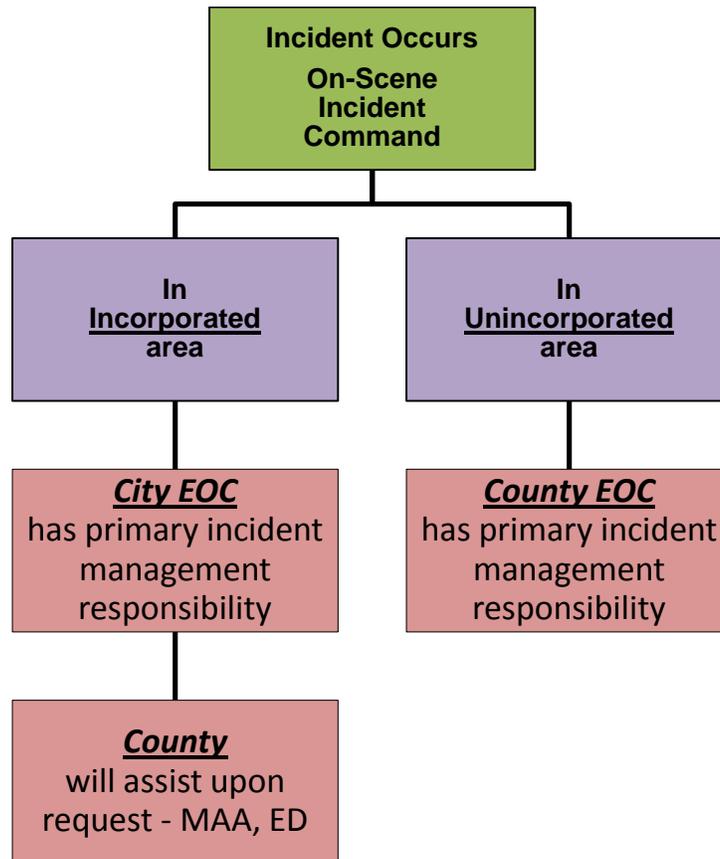
The jurisdiction in which the incident occurs has jurisdictional authority and primary responsibility for managing the incident:

- 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

5. Command and Control

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 5-1 Incident Management in Clackamas County



All jurisdictions with incident management responsibility are likely to activate their EOCs in a major incident. EOC staff coordinate resources in support of field activities, share incident information, conduct multi-agency planning and operate the Joint Information System. All participating agencies/jurisdictions collaborate to establish and maintain a Common Operating Picture.

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.

5.2 Emergency Operations Center

Pre-designated EOC staff members are specially trained to perform incident actions in support of field operations and to coordinate multi-agency response.

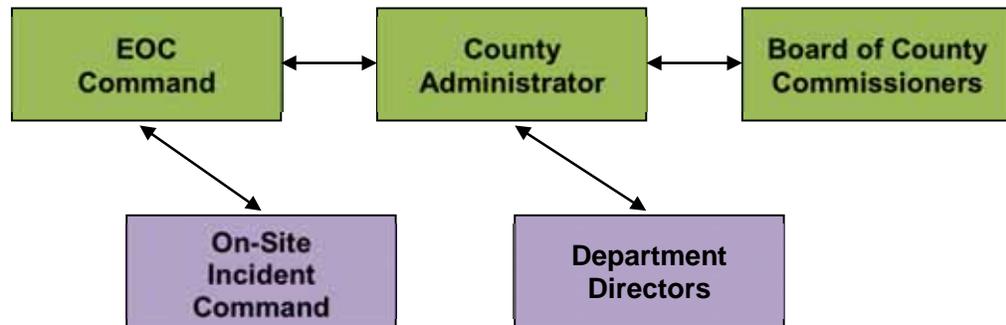
5. Command and Control

The EOC coordinates closely with cities and special districts through the EOC Liaison in order to develop and maintain county-wide/regional situational awareness. The EOC is organized and operates in accordance with NIMS principles using ICS to manage incidents.

The County’s primary EOC is collocated with CCEM and C-COM (9-1-1 public safety answering point) offices at 2200 Kaen Road, Oregon City, OR, 97045. The alternate EOC is located at the County Clerk offices, 1710 Red Soils Court, Oregon City, Oregon, 97045.

The following chart reflects the communication flow between County officials/agencies and the EOC during emergencies.

Figure 5-2 Communication Flow between County Officials/ Agencies during Emergencies



5.3 Department Operating Centers

Department Operations 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 county-wide.

The DOCs will work to restore their department’s critical business functions and will take action on 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. 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

5.4 EOC Emergency Management Organization

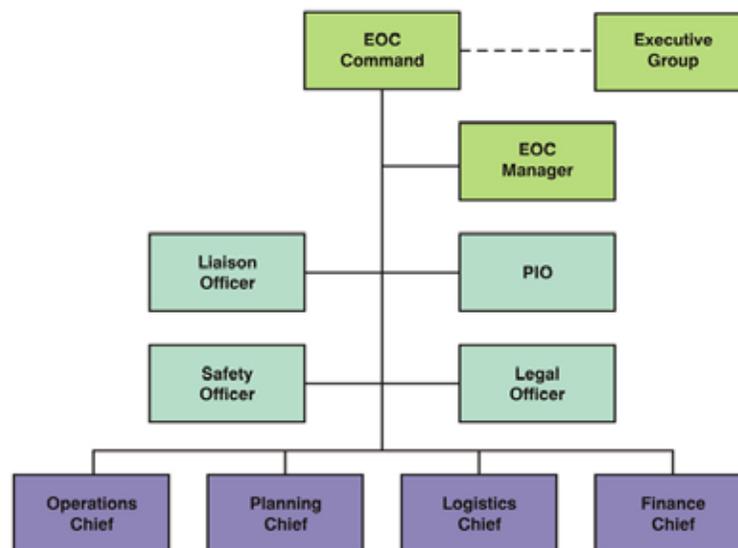
Incident Command may be conducted in the field or through the EOC and may require selective or full EOC staff support as conditions warrant. The IC/UC has authority to prioritize response and recovery activities and to allocate County resources to meet incident needs.

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

- Emergency Management (CCEM 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).

The four primary general staff positions are: Operations, Logistics, Planning and Finance, which apply in a routine emergency, organizing for a major event or managing a major response to a disaster. In small incidents these general staff positions may be managed by the IC. Larger incidents usually require establishing separate sections within the ICS organization with each section overseen by a general staff member (commonly referred to as a “Section Chief”) who reports directly to the EOC Command. The County EOC has established a command structure, supporting activation procedures, operational procedures and position checklists compliant with NIMS/ICS. This information is available through the Emergency Management Director and is maintained in the EOC Library. A typical ICS organizational chart for the County is presented in Figure 5-1.

Figure 5-3 Example of an ICS for Clackamas County



5. Command and Control

In certain instances, more than one ICS position may be managed by a single staff person due to limited personnel and resources available in the County. Thus, it is imperative that all EOC personnel are familiar with ICS functions other than those they are primarily assigned to in order to promote redundancy. Regular exercises with EOC staff testing alternative functional areas will improve overall EOC operation efficiency and add depth to existing County emergency management and response organizations.

Additional information regarding the County's emergency management organization command structure and EOC operations is provided in ESF 5 – Emergency Management.

Plain language will be used during any multi-jurisdictional emergency response occurring in the County and is essential to public safety; especially the safety of first responders and those affected by the incident. The use of common terminology enables area commanders, state and local EOC personnel, Federal operational coordinators and responders to communicate clearly with one another and effectively coordinate response activities; regardless of the size, scope or complexity of the incident. The ability of responders from different jurisdictions and different disciplines to work together depends greatly on their abilities to communicate with each other.

Current training and operational requirements set forth under NIMS have been adopted and implemented by Clackamas County. Training requirements apply to all first responders and disaster workers including first-line supervisors, middle managers, and command and general staff. See Chapter 6 for a list of identified positions and training requirements.

5.4.1 Executive Group (EG)

The Executive Group for the County is comprised 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, Emergency Management Director or designee, County Counsel, County Public and 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 including but not limited to:

- Policy-level decisions as presented for consideration.
- Fiscal authorizations.
- Coordination with other executive authorities which may include regional stakeholders.
- High-level conflict resolution.

5. Command and Control

- 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 are convened when the County Administrator, Emergency Management Director or EOC Command requests that the group assemble.

5.4.2 Command Staff

5.4.2.1 EOC 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 (UC) allows the IC position to be shared among several agencies and organizations that maintain jurisdiction. UC members work to resolve county-wide 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. Representatives from the Fire Defense Board, Sheriff's Office, H3S, DTD and CCEM comprise 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.

5.4.2.2 Emergency Manager

CCEM staff fills the role to provide overall coordination for EOC activities. They act as coaches to ensure the facilities, staff and operational activities are efficient and effective. Primary duties include:

- Identify staff for operational periods.

5. Command and Control

- Monitor overall EOC processes for interface, networking and efficiency.
- Ensure equipment is functional and staff have tools needed to accomplish their assignments.
- Coordinate with external emergency management counterparts.
- Provide alternatives for functional gaps as they arise.

5.4.2.3 Public Information Officer

Public and Government Affairs provides a lead PIO and support staff for the JIC. The County public message is coordinated with county-wide and regional stakeholders in order to provide consistent, timely and accurate information. Primary duties include:

- Coordinate alert and warning messages to the public and County employees.
- Work with the media to provide incident information.
- Ensure effective joint information system is implemented.

5.4.2.4 Safety Officer

The Department of Employee Services provides the Safety Officer. Assigned staff plays dual roles that include safety and risk management much like they represent daily for County operations. Primary duties include:

- Implement the EOC Security Plan.
- Evaluate EOC operations for safety considerations.
- Coordinate crisis counseling to staff as needed.
- Participate in strategy development to avoid risks associated with tactical operation plans such as evacuation and sheltering.

5.4.2.5 Legal Officer

County Counsel provides legal counsel. Primary duties include:

- Develop the Emergency Declaration with EOC Command to ratify with the BCC.
- Research and provide counsel on issues with perceived legal consequence.
- Provide representation to the Executive Group.

5. Command and Control**5.4.2.6 Liaison Officer**

Specific liaison roles may be incorporated into the command structure depending on the type of the emergency incident. When the EOC is activated there is always a liaison role for the interface with cities and other key responding organizations. In a large scale event there may be an expanded role to include additional staff to coordinate information transfer and visitations by senior and elected officials. Primary duties include:

- Serve as the point of contact for local government offices, agency representatives and stakeholders
- Coordinate information with the JIC to provide incident updates among interagency contacts

5.4.3 General Staff**5.4.3.1 Operations Chief**

Primary duties of the Operations Chief include:

- Ensure that operational objectives and assignments identified in the EOC Incident Action Plan are carried out effectively.
- Coordinate with first responder incident command posts (ICPs) to share critical incident information and support needs.
- Coordinate logistical support for discipline specific resource needs such as law enforcement, health and fire.
- Coordinate human service needs such as shelter, water, pets and volunteers.
- Manage damage assessment practices and coordinate information
- Support public works county-wide.

5.4.3.2 Planning Chief

Primary duties of the Planning Chief include:

- Forecast future needs of the response effort and identify alternative strategies based on the forecasts.
- Collect, analyze and display situation information.
- Prepare periodic situation reports to share with key stakeholders.
- Prepare and distribute the EOC Action Plan.
- Provide documentation services.

5. Command and Control

- Coordinate with subject matter experts

5.4.3.3 Logistics Chief

Primary duties of the Logistics Chief include:

- Provide procurement authorization and facilitate ordering, allocation and tracking of resources.
- Responsible for the facilities and food management for the EOC.
- Maintain Communications Plan and internal communication capabilities.
- Support Public Inquiry Center.
- Coordinate EOC staff transportation needs.
- Manage EOC staff employee issues.
- Coordinate of mutual aid and resource procurement.
- Provide technical support services.

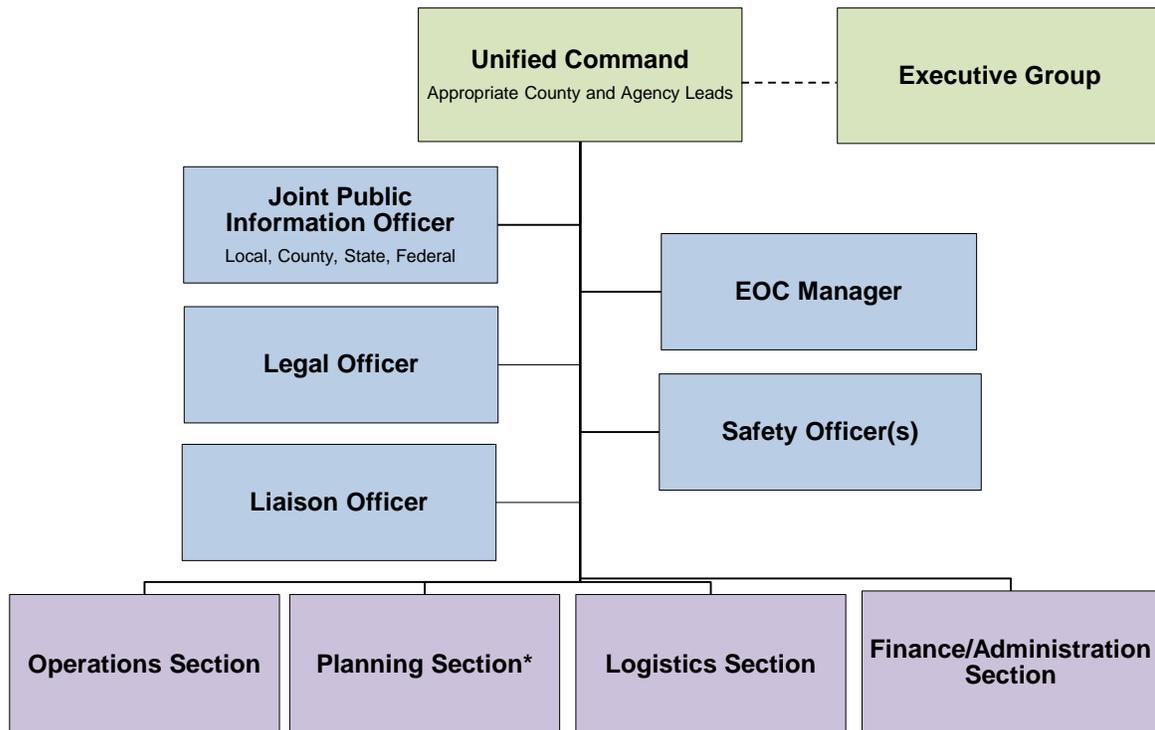
5.4.3.4 Finance Chief

Primary duties of the Finance Chief include:

- Maintain accounting, procurement and personnel time records.
- Conduct cost analysis and projections.
- Collate damage costs.
- Prepare Initial and Preliminary Damage Assessment reports.
- Ensure that financial records are maintained.
- Provide Public Assistance coordination.

5. Command and Control

Figure 5-4 Example of Unified Command for Clackamas County



*Note: In addition, an Intelligence Section would be incorporated into the command structure in response to incidents of national significance or those presumed or confirmed to be terrorist-related. The intelligence section may be located in Command or the Planning Section depending on the incident.

6

Plan Development, Maintenance and Implementation

6.1 Plan Review and Maintenance

At a minimum, this EOP will be formally reviewed and re-promulgated every five years to comply with State and NIMS requirements. This review will be coordinated by the Emergency Management 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 and
- Evaluate the procedures outlined in this plan to ensure their continued viability.

In addition, lead agencies will review the annexes and appendices assigned to their respective departments. A more frequent schedule for plan review and revision may be necessary.

Recommended changes should be forwarded to:

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

6.2 Training Program

CCEM specifically coordinates training for County personnel and encourages them to participate in trainings hosted by other jurisdictions throughout the region.

Current training and operational requirements set forth under the NIMS have been adopted and implemented by the County. CCEM maintains records and lists of training that the department provides or hosts. Training requirements apply to all first responders and disaster workers, including first-line supervisors, middle management, and command and general staff. NIMS identifies these positions as follows:

- Emergency Medical Service (EMS) personnel.

6. Plan Development, Maintenance and Implementation

- Firefighters.
- Law enforcement personnel.
- Public works/utility personnel.
- Skilled support personnel.
- Other emergency management response personnel and
- Support/volunteer personnel at all levels.

Table 6-1 provides the minimum training requirements for the County’s emergency personnel.

Table 6-1 Minimum Training Requirements

Emergency Personnel	Training Required
Emergency Managers and Incident Commanders	ICS-100, -200, -300, -400 IS-700, 701, 703, 704, 706, 800
Other Command Staff, Section Chiefs, and Deputy Section Chiefs	ICS-100, -200, -300 IS-700, 701, 702, 703, 704, 706
All other EOC personnel and first responders	ICS-100, -200 IS-700, 704
All other emergency response personnel, including volunteers	ICS-100 IS-700, 704
<i>Independent study courses can be found at http://training.fema.gov/IS/crslist.asp.</i>	

Note: IS-702 is for Public Information Officers.

6.3 Exercise Program

The County 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. These exercises will consist of a variety of tabletop exercises, drills, functional exercises, and annual full-scale exercise.

6.4 Event Critique and After Action Reporting

In order to document, track lessons learned and implement corrective actions from exercises, CCEM will conduct a review or “hot wash,” with exercise participants after each exercise. CCEM will also coordinate an After Action Report (AAR), which will describe the objectives of the exercise and document the gaps and corrective measures. Reports on all Emergency Management Performance Grant (EMPG) funded exercises will be forwarded to OEM as required through the Emergency Management Exercise Reporting System (EMERS).

6. Plan Development, Maintenance and Implementation

Likewise, reviews and AARs will be conducted after actual disasters to identify any needed improvements and corresponding corrective measures. These reports will also be forwarded to OEM.

6.5 Community Outreach and Preparedness Education

Citizen preparedness and education are vital components of the County's overall readiness. The County maintains an active community preparedness and education program to promote individual and family preparedness, as well as promoting actions to build resilience and sustainability in the community. These pre-disaster actions can save lives, promote neighbors helping neighbors and accelerate disaster recovery. Information about the County's public education programs, hazard and mitigation information, current alerts and other emergency management and emergency services can be found on the County's website at:

www.co.clackamas.us/emergency/

6. Plan Development, Maintenance and Implementation

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Sample Disaster Declaration Forms

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**In the Matter of Declaring a Local State of
Emergency and Declaring Emergency Measures**

**ORDER NO. _____
Page 1 of 3**

WHEREAS, ORS 401.305 provides authority for Clackamas County to act as an emergency management agency, including authority to establish policies and protocols for defining and directing responsibilities during time of emergency; and

WHEREAS, Clackamas County has enacted a local ordinance (County Code Chapter 6.03) pursuant to the authority granted by ORS Chapter 401, that provides for executive responsibility in times of emergency and specifically delegates authority to declare a state of emergency to the County Chair, Vice-Chair (if Chair is unavailable), Remaining Board Member(s) (if Vice-Chair is unavailable) and County Administrator or designee (if Remaining Board Member(s) is unavailable); and

WHEREAS, the following conditions have resulted in the need for a state of emergency:

WHEREAS, the following damage to life and property can be expected from the above conditions:

WHEREAS, the entire County is in a state of emergency.

WHEREAS, County Code Chapter 6.03 and ORS 401.309 authorizes certain actions to be taken during a state of emergency when necessary for public safety or for the efficient conduct of activities to minimize or mitigate the effects of the emergency; and

WHEREAS, ORS 401.055 provides that upon request of Clackamas County, the Governor may declare a state of emergency by proclamation; and

WHEREAS, a preliminary assessment of property damage or loss, injuries or death is set forth hereinabove; and

WHEREAS, all local resources have, or will likely be, expended, and there is need of the following additional resources from the State:

**In the Matter of Declaring a Local State of
Emergency and Declaring Emergency Measures**

**ORDER NO. _____
Page 2 of 3**

NOW, THEREFORE, IT IS HEREBY ORDERED that

1. XXXXXXXXXXXXXXXXXXXXXXXXXXXX, formally declares a state of emergency for Clackamas County, effective on this XXX day of XXXXXXXXXX, at XXX for the area described above.
2. Upon this declaration of a state of emergency the undersigned official is empowered to assume centralized control of and have authority over all departments and offices of the County, and further the County Department of Emergency Management is empowered to carry out the appropriate functions and duties identified in County Code Chapter 6.03 during times of emergency and shall implement the Clackamas County Emergency Operations Plan.
3. Incident Command shall take all necessary steps authorized by law to coordinate response and recovery from this emergency, including, but not limited to, requesting assistance from the State of Oregon. If this declaration is not ordered by a majority of the Clackamas County Board of Commissioners, it shall be taken before the Board at its next available meeting for ratification.
4. Emergency procurements of goods or services are authorized pursuant to ORS 279B.080, ORS 279C.335(6), ORS 279C.380(4), and Local Contract Review Board Rules C-047-0280 and C-049-0150.

IT IS FURTHER ORDERED that:

5. The following measures are necessary, or may become necessary as determined by Incident Command, for public safety or for the efficient conduct of activities to minimize or mitigate the effects of the emergency (indicate selected measures):

_____ A. Establish a curfew for the area designated as an emergency area which fixes the hours during which all persons other than officially authorized personnel may be upon the public streets or other public places;

_____ B. Prohibit or limit the number of persons who may gather or congregate upon any public street, public place, or any outdoor place within the area designated as an emergency area;

_____ C. Barricade streets and roads, as well as access points onto streets and roads. In addition, prohibit vehicular or pedestrian traffic, or restrict or regulate the same in any reasonable manner in the area designated as an emergency area for such distance or degree of regulation as may be deemed necessary under the circumstances.

_____ D. Evacuate persons from the area designated as an emergency area;

**In the Matter of Declaring a Local State of
Emergency and Declaring Emergency Measures**

**ORDER NO. _____
Page 3 of 3**

_____ E. Close taverns or bars and prohibit the sale of alcoholic beverage throughout Clackamas County or a portion thereof;

_____ F. Commit to mutual aid agreements;

_____ G. Redirect funds for emergency use;

_____ H. Order such other measures as are found to be immediately necessary for the protection of life and/or property. [Codified by Ord. 05-2000, 7/13/00]

6. Emergency measures invoked under 5(H), or that are not selected in section 5 above, may be implemented by Incident Command, provided however that such measures shall be taken before the Clackamas County Board of Commissioners at its next available meeting for ratification.

7. This declaration of emergency shall expire on _____XXXXXXXXXX_____ (no later than two weeks from signature date).

DATED this XX day of XXXXXXXXXX

BOARD OF COUNTY COMMISSIONERS

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Mutual Aid Agreements

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Appendix B Mutual Aid Agreements

Concept

Early identification of resources that are or may become critical during an incident is key to ensuring that required resources are available on a timely basis. Local governments are expected to meet initial resource requirements using locally owned, contract and mutual aid resources. If additional resources are required, cities and special districts should request County assistance. If the County cannot satisfy the request using owned, contract or mutual aid resources, it will forward a request for assistance to the state. In a situation where multiple incidents are competing for scarce resources, it may be necessary to cease mutual aid resource sharing in order to centrally manage and allocate critical resources.

Mutual Aid

Mutual aid is an important component of incident resource management and can take several forms:

Automatic Mutual Aid

Day-to-day incident response agencies (fire, law enforcement, EMS) 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 can assume automatic approval to the extent that the protocols allow. Automatic mutual aid is discipline-specific and normally has no reimbursement provision. Fire agencies have several discipline-specific mutual aid processes in-place beyond automatic mutual aid, including district-district; Fire Defense Board to Fire Defense Board; and state-level Conflagration and Mobilization agreements. Conflagration participation is closely managed by the state and costs are fully reimbursed. Mobilization Plan participation is not centrally managed and has no reimbursement provision. Law Enforcement automatic mutual aid is more loosely structured and does not normally include reimbursement.

2011 Inter-County Mutual Aid Agreement – (Modified 2005 agreement)

In 2005, an inter-county mutual aid agreement was initiated by a group of Oregon counties to establish an emergency resource-sharing network. This county-to-county agreement provides for resource assistance in the form of equipment, supplies, personnel, and services. It 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. Clackamas County ratified the 2011 agreement.

Appendix B. Mutual Aid Agreements**2011 Intra-County Mutual Aid Agreement (Modified 2006 agreement)**

In 2011, Clackamas County updated the 2006 agreement that models the county-to-county emergency aid agreement to develop an intra-county mutual aid network between the County, cities and special districts. Fiscal terms and conditions are stated in the agreement.

Portland Metropolitan Area Transportation (PMAT) Co-Operative IGA

May 2008, Portland regional cooperative agencies signed an IGA to share equipment and materials for public works, construction, operations, maintenance and related activities. While the agreement is intended for day-to-day activities, the Parties have informally agreed to share resources in emergencies.

Oregon Public Works Emergency Response Cooperative Assistance

Administered by ODOT

Parties of the agreement are responsible for the construction and maintenance of public facilities such as street, road, highways, sewer, water and related systems.

Parties to the agreement may engage in reciprocal emergency aid for personnel, equipment and other support functions. Fiscal terms are worked at the time of request.

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 resource assistance provided under the intra-state compact, a reimbursement request must be made and agreed to in writing—before any resources are dispatched.

Emergency Management Assistance Compact (EMAC)

Established in 1996, EMAC is a mutual aid agreement and partnership between member states for disaster assistance. EMAC is administered by the National Emergency Management Association and provides overall policy direction for EMAC operations. Oregon has an agreement approved by the Attorney General and administered by OEM.

Other agreements

Regional hospitals have mutual aid agreements among themselves. Clackamas County is not a party to the agreement. Should requests come from hospitals to the County, the expectation is that they would seek to first fill the request from their mutual aid partners.

Appendix B. Mutual Aid Agreements

Law and Fire both have discipline specific agreements.

There are other forms of agreements such as Inter-Governmental Agreements that really speak more to agreements agency to agency and are not inclusive.

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Maps

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Appendix C-1 – Map of Clackamas County

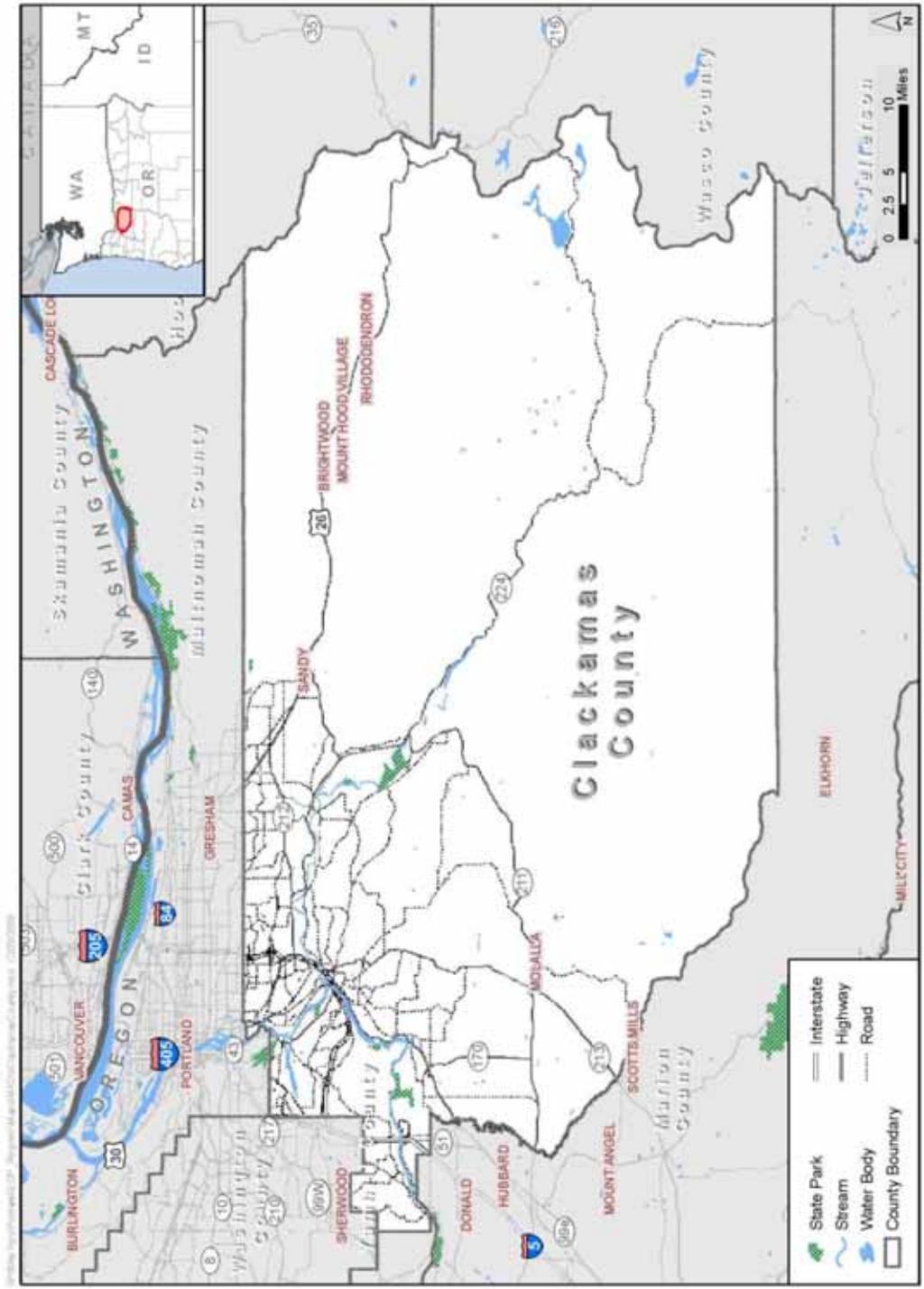
Appendix C-2 – Map of Incorporated Cities

Appendix C-3 – Map of Fire District Boundaries

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Appendix C-1 Map of Clackamas County

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Clackamas County
Emergency Operations Plan

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Appendix C-2 Map of Incorporated Cities

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Appendix C-3 – Map of Fire District Boundaries

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References

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Federal

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- Oregon Revised Statutes (ORS)
 - Chapter 401 – Emergency Management and Services
 - Chapter 402 – Emergency Mutual Assistance Agreements
 - Chapter 403 – Public Communications Systems
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- Office of the State Fire Marshal. Oregon Fire Services Mobilization Plan. March 2004.

County

- Clackamas County Code Section 6.03
- Clackamas County Resolution 2005-26, February 2005
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Acronyms and Glossary

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Appendix E. Acronyms and Glossary

Acronyms

AAR	After Action Report
ALS	Advanced Life Support
ARC	American Red Cross
ASA	Ambulance Service Area
BCC	Board of County Commissioners
BLS	Basic Life Support
CAD	Computer-Aided Dispatch
CARES	Clackamas Amateur Radio Emergency Services
CAT	Canby Area Transit
CBRNE	Chemical, Biological, Radiological, Nuclear, Explosive
CCEM	Clackamas County Emergency Management
CCENS	Clackamas County Emergency Notification System
C-COM	Clackamas County Communications (9-1-1)
CCSO	Clackamas County Sheriff's Office
CDC	Center for Disease Control
CEMP	Comprehensive Emergency Management Plan
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CERT	Community Emergency Response Team
CFR	Code of Federal Regulations
CHEMTREC	Chemical Transportation Emergency Center
COAD	Community Organizations Active in Disaster
COOP	Continuity of Operations Plan
COP	Common Operating Picture
CST	Civil Support Team
DAU	Damage Assessment Unit
DEQ	Oregon Department of Environmental Quality
DHS	Department of Homeland Security
DMAT	Disaster Medical Assistance Team
DMORT	Disaster Mortuary Operational Response Team
DOC	Department Operations Center

Appendix E. Acronyms and Glossary

DOE	Oregon Department of Energy
DOT	United States Department of Transportation
DPMU	Disaster Portable Morgue Units Team
DTD	Department of Transportation and Development
EAS	Emergency Alert System
ECC	Emergency Coordination Center
EG	Executive Group
EM	Emergency Management
EMA	Emergency Management Agency
EMAC	Emergency Management Assistance Compact
EMO	Emergency Management Organization
EMP	Emergency Management Plan
EMP	Emergency Management Plan
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EPA	United States Environmental Protection Agency
ESF	Emergency Support Function
ETR	Emergency Transportation Route
FDB	Fire Defense Board
FEMA	Federal Emergency Management Agency
FOUO	for official use only
FSA	Farm Services Agency
GIS	Geographical Information System
H3S	Health, Housing and Human Services
HAN	Health Alert Network
HAZMAT	Hazardous Materials
HIVA	Hazard Identification and Vulnerability Assessment
HSAS	Homeland Security Advisory System
HSPD	Homeland Security Presidential Directive
IA	Incident Annex
IAP	Incident Action Plan
IC	Incident Commander

Appendix E. Acronyms and Glossary

ICP	Incident Command Post
ICS	Incident Command System
IDA	Initial Damage Assessment
IGA	intergovernmental agreement
IMT	Incident Management Team
IP	Improvement Plan
IS	Clackamas County Information services
JIC	Joint Information Center
JIS	Joint Information System
LEDS	Law Enforcement Data System
LNO	Liaison Officer
LOCOM	Lake Oswego Communications (9-1-1)
MCI	mass casualty incident
ME	Medical Examiner
MEDU	Metro Explosive Disposal Unit
MHz	megahertz
MOU	Memorandum of Understanding
NAWAS	National Warning System
NDMS	National Disaster Medical System
NIMS	National Incident Management System
NPRT	National Pharmacy Response Team
NRF	National Response Framework
NWS	National Weather Service
OAR	Oregon Administrative Rules
ODA	Oregon Department of Agriculture
ODOT	Oregon Department of Transportation
OEM	Oregon Emergency Management
OERS	Oregon Emergency Response System
OR DHS	Oregon Department of Human Services
ORS	Oregon Revised Statutes
ORVOAD	Oregon Voluntary Organizations Assisting in Disaster
ORWARN	Oregon Water/Wastewater Agency Response Network

Appendix E. Acronyms and Glossary

OSP	Oregon State Police
PDA	Preliminary Damage Assessment
PETS	2006 Pets Evacuation and Transportation Standards
PGA	Public and Governmental Affairs
PIO	Public Information Officer
POC	Point of Contact
POD	Point of Dispensing
PPE	Personal Protective Equipment
PSAP	Public Safety Answering Point (9-1-1)
SAM	Sandy Area Metro
SAR	Search and Rescue
SARA	Superfund Amendments and Reauthorization Act
SAT	Situation Assessment Team
SCTD	Molalla South Clackamas Transportation District
SITREP	Situation Report
SMART	Wilsonville South Metro Area Regional Transit
SME	Subject Matter Expert
SNS	Strategic National Stockpile
SOG	Standard Operating Guide
SOP	Standard Operating Procedure
SWAT	Special Weapons and Tactics
TITAN	Terrorism Information and Threat Assessment Network
TriMet	Tri-County Metropolitan Transportation District of Oregon
TVF&R	Tualatin Valley Fire and Rescue
UASI	Urban Area Security Initiative
UC	Unified Command
USAR	Urban Search and Rescue
USCG	United States Coast Guard
USDA	United States Department of Agriculture
USGS	United States Geologic Survey
VMAT	Veterinary Medical Assistance Team
VOIP	voice-over internet protocol

Appendix E. Acronyms and Glossary

WCCA	Washington County Consolidated Communications Agency
WHO	World Health Organization
WMD	Weapons of Mass Destruction

Glossary of Key Terms

Actual Event: A disaster (natural or man-made) that has warranted action to protect life, property, environment, public health or safety. Natural disasters include earthquakes, hurricanes, tornadoes, floods, etc.; man-made (either intentional or accidental) incidents can include chemical spills, terrorist attacks, explosives, biological attacks, etc.

After Action Report: The After Action Report documents the performance of exercise or event related tasks and makes recommendations for improvements. The Improvement Plan outlines the actions that the exercising jurisdiction(s) plans to take to address recommendations contained in the After Action Report.

Agency: A division of government with a specific function offering a particular kind of assistance. In ICS, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance).

Agency Representative: A person assigned by a primary, assisting or cooperating State, local or tribal government agency or private entity 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.

All Hazards: Encompassing any kind of hazard, natural or human caused

Area Command (Unified Area Command): An organization established (1) to oversee the management of multiple incidents that are each being handled by an ICS organization or (2) to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multi-jurisdictional. Area Command may be established at an emergency operations center facility or at some location other than an incident command post.

Assessment: The evaluation and interpretation of measurements and other information to provide a basis for decision-making.

Assignments: Tasks given to resources to perform within a given operational period that are based on operational objectives defined in the IAP.

Appendix E. Acronyms and Glossary

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 also Supporting Agency.

Audit: Formal examination of an organization's or individual's accounts; a methodical examination and review.

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

Branch: The organizational level having functional or geographical responsibility for major aspects of incident operations. A branch is organizationally situated between the section 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.

Chain-of-Command: A series of command, control, executive or management positions in hierarchical order of authority.

Check-In: The process through which resources first report to an incident. Check-in locations include the Incident Command Post, Resources Unit, incident base, camps, staging areas, or directly on the site.

Chief: The ICS title for individuals responsible for management of functional sections: Operations, Planning, Logistics, Finance/Administration and Intelligence (if established as a separate section).

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

Command Staff: In an incident management organization, the Command Staff consists of the Incident Command and the special staff positions of Public Information Officer, Safety Officer, Liaison Officer and Legal Officer, who report directly to the Incident Commander. They may have an assistant or assistants as needed.

Common Operating Picture (COP): A broad view of the overall situation as reflected by situation reports, aerial photography and other information or intelligence.

Communications Unit: An organizational unit in the Logistics Section responsible for providing communication services at an incident or an EOC. A Communications Unit may also be a facility (e.g., a trailer or mobile van) used to support an Incident Communications Center.

Appendix E. Acronyms and Glossary

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

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

Corrective Action: Improved procedures that are based on lessons learned from actual incidents or from training and exercises.

Corrective Action Plan: A process implemented after incidents or exercises to assess, investigate, and identify and implement appropriate solutions to prevent repeating problems encountered.

Critical Infrastructure: Systems and assets, whether physical or virtual, so vital to the United States that the incapacity or destruction of such systems and assets would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters. (Department of Homeland Security, National Response Plan (December 2004), 64.)

Deputy: A fully qualified individual who, in the absence of a superior, can be delegated the authority to manage a functional operation or 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 can be assigned to the Incident Commander, General Staff and Branch Directors.

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

Disciplines: A group of personnel with similar job roles and responsibilities. (e.g. law enforcement, firefighting, EMS, public works).

Division: The partition of an incident into geographical areas of operation. Divisions are established when the number of resources exceeds the manageable span of control of the Operations Chief. A division is located within the ICS organization between the branch and resources in the Operations Section.

Emergency: Absent a Presidential declared emergency, any incident(s), human-caused or natural, 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.

Emergency Management Assistance Compact: The Emergency Management Assistance Compact is an interstate mutual aid agreement that allows States to assist one another in responding to all kinds of natural and man-made disasters. It is administered by the National Emergency Management Association.

Appendix E. Acronyms and Glossary

Emergency Operations Center: The physical location at which the coordination of information and resources to support domestic incident management 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, and medical services), by jurisdiction (e.g., Federal, State, regional, County, City, tribal), or some combination thereof.

Emergency Operations Plan: The ongoing plan maintained by various jurisdictional levels for responding to a wide variety of potential hazards.

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

Emergency Response Provider: Includes State, local, and tribal emergency public safety, law enforcement, emergency response, emergency medical (including hospital emergency facilities), and related personnel, agencies, and authorities. See Section 2 (6), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002). Also known as Emergency Responder.

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

Evaluation: The process of observing and recording exercise activities, comparing the performance of the participants against the objectives, and identifying strengths and weaknesses.

Event: A planned, non-emergency activity. ICS can be used as the management system for a wide range of events, e.g., parades, concerts, or sporting events.

Exercise: Exercises are a planned and coordinated activity allowing emergency management personnel (from first responders to senior officials) to demonstrate training and exercise plans; and to practice prevention, protection, response, and recovery capabilities in a realistic but risk-free environment. Exercises are a valuable tool for assessing and improving performance while demonstrating community resolve to prepare for major incidents.

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

Federal Preparedness Funding: Funding designated for developing and/or enhancing State, Territorial, local, and tribal preparedness capabilities. This includes all funding streams that directly or indirectly support Homeland Security initiatives, e.g. Center for Disease Control and Health Resources and Services Administration preparedness funds.

Appendix E. Acronyms and Glossary

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

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.

Group: 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. Groups, when activated, are located between branches and resources in the Operations Section.

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

Homeland Security Exercise and Evaluation Program (HSEEP): A capabilities and performance based exercise program that provides a standardized policy, methodology and language for designing, developing, conducting and evaluating all exercises. The Homeland Security Exercise and Evaluation Program also facilitates the creation of self-sustaining, capabilities-based exercise programs by providing tools and resources such as guidance, training, technology and direct support. For additional information the Homeland Security Exercise and Evaluation Program toolkit can be found at <http://www.hseep.dhs.gov>

Improvement Plan: The After Action Report documents the performance of exercise related tasks and makes recommendations for improvements. The Improvement Plan outlines the actions that the exercising jurisdiction(s) plans to take to address recommendations contained in the After Action Report.

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

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.

Appendix E. Acronyms and Glossary

Incident Command Post: The field location at which the primary tactical-level, on-scene incident command functions are performed. The ICP may be collocated with the incident base or other incident facilities and is normally identified by a green rotating or flashing light.

Incident Command System: A standardized on-scene emergency management construct specifically designed to provide for the adoption of 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 Commander: The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the 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: Can refer to the IC and appropriate Command and General Staff personnel assigned to an incident. An IMT is also referred to as a specialized, ICS typed team deployed to manage the logistical, fiscal, planning, operations, safety and community issues related to the incident.

Incident Objectives: Broad statements of guidance and direction necessary for selecting 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-Specific Hazards: Anticipated events that may or may not occur that require coordinated response to protect life or property, e.g., pandemic flu, avian flu, etc.

Initial Action: The actions taken by those responders first to arrive at an incident site.

Initial Response: Resources initially committed to an incident.

Intelligence Officer: The intelligence officer is responsible for managing internal information, intelligence and operational security requirements supporting incident management activities. These may include information security and operational security activities, as well as the complex task of ensuring that sensitive information of all types (e.g., classified information, law enforcement sensitive information, proprietary information, or export-controlled

Appendix E. Acronyms and Glossary

information) is handled in a way that not only safeguards the information, but also ensures that it gets to those who need access to it to perform their missions effectively and safely.

Interagency: An organization or committee comprised of multiple agencies.

Interoperability: The ability of emergency management/response personnel to interact and work well together. In the context of technology, interoperability also refers to having an emergency communications system that is the same or is linked to the same system that a jurisdiction uses for nonemergency procedures, and that effectively interfaces with national standards as they are developed. The system should allow the sharing of data with other jurisdictions and levels of government during planning and deployment.

Inventory: An itemized list of current assets such as a catalog of the property or estate, or a list of goods on hand.

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

Joint Information System: Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely 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 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., City, County, tribal, State, or Federal boundary lines) or functional (e.g., law enforcement, public health).

Lessons Learned: Knowledge gained through operational experience (actual events or exercises) that improve performance of others in the same discipline. Additional information available at <https://www.llis.dhs.gov/>

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

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

Local Government: A county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of

Appendix E. Acronyms and Glossary

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 organization, 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: Providing resources and other services to support incident management.

Logistics Section: The section responsible for providing facilities, services and material support for the incident.

Major Disaster: As defined under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5122), a major disaster is:

“any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this Act to supplement the efforts and available resources of States, tribes, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.”

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

Mitigation: The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often informed by lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses and the public on measures they can take to reduce loss and injury.

Appendix E. Acronyms and Glossary

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

Multiagency Coordination (MAC) Entity: A multiagency coordination entity functions within a broader multiagency coordination system. It may establish the priorities among incidents and associated resource allocations, deconflict agency policies, and provide strategic guidance and direction to support incident management activities.

Multiagency Coordination Systems: Multiagency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of multiagency coordination systems include facilities, equipment, emergency operation centers (EOCs), specific multiagency coordination entities, personnel, procedures, and communications. These systems assist agencies and organizations to fully integrate the subsystems of the NIMS.

Multi-jurisdictional Incident: An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of an incident. In ICS, these incidents will be managed under Unified Command.

Mutual-Aid Agreement: Written agreement between agencies and/or jurisdictions to assist one another on request, by furnishing personnel, equipment, and/or expertise in a specified manner.

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

National Disaster Medical System: A cooperative, asset-sharing partnership between the Department of Health and Human Services, the Department of Veterans Affairs, the Department of Homeland Security, and the Department of Defense. National Disaster Medical System provides resources for meeting the continuity of care and mental health services requirements of the ESF 8 in the National Response Framework.

National Incident Management System: A system mandated by HSPD-5 that provides a consistent nationwide approach for State, local and tribal governments; the private-sector and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among State, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; multiagency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

Appendix E. Acronyms and Glossary

National Response Framework: A guide to how the Nation conducts all-hazards incident management. It is built upon flexible, scalable, and adaptable coordinating structures to align key roles and responsibilities across the Nation. It is intended to capture specific authorities and best practices for managing incidents that range from the serious but purely local, to large-scale terrorist attacks or catastrophic natural disasters. The National Response Framework replaces the former National Response Plan.

Non-Governmental Organization: An entity with an association that is based on interests of its members, individuals or institutions; not created by a government but may work cooperatively with government. Such organizations serve a public purpose not a private benefit. Examples of Non-Governmental Organizations include faith-based charity organizations and the American Red Cross.

No-Notice Events: An unanticipated occurrence or event, natural or human-caused, that requires an emergency response to protect life or property (e.g. terrorist attacks and threats, wildland and urban fires, floods, hazardous materials spills, nuclear accident, aircraft accident, earthquakes, hurricanes, tornadoes, public health and medical emergencies etc.)

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 not over 24 hours. Clackamas County usually uses a 12-hour operational period.

Operations Section: The section responsible for all tactical incident operations. In ICS it normally includes subordinate branches, divisions, and/or groups.

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

Plain Language: Common terms and definitions that can be understood by individuals from all responder disciplines. The intent of plain language is to ensure the clear and accurate communication of information during an incident. For additional information, refer to http://www.fema.gov/pdf/emergency/nims/plain_lang.pdf.

Planning: A method for developing objectives to be accomplished and incorporated into an Incident Action Plan (IAP).

Planning Meeting: A meeting held as needed prior to 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 IAP.

Appendix E. Acronyms and Glossary

Planning Section: Responsible for the collection, evaluation and dissemination of operational information related to the incident and for the preparation and documentation of the IAP. This section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

Preparedness: The range of deliberate, critical tasks and activities necessary to build, sustain and improve the operational capability to prevent, protect against, respond to and recover from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government and between government and private-sector and nongovernmental organizations to identify threats, determine vulnerabilities and identify required resources. Within the NIMS, preparedness is operationally focused on establishing guidelines, protocols and standards for planning, training and exercises, personnel qualification and certification, equipment certification and publication management.

Preparedness Organizations: The groups that provide interagency coordination for domestic incident management activities in a non-emergency context. Preparedness organizations can include all agencies with a role in incident management for prevention, preparedness, response or recovery activities. They represent a wide variety of committees, planning groups and other organizations that meet and coordinate to ensure the proper level of planning, training, equipping and other preparedness requirements within a jurisdiction or area.

Preplanned Event: A preplanned event is a non-emergency activity. ICS can be used as the management system for events such as parades, concerts or sporting events, etc.

Prevention: Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

Private Sector: Organizations and entities that are not part of any governmental structure. It includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, and private voluntary organizations.

Processes: Systems of operations that incorporate standardized procedures, methodologies and functions necessary to provide resources effectively and efficiently. These include resource typing, resource ordering and tracking, and coordination.

Appendix E. Acronyms and Glossary

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

Public Information Systems: The processes, procedures and systems for communicating timely and accurate information to the public during crisis or emergency situations.

Publications Management: The publications management subsystem includes materials development, publication control, publication supply and distribution. The development and distribution of NIMS materials is managed through this subsystem. Consistent documentation is critical to success because it ensures that all responders are familiar with the documentation used in a particular incident regardless of the location or the responding agencies involved.

Qualification and Certification: This subsystem provides recommended qualification and certification standards for emergency responder and incident management personnel. It also allows the development of minimum standards for resources expected to have an interstate application. Standards typically include training, currency, experience and physical and medical fitness.

Reception Area: A location separate from staging areas where resources report in for processing and out-processing. Reception Areas provide accountability, security, situational awareness briefings, safety awareness, distribution of IAPs, supplies and equipment, feeding, and bed down.

Recovery: The development, coordination and execution of service and site restoration plans; the reconstitution of government operations and services; individual, private-sector, nongovernmental and public-assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental and economic restoration; evaluation of the incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents.

Recovery Plan: A plan developed by a state or local jurisdiction, possibly with assistance from responding Federal agencies, to restore the affected area.

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

Resource Management: Efficient incident management requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under the NIMS includes mutual aid

Appendix E. Acronyms and Glossary

agreements; the use of special state, local, and tribal teams; and resource mobilization protocols.

Resource Typing: Resource typing is the categorization of resources that are commonly exchanged through mutual aid during disasters. Resource typing definitions help define resource capabilities for ease of ordering and mobilization during a disaster. Additional information is available at:

<http://www.fema.gov/emergency/nims/nims/ResourceMngmnt.shtm#item4>

Resource Typing Standard: Categorization and description of response resources that are commonly exchanged in disasters through mutual aid agreements. The FEMA/NIMS Integration Center Resource typing definitions provide emergency responders with the information and terminology they need to request and receive the appropriate resources during an emergency or disaster.

Resources Unit: Functional unit within the Planning Section responsible for recording the status of resources committed to the incident. This unit also evaluates resources currently committed to the incident, the effects additional responding resources will have on the incident, and anticipated resource needs.

Response: Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property and meet basic human needs. Response also includes the execution of emergency operations plans and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.

Safety Officer: A member of the Command Staff responsible for monitoring and assessing safety hazards or unsafe situations and for developing measures for ensuring personnel safety.

Scalability: The ability of incident managers to adapt to incidents by either expanding or reducing the resources necessary to adequately manage the incident, including the ability to incorporate multiple jurisdictions and multiple responder disciplines.

Section: The organizational level having responsibility for a major functional area of incident management, e.g. Operations, Planning, Logistics, Finance/Administration and Intelligence (if established). The section is organizationally situated between the branch and the Incident Command.

Appendix E. Acronyms and Glossary

Span of Control: The number of individuals a supervisor is responsible for, usually expressed as the ratio of supervisors to individuals. (Under the NIMS, an appropriate span of control is between 1:3 and 1:7.)

Staging Area: Location established where resources can be placed while awaiting a tactical assignment. The Operations Section manages Staging Areas.

Standard Operating Procedures: A complete reference document that details the procedures for performing a single function or a number of independent functions.

Standardization: A principle of the NIMS that provides a set of standardized organizational structures (such as the ICS, multi-agency coordination systems, and public information systems) as well as requirements for processes, procedures and systems designed to improve interoperability among jurisdictions and disciplines in various areas including: training; resource management; personnel qualification and certification; equipment certification; communications and information management; technology support; and continuous system improvement. (Department of Homeland Security, National Incident Management System (March 2004), 2.)

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).

Strategic: Strategic elements of incident management are characterized by continuous long-term, high-level planning by organizations headed by elected or other senior officials. These elements involve the adoption of long-range goals and objectives, the setting of priorities, the establishment of budgets and other fiscal decisions, policy development, and the application of measures of performance or effectiveness.

Strategy: The general direction selected to accomplish incident objectives set by the IC.

Strike Team: A set number of resources of the same kind and type that have an established minimum number of personnel.

Supporting Technologies: Any technology that may be used to support the NIMS is included in this subsystem. These technologies include orthophoto mapping, remote automatic weather stations, infrared technology, and communications, among various others.

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.

Appendix E. Acronyms and Glossary

Technical Assistance: Support provided to state, local, and tribal jurisdictions when they have the resources but lack the complete knowledge and skills needed to perform a required activity (such as mobile home park design and hazardous material assessments).

Terrorism: Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources and is a violation of the criminal laws of the United States or of any State or other subdivision of the United States in which it occurs and is intended to intimidate or coerce the civilian population or influence a government or affect the conduct of a government by mass destruction, assassination, or kidnapping. See Section 2 (15), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

Threat: An indication of possible violence, harm, or danger.

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

Training: Specialized instruction and practice to improve performance and lead to enhanced emergency management capabilities.

Tribal: 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: A classification of resources in the ICS 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.

Unified Area Command: A Unified Area Command is established when incidents under an Area Command are multi-jurisdictional.

Unified Command: An application of ICS used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the UC, often the senior person from agencies and/or disciplines participating in the UC, to establish a common set of objectives and strategies and a single IAP.

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

Unity of Command: The concept by which each person within an organization reports to one and only one designated person. The purpose of unity of command is to ensure unity of effort under one responsible commander for every objective.

Appendix E. Acronyms and Glossary

Volunteer: For purposes of the NIMS, a volunteer is 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, e.g., 16 U.S.C. 742f(c) and 29 CFR 553.101.

Source: <https://nimcast.fema.gov/nimscast/>

Emergency Support Function Annexes

1

ESF 1 – Transportation

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Table of Contents

1	Purpose and Scope	ESF 1-1
2	Policies and Authorities	ESF 1-1
3	Situation and Assumptions	ESF 1-1
3.1	Situation	ESF 1-1
3.2	Assumptions	ESF 1-2
4	Roles and Responsibilities	ESF 1-2
4.1	Primary Agency	ESF 1-2
4.1.1	Transportation and Development	ESF 1-2
4.2	Supporting Agencies	ESF 1-3
4.2.1	Emergency Management	ESF 1-3
4.2.2	Fire Defense Board	ESF 1-3
4.2.3	Health, Housing and Human Services	ESF 1-3
4.2.4	Public and Governmental Relations	ESF 1-3
4.2.5	Sheriff's Office	ESF 1-4
4.3	Outside Agencies/Resources	ESF 1-4
4.3.1	U.S. Department of Transportation	ESF 1-4
4.3.2	Other Transportation Support Agencies	ESF 1-4
4.3.3	City Law Enforcement	ESF 1-5
4.3.4	City Public Works Departments	ESF 1-5
5	Concept of Operations	ESF 1-5
6	Direction and Control	ESF 1-6
6.1	County	ESF 1-6
6.2	Cities	ESF 1-7
6.3	Special Districts	ESF 1-7
6.4	Regional	ESF 1-7
6.5	State and Federal Assistance	ESF 1-8
7	ESF Development and Maintenance	ESF 1-8
8	Supporting Plans and Procedures	ESF 1-8
9	Appendices	ESF 1-9
Appendix 1	Regional Emergency Transportation Routes	ESF 1-11

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ESF 1. Transportation

ESF 1 Tasked Agencies	
Primary Agencies	Transportation and Development
Supporting Agencies	Emergency Management Fire Defense Board Health, Housing and Human Services Public and Government Relations Law Enforcement

1 Purpose and Scope

Emergency Support Function (ESF) 1 outlines tasks and responsibilities for meeting the transportation needs of victims and emergency responders in a major emergency or disaster. The Department of Transportation and Development (DTD) is responsible for maintaining County roads, including many of the designated Regional Emergency Transportation Routes, and incorporated cities are responsible for city-owned streets. The Oregon Department of Transportation (ODOT) is responsible for state highways, including interstate routes. Transit districts are responsible for their rolling stock. Ground transportation will be essential for moving people who are at risk to safer locations and moving personnel and equipment to incident sites and damaged areas.

2 Policies and Authorities

It is the policy of Clackamas 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).

3 Situation and Assumptions

3.1 Situation

An emergency that causes significant damage or disruption to the County transportation system is a County emergency requiring notification of Clackamas County Emergency Management (CCEM), implementation of the Emergency Operations Plan (EOP) and may require activation of the EOC. All incidents will be managed according to the National Incident Management System (NIMS)/Incident Command System (ICS).

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

ESF 1. Transportation

regional transportation system and its primary corridors. See Attachment F-1 for maps of the Regional Emergency Transportation Routes.

All agencies tasked under this annex will develop and maintain internal operating plans and implementing procedures consistent with the EOP and annex.

3.2 Assumptions

- Damage to the transportation infrastructure may result from natural disasters such as floods, landslides and wind storms.
- The type and degree of damage depends on the event and its severity. The rate of recovery will be determined by the effectiveness and efficiency of the response and recovery efforts.
- Initial response may be difficult to coordinate but will improve with the gradual clearing of access routes.
- The demand on the transportation system for response and recovery activities may exceed the capabilities of the county thus requiring assistance from Oregon Emergency Management.
- All County-owned vehicles (not otherwise involved in the emergency response) will be available for use by the EOC.

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 Agency**4.1.1 Transportation and Development**

The DTD coordinates with cities, neighboring counties, and regional and state transportation officials to ensure the regional emergency transportation routes and other critical corridors are kept open. Specific tasks include:

- Serve in Unified Command.
- Confirm location of damage or disruption and develop detour plans.
- Assess safety and coordinate repair of County-owned roads and bridges.
- Assist with conduct of damage assessment and reporting.
- Coordinate construction of County-owned temporary roads, bridges, or detours.

ESF 1. Transportation

- Provide staff for EOC operations.
- Notify the EOC of road conditions and closures.
- Provide personnel, signs, and barricades.
- Arrange for and assist with traffic control operations.
- Work within the NIMS structure to provide information to the Public Information Officer (PIO) for release to the public.

4.2 Supporting Agencies

4.2.1 Emergency Management

CCEM assists in incident management and multi-agency/ jurisdictional coordination:

- Implement the EOP.
- Activate the EOC.
- Assist or participate in Unified Command.
- Advise the County Administrator and Board of County Commissioners.
- Facilitate the Emergency Declaration process.
- Coordinate with city, regional, and State counterparts.
- Serve as EOC Manager.
- Request Clackamas Amateur Radio Emergency Services (CARES) activation.

4.2.2 Fire Defense Board

The Fire Defense Board supports law enforcement in conducting warning and evacuation operations in hazardous areas requiring specialized personal protective equipment.

4.2.3 Health, Housing and Human Services

Health, Housing, and Human Services assists in providing services for critical facilities and special needs individuals; provides information and referral/211 services; and assists in disseminating information to clients and the public.

4.2.4 Public and Governmental Relations

Public and Governmental Relations provides staff to serve as PIO, develops the Joint Information System, and works with DTD and other agencies/jurisdictions

ESF 1. Transportation

to inform the public and employees about the incident, roadway damage, and alternate routes.

4.2.5 Sheriff's Office

The Clackamas County Sheriff's Office coordinates:

- Warning and evacuation operations.
- Operations on the waterways in the County with the U.S. Coast Guard and State Marine Board.
- Traffic control operations with DTD.

4.3 Outside Agencies/Resources**4.3.1 U.S. Department of Transportation**

The U. S. Department of Transportation will:

- Assess damage to transportation systems.
- Analyze the effects of a disaster on regional and national transportation.
- Monitor accessibility, capacity, and congestion and implement management controls.
- Assist in the design and implementation of alternate transportation services.
- Coordinate the restoration of transportation infrastructure.
- Manage the Federal Aid Highway Emergency Relief Program.

4.3.2 Other Transportation Support Agencies

The following organizations may be able to provide transportation resources:

- Business/private-sector partners.
- Clackamas Education Service District.
- North Clackamas Parks & Recreation District.
- TriMet, Canby Area Transit (CAT), Sandy Area Metro (SAM), Molalla South Clackamas Transportation District (SCTD), and Wilsonville South Metro Area Regional Transit (SMART).
- Volunteer agencies.

4.3.3 City Law Enforcement

City Law Enforcement agencies coordinates:

- Warning and evacuation operations in their jurisdictions.
- Traffic control operations with the DTD and the jurisdiction's public works department.

4.3.4 City Public Works Departments

City Public Works departments coordinates with the DTD, and neighboring cities' officials to ensure the regional and city emergency transportation routes are kept open. Specific tasks include:

- Serve in Unified Command at the city's EOC.
- Confirm the location of damage or disruption and develop detour plans.
- Assess safety and coordinate repair of city-owned streets, roads, and bridges.
- Assist with conduct of damage assessment and reporting.
- Coordinate construction of city-owned temporary roads, bridges, or detours.
- Provide staff for city EOC operations.
- Notify the city EOC of road conditions and closures.
- Provide personnel, signs, and barricades.
- Arrange for and assist with traffic control operations within the jurisdiction.
- Work with the city EOC to provide information to the PIO for release to the public.

5 Concept of Operations

Most transportation emergencies will be localized, with response operations effectively managed on scene. When the Incident Commander (IC) determines that additional resources will be required beyond those available day-to-day and through mutual aid, he/she will notify Clackamas County Communications (C-COM), describing the incident situation and specifying resources needed. Depending on the circumstances, the IC may also request CCEM to implement the EOP and/or activate the EOC.

Emergency transportation operations involve:

ESF 1. Transportation

- 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.
- Designation of transportation bases, staging areas, and refueling and repair facilities.
- Coordination with neighboring jurisdictions to ensure that transportation priorities and routes are consistent.

Transportation needs and resources will be coordinated from the EOC when it is activated. EOC Logistics staff will collaborate with other agencies and jurisdictions, TriMet, volunteer groups and transportation contractors to obtain necessary resources.

6 Direction and Control

6.1 County

- The **Department of Transportation & Development** 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.
- 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.
- The **Fire Defense Board** assists the Sheriff's office in evacuating victims from areas within the Sheriff's Office jurisdiction requiring the use of specialized personal protective equipment. The Fire Defense Board Chief or designee may serve in Unified Command and assist in other evacuation and transportation operations.

ESF 1. Transportation

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.

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. 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 CCEM to integrate preparedness, response, and recovery activities. Cities may request assistance from the County 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.

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.

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 an emergency.

6.4 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, 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 that provides a framework for counties to request mutual aid from

ESF 1. Transportation

each other in emergencies, saving time and minimizing confusion during an incident.

6.5 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 Oregon Emergency Management, coordinates air resources in an emergency.

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.

7 ESF Development and Maintenance

The Director of the Department of Transportation & Development is responsible for ensuring that this annex and its attachments are updated at least annually, after each incident or exercise to which it applies, or when changes occur. Emergency Management staff will assist as requested.

8 Supporting Plans and Procedures

The following plans and procedures are currently in place:

- Clackamas County Emergency Operations Plan
 - ESF 3 – Public Works and Engineering
 - SA A – Evacuation
- State Aviation Resources for Disaster Assistance Plan
- State of Oregon Department of Transportation Emergency Operations Plan
- State of Oregon Emergency Operations Plan, ESF 1 – Transportation

- National Response Framework, ESF 1 - Transportation

9 Appendices

- Appendix 1 Regional Emergency Transportation Routes

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**Appendix 1 Regional Emergency Transportation
Routes**

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ESF 2 – Communications

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Table of Contents

1	Purpose and Scope.....	ESF 2-1
2	Policies and Authorities	ESF 2-1
3	Situation and Assumptions.....	ESF 2-1
3.1	Situation	ESF 2-1
3.2	Assumptions	ESF 2-2
4	Roles and Responsibilities.....	ESF 2-2
4.1	Primary Agencies	ESF 2-2
4.1.1	Clackamas County Communications (C-COM)	ESF 2-2
4.1.2	Technology Services/Electronic Services	ESF 2-3
4.2	Supporting Agencies	ESF 2-3
4.2.1	Emergency Management	ESF 2-3
4.2.2	Public and Government Affairs	ESF 2-3
4.2.3	Clackamas Amateur Radio Emergency Services (CARES)	ESF 2-3
5	Concept of Operations	ESF 2-4
5.1	General	ESF 2-4
5.2	Warning Systems	ESF 2-4
5.2.1	Emergency Management Notification	ESF 2-4
5.2.2	Employee Notification	ESF 2-5
5.2.3	Public Notification	ESF 2-5
5.3	Response Systems	ESF 2-6
5.3.1	Amateur Radio Emergency Services	ESF 2-6
5.4	Interoperability	ESF 2-6
6	Direction and Control	ESF 2-7
6.1	Cities	ESF 2-7
6.2	County.....	ESF 2-7
6.3	Special Districts	ESF 2-7
6.4	Regional.....	ESF 2-8
6.5	State and Federal Assistance	ESF 2-8
7	Emergency Support Function Development and Maintenance	ESF 2-8

ESF 2. Communications

8	Supporting Plans and Procedures.....	ESF 2-8
9	Appendices.....	ESF 2-9

ESF 2. Communications

ESF 2 Tasked Agencies	
Primary Agencies	Clackamas County Communications (CCOM) Technology Services
Supporting Agencies	Emergency Management Public and Government Affairs Clackamas Amateur Radio Emergency Services (CARES) Lake Oswego Communications Washington County Consolidated Communications Agency (WCCCA)

1 Purpose and Scope

The purpose of Emergency Support Function (ESF) 2 is to identify communications systems, options, and capabilities for emergency operations and to assign agency responsibilities for ensuring effective emergency communications. Policies and procedures for public information may be found in ESF 15 – External Affairs.

2 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.

3 Situation and Assumptions

3.1 Situation

- An emergency can disrupt or even destroy communications systems by damaging antennas, repeaters, power supplies, or other components.
- During emergencies, heavy demand for communication services can quickly exceed the capacity of existing systems, limiting user access or shutting them down entirely.

ESF 2. Communications

- Response agencies often maintain and operate their own radio systems and may use different frequencies, potentially hindering timely and effective response/coordination.
- 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 the media.
- C-COM, in conjunction with Clackamas County Emergency Management (CCEM), is the 24/7 Warning Point for Clackamas County.

3.2 Assumptions

- Adequate communications are vital for effective and efficient warning, response, and recovery operations.
- Other communication can be made available from citizens, businesses, and/or other governmental agencies.

4 Roles and Responsibilities

All agencies tasked under this annex should develop and maintain written internal operating plans and implementing procedures and train employees in their use.

4.1 Primary Agencies**4.1.1 Clackamas County Communications (C-COM)**

- Serve as the 24/7 County Warning Point in conjunction with CCEM.
- Coordinate with EOC staff and other public service answering points (PSAPs) 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 (CAD).
- Ensure that mobile data computers are tied into the CAD system for efficient communication.
- Maintain alert and warning systems for major emergencies/disasters, including EAS and reverse 9-1-1 system.

ESF 2. Communications

- Operate the CCENS.
- Provide staffing for the EOC Communications Unit, as appropriate.

4.1.2 Technology Services/Electronic 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 recommends improvements to EOC communications capability.
- Set up EOC voice and data equipment systems; provide technical and networking support.

4.2 Supporting Agencies

4.2.1 Emergency Management

- Activate the EOC.
- Provide EOC Public Information Center.
- County Point-of-Contact for Clackamas Amateur Radio Emergency Services (CARES).
- In conjunction with C-COM, maintain the CCENS.

4.2.2 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.
- Activate and staff the Joint Information Center (JIC) and operate the Joint Information System (JIS).
- Coordinate public information with other agencies/jurisdictions.

4.2.3 Clackamas Amateur Radio Emergency Services (CARES)

- Develop and maintain an Emergency Communications Plan.
- Provide trained personnel and equipment.

ESF 2. Communications

- Establish and maintain emergency communications with the State Emergency Coordination Center (ECC) 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.

5 Concept of Operations

5.1 General

- Clackamas County has two Public Safety Answering Points (PSAPs), or 9-1-1 centers, that dispatch first responders. Washington County's PSAP, Washington County Consolidated Communications Agency (WCCCA) dispatches fire and law responders in some areas of Clackamas County.
- 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.
- Lake Oswego Communications (LOCOM) receives 9-1-1 calls from Lake Oswego, Milwaukie, and West Linn.
- LOCOM dispatches law and fire for Lake Oswego.
- LOCOM dispatches law for the city 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.
- C-COM dispatches fire and law for all of Clackamas County except for the areas noted above that are serviced by LOCOM and WCCCA. 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 should that become necessary. They also provide back-up for 9-1-1 and non-emergency phone calls, radio traffic and dispatch, and CAD.

5.2 Warning Systems

5.2.1 Emergency Management Notification

C-COM notifies Emergency Management when:

- Emergencies affect multiple jurisdictions and may require CCEM resources or coordination.

ESF 2. Communications

- A three-alarm or greater fire occurs; C-COM pages the Fire Operations Center, which includes CCEM 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.

5.2.2 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.

5.2.3 Public Notification**5.2.3.1 Emergency Alert System (EAS)**

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 Oregon Emergency Management 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.

5.2.3.2 National Warning System (NAWAS)

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.

ESF 2. Communications**5.2.3.3 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.

5.3 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 (with T1 and DSL connectivity).
- Radio voice and data nets (VHF, 800 MHz, mobile data communications, and both alpha-numeric and two-way pagers).
- Satellite phones and amateur radio provide field and EOC capabilities.

5.3.1 Amateur Radio Emergency Services

HAM radio is a critical element of emergency communications, particularly since normal 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 CCEM to identify requirements, capabilities, and protocols for emergency operations. CARES provides a robust, reliable communications network throughout the county until normal communications channels and services can be restored. The CARES incident-specific emergency communications plan becomes an integral part of the Incident Action Plan.

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/>.

5.4 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 1700 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.

ESF 2. Communications

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 UHF/VHF radios to dispatch and monitor field units.

6 Direction and Control

6.1 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.

6.2 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 Oregon Emergency Management.

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.

6.3 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

ESF 2. Communications

emergency preparedness, response and recovery operations, and will work with special districts to maintain communications during emergencies.

6.4 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. 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.

6.5 State and Federal Assistance

The Oregon Office of Emergency Management coordinates state support for local incident response and recovery operations. During an emergency, one of the first priorities for the County is to establish emergency communications with the State ECC. This linkage enables the County to request assistance even when primary communications systems are down. 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.

7 Emergency Support Function Development and Maintenance

The Director of C-COM and the Director of the Department of Technology Services will review and update this annex and supporting plans every two years or whenever changes occur, such as lessons learned from exercises or actual events. Emergency Management staff is available to assist.

8 Supporting Plans and Procedures

The following plans and procedures are currently in place:

- Clackamas County Emergency Operations Plan
 - ESF 15 – External Affairs
- Clackamas County Amateur Radio Emergency Services Memorandum of Understanding

ESF 2. Communications

- CARES Emergency Operations Plan
- County Communications Interoperability Plan
- Regional Tactical Interoperable Communications Plan
- State of Oregon Emergency Operations Plan, ESF 2 – Communications
- National Response Framework, ESF 2 - Communications

9 Appendices

None at this time.

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ESF 3 – Public Works and Engineering

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Table of Contents

- 1 Purpose and Scope ESF 3-1**
- 2 Policies and Authorities ESF 3-1**
- 3 Situation and Assumptions ESF 3-2**
 - 3.1 Situation ESF 3-2
 - 3.2 Assumptions ESF 3-2
- 4 Roles and Responsibilities ESF 3-2**
 - 4.1 Organization ESF 3-2
 - 4.2 Task Assignments ESF 3-3
 - 4.2.1 Transportation and Development ESF 3-3
 - 4.2.2 Incorporated Cities ESF 3-5
- 5 Concept of Operations ESF 3-5**
 - 5.1 Pre-Disaster Operations ESF 3-5
 - 5.2 Disaster Response ESF 3-6
 - 5.3 Direction and Control ESF 3-6
- 6 Emergency Support Function Development and Maintenance ESF 3-6**
- 7 Supporting Plans and Procedures ESF 3-6**
- 8 Appendices ESF 3-6**

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ESF 3. Public Works & Engineering

ESF 3 Tasked Agencies	
Primary Agencies	Transportation and Development
Supporting Agencies	Water and Environmental Services City Public Works
Adjunct Agencies	

1 Purpose and Scope

Emergency Support Function (ESF) 3 provides information to assist Clackamas County in coordinating and organizing the capabilities and resources of the County and response partners to facilitate the delivery of services, technical assistance, engineering expertise, construction management, and other support to prepare for, respond to, and/or recover from a disaster or an incident requiring a coordinated Federal response.

ESF 3 covers public works and engineering-related support for the changing requirements of domestic incident management, including preparedness, response, and recovery actions. Activities within the scope of this function include:

- Conducting pre- and post-incident assessments of public works and infrastructure.
- Executing emergency contract support for life-saving and life-sustaining services.
- Providing technical assistance, including engineering expertise, construction management, and contracting and real-estate services.
- Providing emergency repair of damaged public infrastructure and critical facilities.

Additional information related to Public Works and Engineering can be found in the Emergency Operations Center (EOC) library in the following plans:

- Debris Management
- Damage Assessment

2 Policies and Authorities

The following policies and authorities are currently in place:

- Oregon Public Works Emergency Response Cooperative Assistance Agreement.

3 Situation and Assumptions

3.1 Situation

Most major emergency situations, natural or human-caused, will require the direct involvement and support of public works agencies in both the response and recovery phases of a disaster. In a flood or earthquake response, public works agencies will generally be assigned or will assume the lead agency role.

3.2 Assumptions

- Major emergency response operations for public works agencies will include assisting police and fire, as necessary, in traffic control and rescue operations, in addition to clearing and maintaining critical lifeline routes.
- 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 (EOP).
- Interdepartmental liaison activities and requests for additional public works and engineering resources may be coordinated through Transportation and Development's designated resource coordinator, who may be located at the County's EOC during the response to a major disaster.
- Local contractors will be utilized by public works agencies in supplementing emergency response and recovery capabilities.

4 Roles and Responsibilities

The roles and responsibilities for each department supporting emergency services will vary depending on the type of resource, the length of the warning period, and the duration of the incident.

4.1 Organization

- Clackamas County response partners will respond in accordance with the direction provided in the County EOP and/or this ESF.
- Transportation and Development shall implement its own disaster procedures, including their own Continuity of Operations (COOP) Planning, in coordination with the County EOC.
- Other jurisdictions should respond in accordance with the direction provided in their respective EOPs or the County's EOP as appropriate.

ESF 3. Public Works & Engineering**4.2 Task Assignments**

Task assignments for public works operations shall be consistent with those outlined in the Basic Plan section of the EOP; ESF 5 – Emergency Management; and Transportation and Development policies and procedures.

4.2.1 Transportation and Development

- 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/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 a natural disaster such as an earthquake.
- 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/disaster. This coordinator shall also be responsible for developing and maintaining a working knowledge of resources available to Transportation and Development 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.

ESF 3. Public Works & Engineering

Response

- 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 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.
- Coordinate transportation resources for evacuations.
- Document personnel and other costs related to the emergency/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/disaster.

Recovery

- 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.

ESF 3. Public Works & Engineering**4.2.2 Incorporated Cities****Preparedness/Mitigation**

- 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.

Response

- 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.

Recovery

- 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.

5 Concept of Operations**5.1 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

ESF 3. Public Works & Engineering

photographic documentation of facilities, major culverts, bridges, etc. for replacement purposes.

5.2 Disaster Response

Public works response will include all activities to restore vital lifeline systems to the community, focusing particularly on critical bridges and roads 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.

5.3 Direction and Control

To be developed.

6 Emergency Support Function Development and Maintenance

Transportation and Development is responsible for ensuring that this annex is updated and revised, as necessary. Transportation and Development is responsible for developing and maintaining any related operational policies and procedures.

7 Supporting Plans and Procedures

The following plans and procedures are currently in place:

- Clackamas County Emergency Operations Plan
 - ESF 1 – Transportation
 - ESF 12 – Energy
 - Debris Management Plan
 - Damage Assessment Plan
- National Response Framework, ESF 3 – Public Works and Engineering
- State of Oregon Emergency Operations Plan, ESF 3 – Public Works and Engineering

8 Appendices

None at this time.

4

ESF 4 – Firefighting

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Table of Contents

- 1 Purpose and ScopeESF 4-1**
- 2 Policies and AuthoritiesESF 4-1**
- 3 Situation and AssumptionsESF 4-1**
 - 3.1 Situation..... ESF 4-1
 - 3.2 Assumptions ESF 4-2
- 4 Roles and ResponsibilitiesESF 4-3**
 - 4.1 General..... ESF 4-3
 - 4.2 Primary Agencies..... ESF 4-3
 - 4.2.1 Fire District/Department ESF 4-3
 - 4.2.2 Fire Defense Board Chief or Designee ESF 4-3
 - 4.3 Support Agencies ESF 4-4
 - 4.3.1 Emergency Management (CEM) ESF 4-4
 - 4.3.2 Health, Housing and Human Services ESF 4-4
 - 4.3.3 Law Enforcement (Sheriff’s Office and City Law Enforcement Agencies)..... ESF 4-4
 - 4.3.4 Public Information ESF 4-5
 - 4.3.5 Transportation and Development/Public Works ESF 4-5
 - 4.4 Other Resources..... ESF 4-5
- 5 Concept of OperationsESF 4-5**
- 6 Direction and ControlESF 4-7**
 - 6.1 Cities..... ESF 4-7
 - 6.2 County ESF 4-7
 - 6.3 Regional ESF 4-8
 - 6.4 State and Federal Assistance..... ESF 4-8
- 7 Emergency Support Function Development and MaintenanceESF 4-9**
- 8 Supporting Plans and ProceduresESF 4-9**
- 9 AppendicesESF 4-10**

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ESF 4. Firefighting

ESF 4 Tasked Agencies	
Primary Agencies	Fire Districts/Department Fire Defense Board
Supporting Agencies	Emergency Management Health, Housing and Human Services Sheriff's Office/Local Law Enforcement Public and Government Affairs/Public Information Transportation and Development/Public Works C-COM/Dispatch Agencies

1 Purpose and Scope

The purpose of Emergency Support Function (ESF) 4 is to outline tasks and responsibilities for managing a fire emergency in Clackamas County. Fire emergencies include structural and wildland fires, hazardous materials incidents, explosions, structural collapse, and specialty rescue.

2 Policies and Authorities

This section describes which agencies have a legal authority to act during a disaster and how that authority will play out in this specific disaster.

- 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.

3 Situation and Assumptions

3.1 Situation

- Fire districts and departments routinely provide fire services to the incorporated and unincorporated areas of Clackamas County.

ESF 4. Firefighting

- 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 Emergency Management (CCEM) 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 on Unified Command and assigns fire personnel to EOC Operations, Planning, and Logistics Sections and to the Joint Information Center (JIC).
- A terrorism incident may involve one or more chemical, biological, radiological, nuclear, and explosive (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.
- Fire agencies have a major role in responding to terrorist/CBRNE incidents, which may also require assistance from a regional hazardous materials team and/or Explosive Disposal Unit.

3.2 Assumptions

- Many urban, rural, and wildland fires may result from, or occur coincidentally with, an earthquake or as the result of another significant event. Large, damaging fires may be common.
- At the time of a major disaster or emergency, there may be wildland fires burning elsewhere in the United States. These fires will draw upon the same resources (air, crews, teams, engines, or other tactical and support resources) that would be needed to support firefighting and other emergency operations. It must be assumed that some firefighting resources will become scarce, resulting in the disaster-related firefighting operations competing for resources through established resource ordering channels.
- Telephone communications may be interrupted.
- Wheeled-vehicle access may be hampered by bridge failures, landslides, etc., making conventional travel to the fire location extremely difficult or impossible. Aerial attack by airtankers, helicopters, and smoke jumpers may be essential in these situations. Helicopter availability may be scarce, and damage to airports or runways will cause congestion at usable airports.

ESF 4. Firefighting

- Fire agencies may receive urgent requests from non-fire-related agencies for personnel, equipment, and supplies. Many of the resources commonly available for use in fighting large wildland fires will be scarce or unavailable.
- 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 Federal, State, and local fire suppression agencies requires the use of the Incident Command System (ICS), together with compatible firefighting equipment and communications.

4 Roles and Responsibilities

4.1 General

All agencies tasked under this annex will develop and maintain written internal operating plans and implementing procedures and will train employees in their use.

4.2 Primary Agencies

4.2.1 Fire District/Department

- Provide On-Scene Incident Command.
- Coordinate ambulance services as appropriate.
- Coordinate incident roles and responsibilities with local governments.
- Coordinate response operations with the FDB Chief (or designee), CCEM/EOC, staff, and incorporated cities.
- Coordinate County support with Wildland Fire Incident Commander.
- Integrate On-Scene and EOC Public Information Officer (PIO) activities.
- Conduct CBRNE detection, monitoring, response, and decontamination operations in collaboration with law enforcement.

4.2.2 Fire Defense Board Chief or Designee

- Serve as a member of EOC Command and provide personnel to EOC staff.

ESF 4. Firefighting

- Coordinate resource requests from On-Scene Command.
- Ensure fire service protection for the County at large.
- Coordinate State Conflagration Act and Fire Mobilization Plan actions.

4.3 Support Agencies

4.3.1 Emergency Management (CEM)

- Activate the EOC as needed.
- Assist On-Scene and EOC Command.
- Advise the County Administrator and BCC.
- Facilitate the Emergency Declaration process.
- Coordinate with city, regional, and State counterparts.
- Coordinate with the American Red Cross to provide for the needs of victims and emergency workers.

4.3.2 Health, Housing and Human Services

- Coordinate contract ambulance services.
- Coordinate with the American Red Cross to provide for the needs of victims 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).

4.3.3 Law Enforcement (Sheriff’s Office and City Law Enforcement Agencies)

- Assist On-Scene Command.
- Coordinate warning and evacuation.
- Provide traffic and crowd control.
- Integrate the Law Enforcement PIO into On-Scene PIO activities.
- Coordinate Explosive Disposal Unit support.

ESF 4. Firefighting

- Take the lead in terrorism/CBRNE events in detection and crime scene management.

4.3.4 Public Information

- Provide PIO staff and operate the JIC.
- Coordinate emergency public information with fire districts, cities, and other stakeholder agencies.
- Obtain on-Scene/EOC command approval for all communications releases.
- Provide public information regarding incident status, protective actions, traffic routes and detours, and transportation options for those needing assistance.

4.3.5 Transportation and Development/Public Works

- Provide signs, barriers, equipment, and personnel to assist in traffic and crowd control.
- Provide heavy equipment as requested.

4.4 Other Resources

- The Oregon State Forestry Department, Clackamas-Marion District, has primary firefighting responsibility for the portion of Clackamas County that lies within the official Forest Protection District Boundary.
- 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.

5 Concept of Operations

- Fourteen 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]).

ESF 4. Firefighting

- Fire agencies within the County share resources using automatic mutual aid and also exchange resources with other fire agencies in the region.
- 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 State Fire Marshal's Office and operated by local fire agencies provide advanced expertise and capabilities. HazMat 3, operated by Gresham Fire & 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 CCEM. The FDB Chief or their designee and/or a Battalion Chief respond to CCOM to coordinate fire resources. CCEM 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 coordinate emergency medical services (EMS). The FDB directs the initial EMS response to most incidents and works with Clackamas County Health, Housing and Human Services to coordinate ambulance services provided by Molalla Fire, Canby Fire, and American Medical Response.

ESF 4. Firefighting

- 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.
- The FDB Chief, or designee, may request fire resource support from the State Fire Marshal under the Fire Service Mobilization Plan or the State Conflagration Plan. The FDB Chief coordinates this request with CCEM/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 CCEM and the State Fire Marshal.
- 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.

6 Direction and Control

6.1 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 Emergency 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.

6.2 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 State Fire Marshal for assistance under the state Conflagration Act or Fire Mobilization Plan with CCEM/EOC Command.

ESF 4. Firefighting

CCEM coordinates with On-Scene Command and the FDB Chief to provide support and activates the EOC if needed. During major fire emergencies, CCEM 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 Oregon Emergency Management (OEM). OEM forwards the declaration to the governor, coordinates State resources and response, and seeks a State declaration if necessary.

6.3 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.

6.4 State and Federal Assistance

The State Fire Marshal manages Oregon fire services during major emergency operations through the Conflagration Act (ORS 476.510) which mobilizes firefighters and equipment from around the state. The Fire Marshal 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

ESF 4. Firefighting

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 the National Incident Management System (NIMS) Incident Command System (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.
- The County Emergency Communications/911 Dispatch Center may assist in dispatching mutual aid partners if requested.
- Each agency/organization will perform its duties in accordance with its own plans and procedures.

7 Emergency Support Function Development and Maintenance

The FDB Chief, in collaboration with County Emergency Management, will review and update this annex and supporting plans annually or whenever changes occur, such as lessons learned from exercises or actual events.

8 Supporting Plans and Procedures

The following plans and procedures are currently in place:

- Clackamas County EOP
 - ESF 10 – Oil and Hazardous Materials
- Clackamas Fire Resource Management Plan
- Conflagration Act
- Oregon Fire Service Mobilization Plan, 2008
- State of Oregon Emergency Operations Plan, ESF 4 – Firefighting
- National Response Framework, ESF 4 - Firefighting

9 Appendices

- None at this time.

5

ESF 5 – Emergency Management

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Table of Contents

1	Purpose and Scope	ESF 5-1
2	Policies and Authorities	ESF 5-1
3	Situation and Assumptions	ESF 5-1
3.1	Situation	ESF 5-1
3.2	Assumptions	ESF 5-2
4	Roles and Responsibilities	ESF 5-3
4.1	Clackamas County Emergency Management	ESF 5-3
4.2	Supporting Agencies	ESF 5-3
5	Concept of Operations	ESF 5-3
5.1	General	ESF 5-3
5.2	Phases of Emergency Management	ESF 5-4
5.2.1	Mitigation	ESF 5-4
5.2.2	Preparedness	ESF 5-4
5.2.3	Response	ESF 5-6
5.2.4	Recovery	ESF 5-7
6	Direction and Control	ESF 5-8
6.1	County	ESF 5-8
6.2	Cities	ESF 5-9
6.3	Special Districts	ESF 5-10
6.4	Regional	ESF 5-10
6.5	State/Federal	ESF 5-11
7	Emergency Support Function Development and Maintenance	ESF 5-11
8	Supporting Plans and Procedures	ESF 5-11
9	Appendices	ESF 5-11

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ESF 5. Emergency Management

ESF 5 Tasked Agencies	
Primary Agencies	Clackamas County Emergency Management (CCEM)
Supporting Agencies	All Departments/Divisions/Agencies

1 Purpose and Scope

Emergency Support Function (ESF) 5 provides for direction, control, and management of County emergency operations, as well as allocation and coordination of resources to support local response and recovery activities. ESF 5 also includes a detailed description of the incident management system and command structure in place for the jurisdiction (inclusive of all types of hazards).

- ESF 5 describes how Clackamas County will direct and control its personnel and resources in support of County/local governments in preparedness, mitigation, response, and recovery.
- ESF 5 coordinates information collection, analysis, operations, planning, requests for assistance, resource management, deployment and staffing, mutual aid, facilities management, financial management and other support required to prepare for, respond to, and recover from an incident.

2 Policies and Authorities

During major emergency situations 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 stakeholder elected and senior officials as the Policy Group lead.

The County Administrator delegates authority to the Director of Emergency Management to implement the Clackamas County Emergency Operations Plan (EOP) in response and recovery operations.

3 Situation and Assumptions

3.1 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.

ESF 5. Emergency Management**3.2 Assumptions**

It is necessary in the course of emergency planning to make certain baseline assumptions regarding the nature of the risks to which Clackamas County is subject, as well as the County's capabilities and approach to responding to those risks. When an incident occurs, circumstances may necessitate revising such assumptions and invoking contingency plans. For the purpose of initial EOP development, it is assumed that Clackamas County will be directly affected by a major disaster in the foreseeable future. Other assumptions include the following:

- While most hazards are recognized and foreseeable to varying degrees, a disaster or other major emergency may occur without advance notice.
- Incidents are typically managed at the lowest possible jurisdictional level.
- In a disaster situation, there is a need for a central information collection point in the Emergency Operations Center (EOC), where situation information can be compiled, analyzed, and prepared for use by key decision makers.
- Clackamas County government will have sufficient staff, facilities, and disaster resources to implement this plan.
- The continuation and restoration of critical public services and infrastructure will be priorities when life safety needs have been met.
- Outside assistance will be available in most, but not all, emergencies affecting the County. Outside assistance from the State or Federal governments is likely to take 72–96 hours to arrive. Local jurisdictions and their citizens need to be prepared to be self-sufficient in the meantime.
- Clackamas County will have adequate communication resources and interoperability to provide at least a minimum level of communications necessary to respond to the disaster.
- Employees may be assigned emergency duties that are different from those typically performed under non-emergency conditions. Agencies that do not normally respond to emergencies may be assigned roles and responsibilities that differ from their routine duties.
- Recovery activities will be ongoing for an extended period of time following a disaster or major incident.
- Should a regional incident take place, a regional EOC or other regional entity may be established to coordinate public information, critical resource allocation, and policy decisions.

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 Clackamas County Emergency Management

CCEM will complete the actions listed under the phases of emergency management presented in Section 5.2.

4.2 Supporting Agencies

All supporting agencies will complete the actions listed under the phases of emergency management presented in the Supporting Agencies section of Section 5.2.

5 Concept of Operations

5.1 General

- Emergency operations are coordinated through the Clackamas County EOC in anticipation of or immediately following an emergency.
- The EOC serves as the single point of coordination between local jurisdictions, Oregon Emergency Management (OEM), EOC operations, and Incident Command.
- Emergency Management 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 Incident Command, coordinates EOC operations and situation reports to local agencies, stakeholders, media, the State Emergency Coordination Center, and Countywide public information.
- During recovery operations, CCEM will coordinate with State/Federal operations, impacted jurisdictions, agencies, private-sector organizations, and the public.

5.2 Phases of Emergency Management

5.2.1 Mitigation

CCEM will:

- Administer local a natural hazard mitigation program.
- Implement and administer Federal/State disaster mitigation programs.
- Identify potential mitigation opportunities based on an analysis of damage assessment information.
- 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 hazard mitigation plan.
- 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.

5.2.2 Preparedness

CCEM will:

- Ensure program compliance with local, State, and Federal regulations.
- Facilitate regular review and promulgation of the EOP.

ESF 5. Emergency Management

- 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.
- Oversee Medical Examiner/Mass Fatality Incident Protocol, including guidelines for body recovery, identification, storage and disposition.
- Train, exercise and coordinate the County Continuity of Operations (COOP) Plan.
- Establish and maintain primary and alternate EOC facility capability.
- Coordinate emergency management activities on an interagency, interdepartmental, and intergovernmental basis.
- 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 (SOPs) and other procedures necessary to support agencies that operate in the EOC.
- Maintain a trained staff to fulfill tasks associated with ESF 5 operations.
- Develop and maintain 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 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.

ESF 5. Emergency Management

Supporting Agencies will:

- Promote training and exercising opportunities to County agencies and other private agencies to support local/County emergency operations.
- Identify deficiencies in emergency plans and execute appropriate corrective action recommendations.
- Maintain continuity of operations for lines of succession and SOPs
- Participate in County emergency planning efforts.

5.2.3 Response

CCEM will:

- Activate County EOC and staff ESFs as necessary and make appropriate notifications.
- Serve as lead in EOC Unified Command and other key EOC roles.

EOC Command will:

- Ensure that primary EOC functions are maintained and that appropriate coordination and information is provided to local agencies, stakeholders, media, the State Emergency Coordination Center, and the public.
- Brief the chief elected official on response activities and provide recommendations, including the issuance of an emergency declaration and other policy issues.
- Collect, verify, analyze, and disseminate incident information.
- Coordinate critical resource acquisition, including mutual aid activities and private-sector and organization assets.
- Establish and maintain an incident communications plan.
- Maintain accurate records of disaster-related expenditures.
- Initiate collection of damage impacts to infrastructure, government agencies, residences, businesses, organizations, economy, and the environment, to the greatest extent possible, and perform initial damage estimates.
- Activate County recovery activities and coordinate the status of relief such as feeding, sheltering, cleanup, and donations to volunteer groups, including Oregon Voluntary Organizations Active in Disaster, as appropriate.

ESF 5. Emergency Management

- Provide information in support of State/Federal agencies, local governments, and voluntary organizations to coordinate ESF 5.

Supporting Agencies will:

- Support emergency response operations.
- Assess the incident as part of a primary response agency and establish communications with CCEM to determine the scope of the agency's role for the EOC.
- Communicate incident information to, and coordinate actions with, CCEM and other County agencies, as appropriate.
- Maintain Incident Command Structure (ICS) structure to manage the response.
- Provide staff to the County EOC as needed.

5.2.4 Recovery

EOC Command will:

- Provide short term plans for debris removal, prioritize emergency short term repairs of infrastructure and coordinate inspections for safety and reoccupancy of buildings.
- Deactivate or demobilize EOC operations as appropriate.

CCEM will:

- Facilitate long-term recovery planning, policy discussions, and implementation strategies.
- Collect and collate information for a Countywide Initial Damage Assessment report.
- Develop a Preliminary Damage Assessment to support State and Federal disaster recovery assistance programs.
- Identify department-specific roles in recovery and coordinate public education and community involvement.
- Monitor recovery efforts through field personnel and coordinating agencies.
- Conduct an after-action critique of the overall response and recovery efforts.

Supporting Agencies will:

- Support emergency 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 after-action critiques.

6 Direction and Control

6.1 County

The Board of County Commissioners has overall responsibility for making policy 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 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 situations. CCEM 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.

A Department Operations Center (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 an emergency situation. 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 Roads Maintenance Division are examples of county agencies that operate DOCs. They have mission-essential functions that require continued operations during an emergency. 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.

6.2 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 CCEM and/or the EOC to:

- Share situation information.
- Collaborate on Emergency Declarations/Emergency Measures.
- Coordinate American Red Cross 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 Oregon Emergency Management.

ESF 5. Emergency Management**6.3 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 emergency situations they coordinate with the EOC to share public information, local impacts and resource needs.

6.4 Regional

Clackamas County is one of five counties, which together with the City of Portland, participate in the Portland Urban Area Security Initiative (UASI). At the early indication of a significant threat or hazard in the region, the UASI local Points of Contact (POCs) convene a conference call to determine an appropriate organizational incident support structure to meet anticipated needs. Regional EOCs share critical regional situational information on the Portland hosted WebEOC site. Regional plans are implemented that include:

- Regional Joint Information Center – Coordinate public information
- Multi-Agency Coordination Center (MAC) – 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

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. Two prominent agreements include:

ESF 5. Emergency Management

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

6.5 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.

7 Emergency Support Function Development and Maintenance

- Emergency Management is responsible for maintaining this annex.
- Each agency will develop SOPs that address assigned tasks.

8 Supporting Plans and Procedures

The following plans and procedures are currently in place:

- State of Oregon Emergency Operations Plan, ESF 5 – Emergency Management
- National Response Framework, ESF 5 – Emergency Management

9 Appendices

None at this time.

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ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services

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Table of Contents

- 1 Purpose and Scope ESF 6-1**
- 2 Policies and Authorities ESF 6-1**
- 3 Situation and Assumptions ESF 6-1**
 - 3.1 Situation ESF 6-1
 - 3.2 Assumptions ESF 6-2
- 4 Roles and Responsibilities ESF 6-3**
 - 4.1 Primary Agencies ESF 6-3
 - 4.1.1 American Red Cross ESF 6-3
 - 4.1.2 Health, Housing and Human Services (H3S)..... ESF 6-3
 - 4.2 Supporting Agencies ESF 6-3
 - 4.2.1 Emergency Management ESF 6-3
 - 4.2.2 Law Enforcement..... ESF 6-4
 - 4.2.3 Public Information..... ESF 6-4
 - 4.2.4 Transportation and Development/Public Works..... ESF 6-4
- 5 Concept of Operations ESF 6-4**
- 6 Direction and Control ESF 6-5
 - 6.1 Cities ESF 6-5
 - 6.2 County..... ESF 6-6
 - 6.3 Regional..... ESF 6-6
 - 6.4 State and Federal Assistance ESF 6-6
- 7 Emergency Support Function Development and Maintenance ESF 6-6**
- 8 Supporting Plans and Procedures ESF 6-6**
- 9 Appendices ESF 6-7**

ESF 6. Mass Care, Emergency Assistance, Housing & Human Services

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ESF 6. Mass Care, Emergency Assistance, Housing & Human Services

ESF 6 Tasked Agencies	
Primary Agencies	Health, Housing and Human Services (H3S) American Red Cross
Supporting Agencies	Emergency Management Fire District/Department Law Enforcement Public Information Transportation and Development/Public Works

1 Purpose and Scope

Emergency Support Function (ESF) 6 outlines the tasks and responsibilities involved in meeting the needs of victims displaced by an emergency or unable to obtain basic essentials such as food and water. Services include safe temporary shelter; feeding; basic health; behavioral health and social services; and assistance during transition to recovery.

2 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.

3 Situation and Assumptions**3.1 Situation**

The magnitude of damage to structures and lifelines may rapidly overwhelm the capacity of local governments to assess the disaster and respond effectively to basic and emergency human needs. Damage to roads, airports, communications systems, etc., will hamper emergency response efforts. The movement of emergency supplies will be seriously impeded. Many professional emergency workers and others who normally would help during a disaster may be diseased, injured, involved with family problems resulting from the disaster, or unable to reach their assigned posts. Local emergency facilities will be severely damaged or inaccessible.

Many disaster victims may be forced from their homes, depending on such factors as time of occurrence, area demographics, building construction, and existing weather conditions. There may be large numbers of dead and injured, which also may leave a large number of specialized population groups (e.g., children and the

ESF 6. Mass Care, Emergency Assistance, Housing & Human Services

elderly) without support. Family members may be separated immediately following a sudden-impact disaster, such as children in school and parents at work. Transients, such as tourists, students, and foreign visitors, may be involved.

3.2 Assumptions

- Natural and human-caused hazards can place a population at risk and may severely damage homes and critical infrastructure. Homes can become uninhabitable, creating a need for alternative housing.
- Shelters are normally established as short-term (30–60 days) interim solutions until residents can return home or relocate to more permanent facilities.
- Some emergencies, such as a major transportation accident, may create the need for shelter and feeding operations but not require evacuation.
- Food/water emergencies may be caused by a natural hazard, accidental contamination, or deliberate sabotage during a terrorist chemical, biological, radiological, nuclear, or explosive (CBRNE) incident.
- Clackamas County Emergency Management (CCEM)/Emergency Operations Center (EOC) Command will coordinate shelter, mass care, and other victim services with the American Red Cross Liaison and other providers.
- A significant factor in the County's ability to recover from a disruption in food or water supplies will be the degree to which individuals and families have stocked their emergency kits and prepared to be self-sufficient for at least 72-hours.
- Local government (cities and County) have primary responsibility for coordinating shelter and mass care for people with access and functional needs. The American Red Cross does not operate special needs shelters.
- Oregon law requires operators of licensed care and congregate facilities (e.g., hospitals, child care centers, nursing and group homes, and schools) and detention facilities to develop plans and train employees to evacuate clients/residents in an emergency and relocate them to alternate facilities. Reference HB 2371 of the 2007 session, which will become Chapter 205 of the 2007 Oregon Law.
- Local, State, Federal, and community-based nonprofit and volunteer agencies will need to coordinate closely to ensure effective and efficient management of shelter and mass care operations.

ESF 6. Mass Care, Emergency Assistance, Housing & Human Services**4 Roles and Responsibilities**

All agencies tasked under this annex will develop and maintain written internal operating plans and implementing procedures and will train employees in their use.

4.1 Primary Agencies**4.1.1 American Red Cross**

- Assign an American Red Cross liaison to the County EOC.
- Activate and manage shelter, mass care, and feeding operations as resources allow.
- Provide basic health and behavioral health services to shelter occupants as resources allow.

4.1.2 Health, Housing and Human Services (H3S)

- Maintain the Clackamas County Emergency Plan for Serving People with Access and Functional Needs.
- 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 safety of temporary housing.
- Coordinate volunteer registration and placement for shelter staff.

4.2 Supporting Agencies**4.2.1 Emergency Management**

- Provide assistance to H3S as requested to maintain the Clackamas County Emergency Plan for Serving People with Access and Functional Needs.
- Activate the EOC.

ESF 6. Mass Care, Emergency Assistance, Housing & Human Services

- Advise the County Administrator and Board of County Commissioners.
- Facilitate the emergency declaration process.
- Assist in multi-agency/jurisdictional and resource coordination.

4.2.2 Law Enforcement

- Coordinate security at shelters, reception centers, and food/water distribution centers.
- Provide traffic and crowd control.

4.2.3 Public Information

- 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 Health, Housing, and Human Services 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.

4.2.4 Transportation and Development/Public Works

- Coordinate garbage and recycling services for shelters and food/water distribution centers.
- Assist with transportation options and resources.

5 Concept of Operations

On-Scene Command will request Clackamas County Communications (C-COM) to notify the American Red Cross and CCEM whenever it appears that an emergency has 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 American Red Cross will use this information to coordinate shelter activation with potential providers. The Oregon Trail Chapter of the American Red Cross will also assign a Liaison to the County EOC to coordinate reception, shelter, and mass care activities.

ESF 6. Mass Care, Emergency Assistance, Housing & Human Services

EOC staff will help the American Red Cross 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 CBRNE agents or other hazardous materials and will decontaminate them prior to their leaving the incident location 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 access and functional needs populations, including ensuring that their care providers and service animals remain with them.

During major shelter and mass care operations in Clackamas County, the EOC staff representing the Department of Human Services will be the County's primary liaison with the American Red Cross and other shelter operators.

6 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 Oregon 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.

6.1 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

ESF 6. Mass Care, Emergency Assistance, Housing & Human Services

organizations. Cities should coordinate shelter and mass care activities with County EOC staff.

6.2 County

Human Services representatives serving on the EOC staff will coordinate shelter and mass care operations and serve as primary contacts for the American Red Cross EOC Liaison.

6.3 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.

6.4 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.

7 Emergency Support Function Development and Maintenance

The Director of Human Services, in collaboration with the American Red Cross, will review and update this annex and supporting plans every two years or when changes occur, such as lessons learned from exercises or actual events. Emergency Management staff is available to assist.

8 Supporting Plans and Procedures

The following plans and procedures are currently in place:

- Clackamas County Emergency Operations Plan
 - SA A – Evacuation

ESF 6. Mass Care, Emergency Assistance, Housing & Human Services

- ESF 11 – Agriculture and Natural Resources (includes Animals in Disaster)
- Emergency Operations Center Library
 - Emergency Shelter Listing (For Official Use Only)
 - Clackamas County Emergency Plan for People with Access and Functional Needs
 - UASI Region Pets Sheltering Plan
- State of Oregon Emergency Operations Plan, ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services
- National Response Framework, ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services

9 Appendices

None at this time.

ESF 6. Mass Care, Emergency Assistance, Housing & Human Services

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ESF 7 – Logistics Management and Resource Support

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Table of Contents

- 1 Purpose and Scope ESF 7-1**
- 2 Policies and Authorities ESF 7-1**
- 3 Situation and Assumptions ESF 7-1**
- 4 Roles and Responsibilities ESF 7-3**
 - 4.1 Primary Agencies ESF 7-3
 - 4.1.1 Finance..... ESF 7-3
 - 4.1.2 Health, Housing and Human Services..... ESF 7-4
 - 4.1.3 Fire Defense Board ESF 7-4
 - 4.2 Supporting Agencies ESF 7-4
 - 4.2.1 Clackamas County Emergency Management..... ESF 7-4
 - 4.2.2 All County Departments..... ESF 7-5
 - 4.3 Community-Based Disaster Response Organizations ESF 7-5
 - 4.3.1 American Red Cross ESF 7-5
 - 4.3.2 Oregon Voluntary Organizations Assisting in Disaster ESF 7-5
 - 4.3.3 Citizen Corps ESF 7-5
 - 4.3.4 211 Info ESF 7-6
 - 4.3.5 Clackamas Amateur Radio Emergency Service (CARES) ESF 7-6
- 5 Concept of Operations ESF 7-6**
 - 5.1 General ESF 7-6
 - 5.2 Resource Allocation Priorities ESF 7-7
 - 5.3 Sourcing Resources..... ESF 7-7
 - 5.4 Mutual Aid ESF 7-7
 - 5.4.1 Automatic Mutual Aid..... ESF 7-7
 - 5.4.2 Inter-County Omnibus Mutual Aid Agreement ESF 7-8
 - 5.4.3 Intra-County Omnibus Mutual Aid Agreement ESF 7-8
 - 5.4.4 Intra-State Mutual Assistance Compact ESF 7-8
 - 5.4.5 Emergency Mutual Assistance Compact..... ESF 7-8
 - 5.5 Emergency Operations Center Resource Management..... ESF 7-9
 - 5.6 Volunteer Management..... ESF 7-9
 - 5.7 Donations Management ESF 7-10
- 6 Direction and Control ESF 7-10**
 - 6.1 County..... ESF 7-10

ESF 7. Logistics Management & Resource Support

6.2 Cities ESF 7-10

6.3 Special Districts..... ESF 7-11

6.4 Regional..... ESF 7-11

6.5 State and Federal Assistance ESF 7-11

**7 Emergency Support Function Development
and Maintenance ESF 7-12**

8 Supporting Plans and Procedures ESF 7-12

9 Appendices ESF 7-12

ESF 7. Logistics Management & Resource Support

ESF 7 Tasked Agencies	
Primary Agencies	Finance Division Health, Housing and Human Services Fire Defense Board
Supporting Agencies	Emergency Management All County Departments

1 Purpose and Scope

Emergency Support Function (ESF) 7 outlines the roles and responsibilities needed to effectively manage personnel, equipment, materials, and services during a major emergency or disaster. County and mutual aid resources, volunteers, donated goods, and, potentially, State and Federal assistance, must be carefully managed to ensure that incident response needs are met.

The management and logistics of resource support is highly situational and is dependent upon the event, resource accessibility, infrastructure

2 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)

See the discussion of Mutual Aid below.

3 Situation and Assumptions

- Following an emergency or disaster, the Clackamas County Emergency Operations Center (EOC) will coordinate resources to support County government operations and unincorporated Clackamas County. In addition, the County EOC will support coordination of resources with jurisdictions.
- Critical resource management is a major EOC responsibility and includes anticipation, acquisition, mobilization, tracking, and release/demobilization.

ESF 7. Logistics Management & Resource Support

- The normal forms of communication and utilities may be severely interrupted during the early phases of any emergency or disaster.
- Transportation providing resources to affected areas may be cut off or delayed because of damage to roads, bridges, airports, and rail lines.
- County departments may need to provide resources to support emergency operations. On request, each department provides EOC Logistics with a list of department mutual aid and comparable agreements that involve resource sharing during emergencies. Each department also maintains a current list of departmental equipment that could be utilized as appropriate as well as contractors, vendors, and suppliers (with 24/7 contact information).
- Each department is responsible for tracking and documenting all incident-related costs and reporting this information to the EOC Finance Section.
- Fundamental resources such as water, food, first aid, shelter and sanitation supplies, fuel, and hand tools may be in critical short supply.
- Disaster response and recovery activities may be limited by the inability of the general citizenry to be self-sufficient following an event. There may be delays in all normal services such as police, fire, emergency medical services, and other government services due to shortages of personnel and damage to infrastructure and equipment.
- There may be shortages of critical drugs and medicines at medical facilities due to limited storage capacities.
- Clackamas County participates in numerous mutual aid agreements. Prominent agreements include the Intra-County Mutual Aid Agreement with Party Cities and Special Districts and the Inter-County Omnibus Mutual Aid Agreement that serves Party Counties. These agreements prescribe procedures to request emergency personnel, equipment, supplies, or services from a network of participants. Copies of the agreements and a list of participants are available in the EOC library.
- The Intrastate Mutual Assistance Compact applies to all jurisdictions within the State of Oregon. This agreement is intended for non-reimbursement of mutual aid costs, and if reimbursement is expected, the lender and borrower must complete a separate, formal agreement before resources can be dispatched.
- Oregon is a participant in the Emergency Management Assistance Compact (EMAC) that provides for resource assistance among the 50

ESF 7. Logistics Management & Resource Support

states in the continental U.S. Oregon Emergency Management (OEM) coordinates all EMAC activities in Oregon.

- As a pre-condition to requesting State resource assistance, local jurisdictions must certify that incident resource requirements have, or are anticipated to, exceed local resources, including those available through mutual aid.

4 Roles and Responsibilities

All agencies tasked under this annex will develop and maintain written internal operating plans and implementing procedures and will train employees in their use.

The Board of County Commissioners (BCC) has overall direction and control of emergency operations and county resources. Under an Emergency Declaration, the Chair of the BCC has authority to assume centralized control of all departments, divisions, and offices. The BCC may also extend its authority to non-governmental resources in the county if it determines this action is warranted. The BCC has delegated EOC Command the authority to coordinate all incident-assigned resources.

4.1 Primary Agencies

4.1.1 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.

ESF 7. Logistics Management & Resource Support

- Coordinate County information for Public Assistance process.

4.1.2 Health, Housing and Human Services

- Coordinate community health, behavioral health, social services, housing authority, and community development programs.
- 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 assistance for individuals with access and functional needs.
- Provide a list of disaster-related information and resources and ensure that the current Information and Referral directory is available in the EOC library.

4.1.3 Fire Defense Board

- Provide EOC Command representatives to serve in Unified Command as needed.
- Allocate fire resources to maintain a minimum level of fire service coverage throughout the County.
- Request the Oregon Fire Conflagration Act authorizing the Governor to direct fire agencies to share resources with fire agencies engaged in fire emergencies. The County Fire Defense Board Chief requests fire resource support through the State Fire Marshal, who then coordinates with the Governor. Fire agency costs incurred under the Conflagration Act are reimbursed by the State.
- Coordinate the State Fire Marshal's Fire Mobilization Plan covering the deployment of fire resources in a non-fire incident. Fire agency participation is voluntary, and the State does not reimburse costs.

4.2 Supporting Agencies**4.2.1 Clackamas County Emergency Management**

- Activate and maintain oversight of the EOC.

ESF 7. Logistics Management & Resource Support

- Ensure coordination between On Scene Command resource needs and the EOC.
- Advise the County Administrator and BCC.
- Facilitate the Emergency Declaration process.
- Coordinate with cities, regional and State agencies, and other jurisdictions.

4.2.2 All County Departments

- Operate departmental operations centers in coordination with EOC priorities and incident objectives. Designate a representative to collaborate with EOC Logistics on the availability and acquisition of resources in their functional area.

4.3 Community-Based Disaster Response Organizations**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.

4.3.2 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, clean up, clothing, communication, counseling, damage assessment, financial assistance, etc.

The donation management system for Oregon is designed to control and facilitate the collections, 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.

4.3.3 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:

ESF 7. Logistics Management & Resource Support

- Fire Corps.
- Volunteers in Police Services.
- Community Emergency Response Teams.
- Medical Reserve Corps.
- Community Organizations Active in Disasters – the local chapter of the ORVOAD.

4.3.4 211 Info

211 Info is the nonprofit organization that 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.

4.3.5 Clackamas Amateur Radio Emergency Service (CARES)

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.

5 Concept of Operations**5.1 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; 2) how to access those resources; and 3) how to allocate resources to satisfy incident priorities. Early anticipation of resources that are or may become critical during an incident is essential to ensuring that the resources will be available on a timely basis.

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

ESF 7. Logistics Management & Resource Support

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 manage and allocate incident-specific critical resources.

Resource management should be flexible and scalable in order to support any incident and be adaptable to changes.

5.2 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 in the following priority:

1. Preserving life.
2. Stabilizing the incident/containing the hazard.
3. Protecting critical infrastructure, property, and the environment.

5.3 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.

5.4 Mutual Aid

Mutual aid is an important component of incident resource management and can take several forms, outlined in the following sections.

5.4.1 Automatic Mutual Aid

Day-to-day incident response agencies (fire, law enforcement, EMS) 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 protocols allow. Automatic mutual aid is normally discipline-specific and has no provision for reimbursement of lender expenses.

ESF 7. Logistics Management & Resource Support

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.

5.4.2 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.

5.4.3 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 BCC 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.

5.4.4 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.

5.4.5 Emergency Mutual Assistance Compact

Each of the fifty states in the continental United States participates in a state-to-state mutual assistance arrangement to provide resources during an emergency. The 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.

ESF 7. Logistics Management & Resource Support**5.5 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 ,allocation tracks deployed assets and monitors 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 on-going financial impact of the emergency.

5.6 Volunteer Management

Individuals who volunteer their time and skills to assist their community in incident response and recovery operations are extremely valuable resources and categorized as:

- **Registered Volunteers** have registered (pre-event) as Emergency Workers with their respective Emergency Management or Volunteer agency and been trained in specific job skills for activities they can expect to perform during emergencies. Examples include Community Emergency Response Teams (CERT) and Medical Reserve Corps (MRC) volunteers. Registered volunteers usually have pre-event instructions on where to report when an emergency occurs.
- **Emergent Volunteers** spontaneously offer their assistance following an emergency or disaster. Use of emergent volunteers is less efficient and effective than pre-registered volunteers because their job skills, licensing, and credentials must first be determined, which can be difficult under emergency conditions.

The Volunteer Connections program in Health, Housing and Human Services, has developed a plan for registration and coordination of emergent volunteers. A copy of the Volunteer Reception Center Plan is available in the EOC Library and cities are encouraged to use it as a model to develop their own emergent volunteer plans.

ESF 7. Logistics Management & Resource Support**5.7 Donations Management**

Individuals/organizations often want to help victims of disaster by donating goods or money. Disaster donations may come in the form of goods, services or volunteer resources. Monetary donations are encouraged to stimulate local economic recovery and provide much less burden for unsolicited donations management considerations. Donations—solicited and unsolicited—must be carefully managed to meet victims’ needs without adversely affecting or duplicating recovery efforts.

Business and private industry historically have been generous benefactors with donations of both goods and services to disaster victims.

OEM maintains a Donations Management Plan for the state and provides lead agency management of donated resources.

6 Direction and Control**6.1 County**

During a declared emergency, the Chair, Board of County Commissioners (BCC) is granted centralized authority of all county resources. The BCC 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 to the recruitment, screening and allocation of volunteers. Each volunteer-user organization maintains authority and responsibility for its respective volunteer activities.

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 volunteer and donation management procedures in coordination with county Emergency Management, 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.

ESF 7. Logistics Management & Resource Support

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.

6.3 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.

6.4 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.

6.5 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. (See Attachment I – 1 for ESF descriptions.)

As the National Incident Management System 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.

ESF 7. Logistics Management & Resource Support

7 Emergency Support Function Development and Maintenance

- Emergency Management is responsible for maintaining this annex, with input from the primary and supporting agencies cited above.
- Each agency will develop standard operating procedures that address assigned tasks.

8 Supporting Plans and Procedures

The following plans and procedures are currently in place:

- EOC Library
 - 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 of Oregon Emergency Operations Plan, ESF 7 – Logistics Management and Resource Support, Volunteer and Donations Management Support Annex
- National Response Framework, ESF 7 – Logistics Management and Resource Support

9 Appendices

None at this time.

8

ESF 8 – Public Health and Medical Services

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Table of Contents

- 1 Purpose and Scope ESF 8-1**
- 2 Policies and Authorities ESF 8-1**
- 3 Situation and Assumptions ESF 8-1**
- 4 Roles and Responsibilities ESF 8-2**
 - 4.1 Primary Agencies ESF 8-2
 - 4.1.1 Health, Housing, and Human Services ESF 8-2
 - 4.1.2 Medical Examiner ESF 8-4
 - 4.2 Supporting Agencies ESF 8-5
 - 4.2.1 Clackamas County Emergency Management ESF 8-5
 - 4.2.2 Fire Defense Board ESF 8-6
 - 4.2.3 Public and Government Affairs (PGA) ESF 8-6
 - 4.2.4 Sheriff’s Office/Local Law Enforcement ESF 8-6
 - 4.2.5 Department of Transportation and Development ESF 8-6
 - 4.3 Other Resources ESF 8-6
 - 4.3.1 American Medical Response ESF 8-6
 - 4.3.2 American Red Cross ESF 8-6
 - 4.3.3 Hospitals ESF 8-7
 - 4.3.4 Medical Reserve Corps ESF 8-7
 - 4.3.5 Oregon Funeral Directors Association ESF 8-7
 - 4.3.6 Oregon Voluntary Organizations Activate in Disaster
and Community Organizations Active in Disasters ESF 8-7
- 5 Concept of Operations ESF 8-7**
 - 5.1 General ESF 8-7
 - 5.2 Biological Incidents, including Pandemic Influenza and
Bioterrorism ESF 8-8
 - 5.2.1 Pandemic Influenza ESF 8-8
 - 5.2.2 Bioterrorism ESF 8-8
 - 5.3 Water, Food, or Environmental Contamination ESF 8-9
 - 5.4 Significant Health Impacts Caused by Emergencies or
Disasters ESF 8-9
 - 5.5 Strategic National Stockpile Reception Plan ESF 8-10
 - 5.6 Behavioral Health Services ESF 8-11

ESF 8. Public Health and Medical Services

6 Direction and Control ESF 8-11

6.1 Cities ESF 8-11

6.2 County ESF 8-12

6.3 Special Districts ESF 8-13

6.4 Regional ESF 8-13

6.5 State and Federal Assistance ESF 8-14

6.5.1 State ESF 8-14

6.5.2 Federal ESF 8-15

**7 Emergency Support Function Development
and Maintenance ESF 8-17**

8 Supporting Plans and Procedures ESF 8-17

9 Appendices ESF 8-18

ESF 8. Public Health and Medical Services

ESF 8 Tasked Agencies	
Primary Agencies	Health, Housing and Human Services Emergency Management Medical Examiner
Supporting Agencies	County Counsel Emergency Management Fire Defense Board/Local Fire Agency Public and Government Affairs Sheriff’s Office/Local Law Enforcement Transportation and Development/Public Works American Red Cross

1 Purpose and Scope

This Emergency Support Function (ESF) annex provides the framework for managing health 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. Health emergencies include disease outbreaks, bioterrorism, water, food or environmental contamination, exposure to hazards such as radiation or chemical agents, and other significant health impacts caused by emergencies or disasters.

2 Policies and Authorities

Clackamas County Community Health operates under the authorities of ORS Chapter 624. The Clackamas Board of County Commissioners (BCC) serves as the Public Health Board and will be notified and convened during a public health emergency.

3 Situation and Assumptions

- The Clackamas County Department of Health, Housing, and Human Services (H3S) will notify Clackamas County Emergency Management (CCEM) of any incident that is or is likely to become a major health emergency impacting Clackamas County. CCEM will implement the Emergency Operations Plan (EOP) and activate the Emergency Operations Center (EOC). Incidents will be managed according to the National Incident Management System (NIMS)/Incident Command System (ICS).
- Health 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,

ESF 8. Public Health and Medical Services

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.

- Access and functional needs populations may be especially vulnerable during health emergencies and will require targeted planning efforts on the part of CCEM and H3S.
- The window of opportunity between discovery of the first cases of a biological incident and future outbreaks of illness is likely to be brief. Public health officials will need to quickly identify the organism and appropriate preventive and treatment options in order to contain the outbreak.
- Community interventions that disrupt normal activities such as cancellation of school and community events, workplace changes such as work-from-home arrangements, and modifications to traditional government and health/medical services may be required.
- State and Federal assistance will likely be required during a severe or widespread health emergency.
- Demand for antiviral drugs, vaccines, chemical or radiation exposure treatment, medical equipment (e.g., ventilators), and other pharmaceuticals and supplies is likely to exceed the available supply, especially during the early phases of the incident.
- The psychological impact of a major health emergency may be as severe and long-lasting as the medical impact. Prompt and effective behavioral health services and emergency public information are essential to manage the psychological impact of the incident.
- All agencies tasked under this annex will develop and maintain written internal operating plans and implementing procedures consistent with NIMS and the EOP and will train employees in their use.

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 Agencies**4.1.1 Health, Housing, and Human Services**

H3S will designate a representative to serve in Unified Command (UC) and will provide staff to perform EOC functions and to assist the County in coordinating

ESF 8. Public Health and Medical Services

health and medical services and related resources. The department will provide personnel with the knowledge, skills, and abilities to assist the County to:

- Serve as a member of EOC Command.
- Provide staff to perform EOC functions.
- Coordinate ambulance services in the County and activate the Contingency Plan for Emergency Ambulance Service if necessary.
- 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 information about biological surveillance and detection, agent identification, and epidemiological investigations.
- Provide public health information to first responders, hospitals, nursing homes, and other facilities and providers.
- Evaluate the need for quarantine and isolation; prepare necessary legal documents in consultation with County counsel and direct necessary action.
- Provide current public health safety guidelines and information about public health safety issues and exposure effects.
- Plan and coordinate mass prophylaxis and vaccinations and assist in establishing point-of-dispensing (POD) sites.
- Plan and coordinate prophylaxis availability for individuals unable to go to a POD.
- Coordinate with the Medical Examiner and funeral directors in determining proper disposition of deceased persons.
- Coordinate environmental health services with local, regional, and State public health 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.

ESF 8. Public Health and Medical Services

- Coordinate behavioral health services.
- Coordinate emergency counseling for disaster victims and emergency response personnel.
- 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 with appropriate agencies to prioritize requests for health, medical and behavioral health services, and coordinate their delivery.
- Assist in identifying alternate care sites to accommodate a surge of victims.
- Coordinate outside medical resources, including the Strategic National Stockpile (SNS).
- Assist in identification of vulnerable populations.
- Assist in the acquisition and coordination of transportation resources and other services for people with access and functional needs.
- Assist with shelter and other services for evacuees.
- Coordinate necessary medical and social services for people with access and functional needs.
- Coordinate with the American Red Cross to provide for 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 the safety of temporary housing.
- Coordinate with appropriate agencies to evaluate feeding areas.
- Provide information and referral.
- Coordinate volunteer registration and placement.

4.1.2 Medical Examiner

As the primary (lead) agency for managing the County's mortuary operations, the County Medical Examiner investigates the cause and manner of death in any situation in which the death is not attended by a physician or is suspicious. The Clackamas County Medical Examiner's Office develops the Mass Fatality Plan

ESF 8. Public Health and Medical Services

and protocols to manage death investigations and mortuary services. Specifically, the Medical Examiner will:

- Coordinate with Incident Command to preserve the scene, and protect and remove remains.
- Determine the cause and manner of death.
- Develop and execute Mass Fatality Plan.
- Identify victims.
- Notify next of kin.
- Release remains for final disposition.
- Coordinate with law enforcement.

4.2 Supporting Agencies

Health emergencies such as a disease outbreak or contamination may not involve traditional first response operations at an incident scene. A mass casualty or mass fatality incident, a threatened or actual bioterrorism incident with an identified scene, or an emergency with a significant health component will include operations by one or more of the following support organizations. Health emergencies will generally require extensive public information operations.

4.2.1 Clackamas County Emergency Management

- Implement the EOP.
- Activate Situation Assessment Team.
- Activate EOC.
- Assist UC.
- Advise the County Administrator and BCC.
- Facilitate the emergency declaration process.
- Coordinate with cities, regional and State agencies, and other jurisdictions.
- Serve as the EOC Manager.
- Request Clackamas Amateur Radio Emergency Services (CARES) activation.

ESF 8. Public Health and Medical Services**4.2.2 Fire Defense Board**

The Fire Defense Board (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 Mass Casualty Incident Protocol as needed, and notify the Medical Examiner when fatalities are involved.

4.2.3 Public and Government Affairs (PGA)

Public and Government Affairs (PGA) staff serves as the ICS Public Information Officer and works with the EOC, Department of Human Services, Clackamas County Medical Examiner (ME), and other agencies to provide accurate and timely information to employees, the public, and the media.

- Provide staff for the Public Information Officer and Joint Information Centers (JIC).
- Develop and coordinate a Joint Information System (JIS).
- Gather, prepare and obtain UC approval of all communications and emergency public information.
- Work with other agencies and jurisdictions to ensure messages are clear and consistent and to address rumors and inaccurate information.

4.2.4 Sheriff's Office/Local Law Enforcement

The Clackamas County Sheriff's Office/local law enforcement coordinates 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.

4.2.5 Department of Transportation and Development

The Department of Transportation and Development (DTD) provides signs, barriers, equipment, and personnel to assist in traffic and crowd control; coordinates solid waste disposal; and oversees sanitary sewer systems.

4.3 Other Resources**4.3.1 American Medical Response**

American Medical Response is a major provider of triage, treatment, and patient ambulance transport and will work closely with other emergency responders to coordinate care and transport of victims.

4.3.2 American Red Cross

The 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

ESF 8. Public Health and Medical Services

emergency responders. The American Red Cross will 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. The American Red Cross will also coordinate with CCEM and the EOC regarding non-American Red Cross shelters and shelters for pets.

4.3.3 Hospitals

Hospitals in Clackamas County will likely respond to a major health emergency by activating their EOCs and operating under their hospital emergency incident command system. Hospital EOCs are requested to coordinate with the county EOC/public health staff and to share critical information regarding presenting symptoms, capabilities, security, resources, decontamination requirements, and operations, and surge capacity.

4.3.4 Medical Reserve Corps

The Medical Reserve Corps (MRC) includes doctors, nurses, pharmacists, and behavioral health providers who have received training and are credentialed to provide medical support during an emergency. MRC volunteers may help vaccinate responders, assist POD operations for mass prophylaxis/treatment, help medical facilities increase surge capacity, and provide disaster behavioral health services.

4.3.5 Oregon Funeral Directors Association

The Oregon Funeral Directors Association assists with on-scene operations at mass fatality incidents, morgue operations, and Family Assistance Centers.

4.3.6 Oregon Voluntary Organizations Activate in Disaster and Community Organizations Active in Disasters

Oregon Volunteer Organizations Active in Disasters (ORVOAD) and Community Organizations Active in Disasters (COAD) are networks of volunteer organizations that will help support local communities with disaster response and recovery. Many volunteers will likely be needed during and after a major health emergency.

5 Concept of Operations**5.1 General**

The EOC will serve as the coordination center for all incident operations during a major health emergency. H3S will coordinate the initial response to most health emergencies affecting the County and will participate in EOC Command as a lead agency during health emergencies and incidents with a significant health component. H3S staff will coordinate emergency medical response operations,

ESF 8. Public Health and Medical Services

distribution of medical supplies/pharmaceuticals, public health operations, and the involvement of the medical community.

5.2 Biological Incidents, including Pandemic Influenza and Bioterrorism

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 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, CCEM, and Oregon State Public Health.

5.2.1 Pandemic Influenza

A pandemic is a global disease outbreak. An influenza pandemic begins when a new influenza virus emerges against which people have little or no immunity and for which there is no vaccine. The influenza virus spreads easily from person to person, causes serious illness and death, and can sweep across the country and around the world in a very short time. Because this virus can spread rapidly and cause such widespread outbreaks, a severe influenza pandemic would be a global health emergency that would overwhelm public health and health care systems and create widespread social disruption. The Centers for Disease Control and Prevention (CDC) estimates that 25–35 percent of the U.S. population could be affected by an influenza outbreak.

Pandemic influenza detection relies on disease surveillance to identify cases of a new disease and to track how the disease is spreading. The CDC and the World Health Organization operate large disease surveillance programs to monitor and detect the emergence of a possible pandemic influenza.

The Oregon State Public Health Division serves as the lead State agency and will work with local health agencies to manage a pandemic. Clackamas County’s Pandemic Plan (in the EOC library) integrates local pandemic activities with the Oregon Pandemic Influenza Plan.

5.2.2 Bioterrorism

Terrorists may deliberately release bacteria, viruses, or toxins as weapons to infect people or animals that are exposed to the agents; to infect animals that will carry a disease to humans; or to contaminate food, water supplies, or the environment. A bioterrorism incident that occurs with no threat or warning will likely be discovered by public health disease surveillance and/or by health and medical providers who become aware of suspicious illnesses or clusters of illness.

A bioterrorism incident would involve coordination with State and Federal health and law enforcement officials to ensure identification, understanding, and containment of the biological threat. Laboratories at the State and Federal levels

ESF 8. Public Health and Medical Services

would be required to identify the agent to determine the most reliable prophylaxis and treatment; POD sites may be required to deliver medications and/or supplies; medical care points may be activated to avoid overwhelming or contaminating hospitals and other health care facilities; isolation and/or quarantine may be required; and on-going community monitoring plans would likely be necessary.

Law enforcement agencies will work closely with public health agencies on the investigative aspects of the outbreak, enforce isolation and quarantine orders if necessary, and coordinate security for POD sites, alternative treatment facilities, hospitals, pharmacies, clinics, and other medical facilities.

Clackamas County has coordinated with city officials to identify and staff POD locations and train individuals to conduct POD operations. The County Health Officer provides medication dispensing orders and protocols to all PODs through EOC Command. See the POD Plan in the EOC library.

5.3 Water, Food, or Environmental Contamination

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.

Community Health will coordinate field investigations, sample collection, laboratory testing, and vector control activities; collaborate with the DTD and State health and agriculture officials on animal control activities; provide technical assistance/serve as subject matter experts for the JIS and EOC staff; and coordinate with law enforcement on incident investigations. Incident operations will be coordinated through the EOC.

5.4 Significant Health Impacts Caused by Emergencies or Disasters

Traffic accidents, explosions, natural hazards, industrial accidents, hazardous materials incidents, and terrorism all may cause significant numbers of casualties. EMS in Clackamas County are coordinated by the FDB and 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 Fire and Rescue—provide EMS advanced life support first response. Ambulance service is provided by three different providers covering emergencies in their ambulance service area (ASA): Molalla ASA/Molalla Fire District; Canby ASA/Canby Fire District; and

ESF 8. Public Health and Medical Services

Clackamas ASA/American Medical Response. H3S activates the Contingency Plan for Emergency Ambulance Service if necessary.

Fire agency responders will 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 CCEM and H3S whenever the MCI Protocol is implemented.

On-scene Command will designate an area for fatality operations and temporary morgue facilities, if necessary, and will work with the ME to preserve the scene and protect remains. The ME 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 ME's 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, ME, facilities management, H3S, and other agencies.

Environmental Health 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, Environmental Health will inspect and monitor these systems to ensure public safety and will coordinate with the DTD to address debris/solid waste disposal and sanitary sewer conditions.

5.5 Strategic National Stockpile Reception Plan

The SNS, managed by the 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 24–36 hours.

The Oregon State Public Health Division 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 POD plans and other distribution methods, including plans for

ESF 8. Public Health and Medical Services

delivery to at-risk and special needs populations. See the SNS Reception Plan in EOC library.

5.6 Behavioral Health Services

Crisis intervention and disaster mental health services include crisis counseling, debriefings for victims and responders, assessment, referral, and other interventions for people affected by an emergency. In addition to disaster services, CCCH will coordinate or provide behavioral health services for existing clients, access and functional needs populations, and the general public to help them cope with and adjust to the emergency and its aftermath. CCCH representatives will work with UC and the Public Information Officer to provide media messages and presentations to help address the fears inherent in health emergencies and to defuse rumors and misinformation. See Support Annex 4 – Behavioral Health.

6 Direction and Control

Clackamas County is responsible for coordinating emergency response in the unincorporated areas of the County and for response to health emergencies throughout the County. The County will support city responses as requested.

6.1 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 health emergencies within the County, cities may have resources to assist.

City officials are required to notify the County ME of any unattended deaths or mass fatality incidents, with local law enforcement securing the scene until the ME 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 CCEM 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 an emergency. 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

ESF 8. Public Health and Medical Services

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, and resource needs and allocations.

6.2 County

H3S is responsible for coordinating public health, medical, behavioral health, and environmental health response to emergencies in the County, and 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, Human Services staff will contact CCEM. When the EOC is activated, Incident Command will transition from the Human Services Incident Response Team to EOC UC. Designated health/medical representatives will provide technical advice to EOC staff.

The ME 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 County ME implements the Mass Fatality Plan, manages remains and mortuary services, and notifies next of kin.

If H3S or ME staff suspects that an incident may be a deliberate or terrorist act, they will immediately contact the Sheriff's Office, CCEM, and Oregon State Public Health.

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.

Four hospitals operate in the County and are part of the Statewide trauma system. 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 County 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 the Code (see County Code 6.03).

ESF 8. Public Health and Medical Services

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 Oregon 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 (Community Health System 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 Community Health System Director.

6.3 Special Districts

Special districts provide essential services to the citizens of Clackamas County and their facilities or services could be accidentally or deliberately disrupted, affected by environmental contamination, or be targets of a terrorist attack. County officials collaborate with special districts in managing environmental or public health concerns and in coordinating the response to 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 an emergency. A copy of the agreement and current participants is available in the EOC.

6.4 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

ESF 8. Public Health and Medical Services

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 EMS base station.

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 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.

6.5 State and Federal Assistance**6.5.1 State**

The Oregon Departments of Human Services, Environmental Quality, and Agriculture; the State Medical Examiner's Office; and other State agencies provide support, guidance, and technical assistance to local health and medical programs. 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 Department of Human Services 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: www.oregonhealthemergency.org 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

ESF 8. Public Health and Medical Services

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 Division 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 ME provides technical supervision and support for the County MEs. 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 ME's office is co-located with the State ME's office in Clackamas, providing close access and collaboration between the offices.

6.5.2 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

ESF 8. Public Health and Medical Services

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 (DPMU) - Support DMORTs through management of Federal mortuary assets.
- Veterinary Medical Assistance Team (VMAT) - assist in assessing the extent of disruption, and the need for veterinary services following major disasters.
- National Nurse Responses Team (NNRT) - 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 (NPRT) - assists in chemoprophylaxis, vaccination or other operations requiring hundreds of pharmacists, pharmacy technicians, and students.

The SNS, managed by the CDC, 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 that can be tailored to provide pharmaceuticals, supplies, and/or products specific to the suspected or confirmed agent(s) will arrive within 24–36 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 EMS sites throughout Oregon and are available for immediate use during a catastrophic emergency for which locally available supplies are insufficient. See the SNS Reception Plan in EOC library.

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,

ESF 8. Public Health and Medical Services

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.

7 Emergency Support Function Development and Maintenance

The Director of Health, Housing, and Human Services and the ME are responsible for ensuring that this annex and 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. CCEM is available to assist as needed.

8 Supporting Plans and Procedures

The following plans and procedures are currently in place:

- EOC Library
 - Pandemic Influenza Plan
 - Point of Dispensing (POD) Plan
 - Strategic National Stockpile (SNS) Reception Plan
 - EMS Mass Casualty Incident Protocol
 - Mass Fatality Plan
 - MRC Procedures/Plan
 - National Response Team Biological and Chemical Quick Reference Guides
 - National SNS Plan
 - Oregon SNS Plan
 - Clackamas County SNS Plan
- State of Oregon Emergency Operations Plan, ESF 8 – Public Health and Medical Services

ESF 8. Public Health and Medical Services

- National Response Framework, ESF 8 – Public Health and Medical Services

9 Appendices

- None at this time.

9

ESF 9 – Search and Rescue

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Table of Contents

- 1 Purpose and Scope ESF 9-1**
- 2 Policies and Authorities ESF 9-1**
- 3 Situation and Assumptions ESF 9-2**
- 4 Roles and Responsibilities ESF 9-2**
 - 4.1 Primary Agencies ESF 9-2
 - 4.1.1 Clackamas Fire District #1 ESF 9-2
 - 4.1.2 Sheriff’s Office/Law Enforcement ESF 9-2
 - 4.2 Supporting Agencies ESF 9-3
 - 4.2.1 Emergency Management ESF 9-3
 - 4.2.2 Medical Examiners ESF 9-3
 - 4.2.3 Health, Housing and Human Services ESF 9-3
 - 4.2.4 Public Information ESF 9-3
 - 4.2.5 Transportation and Development/Public Works..... ESF 9-3
 - 4.3 Other Resources ESF 9-4
 - 4.3.1 American Red Cross ESF 9-4
 - 4.3.2 Clackamas Amateur Radio Services ESF 9-4
- 5 Concept of Operations ESF 9-4**
- 6 Direction and Control ESF 9-4**
 - 6.1 Cities ESF 9-4
 - 6.2 County..... ESF 9-5
 - 6.3 Regional..... ESF 9-5
 - 6.4 State and Federal Assistance ESF 9-5
 - 6.4.1 State ESF 9-6
 - 6.4.2 Federal ESF 9-6
- 7 Emergency Support Function Development and Maintenance ESF 9-6**
- 8 Supporting Plans and Procedures ESF 9-6**
- 9 Appendices ESF 9-7**

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ESF 9. Search and Rescue

ESF 9 Tasked Agencies	
Primary Agencies	Clackamas Fire District #1 (Urban Search and Rescue) Clackamas County Sheriff's Office/Law Enforcement (Search and Rescue)
Supporting Agencies	Emergency Management Human Services Public Information Transportation and Development/Public Works American Red Cross

1 Purpose and Scope

Clackamas County has two categories of search and rescue operations:

- Search and Rescue (SAR) includes searching for, rescuing, or recovering persons lost, injured, or killed outdoors, including ground and marine locations; this activity is coordinated by the Clackamas County Sheriff's Office (CCSO) in accordance with the Clackamas County Search and Rescue Plan (Oregon Revised Statutes [ORS] 401.560).
- Urban Search and Rescue (USAR) includes searching for, rescuing, or recovering victims trapped in collapsed structures, in natural or human-caused disasters, in operations that require specialized personnel and/or equipment; this activity is coordinated by the Local Fire Chief/State Fire Marshal/ Office of Emergency Management (ORS 401.638; 401.639 and Oregon USAR Operations Manual, June 2007).

2 Policies and Authorities

Provisions in Oregon State law for SAR can be found in 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.

3 Situation and Assumptions

- The Chief of Clackamas Fire District #1 plans, trains, and conducts USAR operations in Clackamas County.
- On-Scene Command manages all SAR/USAR operations according to the National Incident Management System (NIMS)/Incident Command System (ICS).
- USAR responders may need to provide rapid extrication and medical treatment for trapped victims at risk from their injuries, the entrapment itself, or other hazards.
- Rescue workers may encounter extensive damage to buildings, roadways, communications systems, and utilities. Earthquake aftershocks, secondary events, and hazardous material releases may threaten survivors and rescue personnel.
- Well-meaning but ill-equipped and inadequately trained volunteers may initiate rescue activities that put their own lives at risk.

4 Roles and Responsibilities

All agencies tasked under this annex will develop and maintain written internal operating plans and implementing procedures, and train employees in their use.

4.1 Primary Agencies

4.1.1 Clackamas Fire District #1

- Develop and publish a USAR operations plan and provide a copy to the Emergency Operations Center (EOC) library.
- Coordinate USAR support with the Fire Defense Board Chief/Clackamas County Emergency Management (CCEM)/EOC Command.
- Coordinate access to the USAR equipment cache with the State Fire Marshal.
- Establish unified On-Scene Command for chemical, biological, radiological, nuclear, and explosive (CBRNE) incidents.

4.1.2 Sheriff's Office/Law Enforcement

- Develop and publish an SAR operations plan and provide a copy to the EOC library.
- Coordinate SAR support with CCEM/EOC Command.

ESF 9. Search and Rescue

- Establish unified On-Scene Command for incidents involving multiple agencies or jurisdictions.
- Provide traffic and crowd control at rescue scenes.
- Participate in Joint Information Center (JIC)/Joint Information System (JIS) activities.

4.2 Supporting Agencies

4.2.1 Emergency Management

- Assist On-Scene Command and activate the EOC if requested.
- Assist with multi-agency, multi-jurisdiction coordination.
- Advise the County Administrator and Board of County Commissioners.
- Coordinate with city, regional, and State agency counterparts.

4.2.2 Medical Examiners

- Provide death investigation for all unattended and suspicious deaths.

4.2.3 Health, Housing and Human Services

- Coordinate with first responders, hospitals, and other facilities and providers.
- Coordinate requests for additional medical resources.
- Provide Critical Incident Stress Debriefing to emergency workers.

4.2.4 Public Information

- Provide the Public Information Officer and participate in JIC/JIS operations.
- Coordinate incident information with participating organizations.

4.2.5 Transportation and Development/Public Works

- 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.

4.3 Other Resources

4.3.1 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.

4.3.2 Clackamas Amateur Radio Services

- Provide emergency HAM radio communications to the EOC and field units through amateur radio, as requested.

5 Concept of Operations

Individuals at the incident scene may have initiated rescue operations prior to SAR or USAR team arrival.

On-Scene Command manages the incident situation to minimize risk of injury to volunteer rescuers and victims.

On-Scene Command requests that 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 and, if necessary, coordinates approval from the State Fire Marshal.
- 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 are part of CBRNE incident response or when SAR operations involve multiple agencies/jurisdictions (such as joint water rescue operations).

6 Direction and Control

6.1 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

ESF 9. Search and Rescue

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 CCEM 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 an emergency 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.

6.2 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.

CCEM provides support for On-Scene Command and activates the EOC if requested. CCEM also coordinates with local, regional, and State agencies.

Public Affairs staffs Public Information Officer and 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.

6.3 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.

6.4 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. Oregon Emergency Management will coordinate State resources and request Federal assistance if necessary.

ESF 9. Search and Rescue**6.4.1 State**

The [Oregon USAR Program](#) provides skilled personnel and special equipment for urban rescue operations. USAR equipment trailers are strategically located throughout the region and can be utilized by local technical rescue teams upon approval of the State Fire Marshal.

6.4.2 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 search and rescue operations on federal waterways. Requests for assistance in dealing with water SAR may be made to the Portland Coast Guard Station directly by the Sheriff's Office or through the EOC.

7 Emergency Support Function Development and Maintenance

The Chief, Clackamas County Fire District #1, and the Sheriff will review/revise this annex and supporting plans every two years or when changes occur, such as lessons learned from exercises or actual events. Emergency Management staff is available to assist.

8 Supporting Plans and Procedures

The following plans and procedures are currently in place:

- EOC Library
 - Clackamas County Search and Rescue Plan (CCSO)
 - Clackamas County Fire District #1 Urban Search and Rescue Plan
 - Tualatin Valley Fire and Rescue Urban Search and Rescue Plan
 - Oregon USAR Operations Manual
- State of Oregon Emergency Operations Plan, ESF 9 – Search and Rescue
- National Response Framework, ESF 9 – Search and Rescue

9 Appendices

None at this time.

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ESF 10 – Oil and Hazardous Materials

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Table of Contents

1	Purpose and Scope	ESF 10-1
2	Policies and Authorities	ESF 10-1
3	Situation and Assumptions	ESF 10-1
4	Roles and Responsibilities	ESF 10-2
4.1	Primary Agencies	ESF 10-2
4.1.1	Fire District/Department.....	ESF 10-2
4.1.2	Fire Defense Board Chief	ESF 10-3
4.2	Supporting Agencies	ESF 10-3
4.2.1	Clackamas County Communications (C-COM)	ESF 10-3
4.2.2	Emergency Management (CEM).....	ESF 10-4
4.2.3	Health, Housing and Human Services (H3S).....	ESF 10-4
4.2.4	Information Services.....	ESF 10-5
4.2.5	Medical Examiner's Office	ESF 10-6
4.2.6	Public and Governmental Affairs (PGA)	ESF 10-6
4.2.7	Clackamas County Sheriff's Office/ Local Law Enforcement Agencies	ESF 10-7
4.2.8	Transportation and Development (DTD)/Public Works...	ESF 10-7
4.2.9	Water Environment Services	ESF 10-8
4.3	Other Resources	ESF 10-8
4.3.1	American Medical Response	ESF 10-8
4.3.2	American Red Cross	ESF 10-8
4.3.3	Clackamas Amateur Radio Emergency Services	ESF 10-8
4.3.4	CHEMTREC	ESF 10-9
5	Concept of Operations	ESF 10-9
6	Direction and Control	ESF 10-11
6.1	General	ESF 10-11
6.2	Cities	ESF 10-12
6.3	County.....	ESF 10-13
6.4	Special Districts.....	ESF 10-14
6.5	Regional.....	ESF 10-14
6.6	State and Federal Assistance	ESF 10-15
6.6.1	State	ESF 10-15
6.6.2	Federal	ESF 10-16

ESF 10. Oil and Hazardous Materials Response

7	Emergency Support Function Development and Maintenance	ESF 10-18
8	Supporting Plans and Procedures	ESF 10-18
9	Appendices	ESF 10-18

ESF 10. Oil and Hazardous Materials Response

ESF 10 Tasked Agencies	
Primary Agencies	Local Fire Agencies Fire Defense Board
Supporting Agencies	Emergency Management Health, Housing, and Human Services (H3S) Information Services Public and Government Affairs Sheriff's Office/Local Law Enforcement Agencies Transportation and Development/Public Works Water Environment Services American Medical Response American Red Cross Clackamas Amateur Radio Emergency Services CHEMTREC

1 Purpose and Scope

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. 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.

2 Policies and Authorities

The following policies and agreements are currently in place:

- Hazardous Materials are discussed in in Oregon Revised Statutes (ORS) Chapter 453.

3 Situation and Assumptions

Substances classified as hazardous materials are used, stored, and transported in Clackamas County every day. Over 5560 facilities in Clackamas County report manufacturing, using, or storing chemicals in the County, and approximately 116 facilities (included in the 5560 noted above) use reportable quantities of Extremely Hazardous Substances as defined in the Superfund Amendments and Reauthorization Act (SARA) 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.

ESF 10. Oil and Hazardous Materials Response

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.

4 Roles and Responsibilities

All agencies tasked under this annex will develop and maintain written internal operating plans and implementing procedures consistent with National Incident Management System (NIMS) and the Emergency Operations Plan (EOP), and will train employees in their use.

4.1 Primary Agencies

4.1.1 Fire District/Department

- 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.
- Activate Mass Casualty Incident protocol if necessary, and coordinate emergency medical services (EMS) and transport to appropriate medical facilities according to Regional Hospital Coordination System.

ESF 10. Oil and Hazardous Materials Response

- Assist in warning, evacuation, traffic control, and staging; coordinate evacuation operations requiring specialized personal protective equipment (PPE) and hazardous materials operations level training.
- Maintain communications with the FDB Chief (or designee) and the Emergency Operations Center (EOC).
- Coordinate On-Scene Public Information Officer (PIO) activities with City/County EOC Command and the EOC Joint Information Center (JIC).

4.1.2 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 CCDHS 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 CCEM 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 Public Information Officer to provide warning and other emergency information for Joint Information System (JIS)/JIC operations.

4.2 Supporting Agencies

4.2.1 Clackamas County Communications (C-COM)

- Serve as County Warning Point for Clackamas County.

ESF 10. Oil and Hazardous Materials Response

- 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.

4.2.2 Emergency Management (CEM)

- Activate the EOC.
- Assist On-Scene and EOC Command.
- Advise the County Administrator and Board of County Commissioners (BCC).
- Facilitate the Emergency Declaration process.
- Coordinate with city, regional, and State counterparts.
- Assist in multi-agency/multi-jurisdictional and resource coordination.
- Request Clackamas Amateur Radio Emergency Services (CARES) activation.

4.2.3 Health, Housing and Human Services (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.

ESF 10. Oil and Hazardous Materials Response

- 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 Points of Dispensing (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.

4.2.4 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.

ESF 10. Oil and Hazardous Materials Response

- 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.

4.2.5 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.

4.2.6 Public and Governmental Affairs (PGA)

- Serve as EOC PIO.
- 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.

ESF 10. Oil and Hazardous Materials Response

4.2.7 Clackamas County Sheriff's Office/ 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/Incident Command System (ICS)/EOC JIC to provide public information.
- Coordinate evacuation operations.
- Provide explosive disposal unit expertise.
- Provide/coordinate security for shelters, critical facilities, POD locations, and feeding centers.
- Enforce mandatory public health and safety actions.

4.2.8 Transportation and Development (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 the Oregon Department of Transportation (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.

ESF 10. Oil and Hazardous Materials Response

- 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.

4.2.9 Water Environment 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.

4.3 Other Resources

The specific assistance required to respond to a hazardous materials incident will depend on the nature of the event severity of the impacts on people, property and the environment. Some of the organizations most likely to help are identified below.

4.3.1 American Medical Response

American Medical Response is a major provider of triage, treatment, and patient ambulance transport and will work closely with other emergency responders to coordinate care and transport of victims.

4.3.2 American Red Cross

The American Red Cross provides and manages shelter and mass care operations for victims of disaster, and feeding and support services for emergency responders. The American Red Cross will activate and manage shelters, including feeding, health, and behavioral health services, and 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. The American Red Cross will also coordinate with CCEM and the EOC regarding non-Red Cross shelters and shelters for pets.

4.3.3 Clackamas Amateur Radio Emergency Services

CARES provides and manages emergency communications through its network of trained and licensed amateur radio operators.

ESF 10. Oil and Hazardous Materials Response**4.3.4 CHEMTREC**

The Chemical Transportation Emergency Center (CHEMTREC) is 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.

5 Concept of Operations

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.
 - 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, PPE, and response assignments are authorized to enter.

ESF 10. Oil and Hazardous Materials Response

- 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 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 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 6000 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.

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; and conduct decontamination operations.

ESF 10. Oil and Hazardous Materials Response

Emergency Medical Services (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.

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.

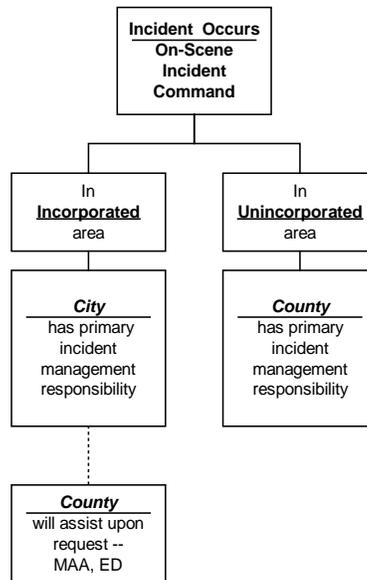
6 Direction and Control

6.1 General

First responders manage “routine” hazardous materials 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.

ESF 10. Oil and Hazardous Materials Response

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 Oregon Emergency Management.



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.

6.2 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 County Emergency Management to integrate response and recovery activities. An

ESF 10. Oil and Hazardous Materials Response

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.

6.3 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 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

ESF 10. Oil and Hazardous Materials Response

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 Oregon Emergency Management (OEM) for submission to the governor. OEM coordinates state resources and seeks a state declaration if necessary.

6.4 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.

6.5 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.

ESF 10. Oil and Hazardous Materials Response

- 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.

6.6 State and Federal Assistance**6.6.1 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 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 (DOE) 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

ESF 10. Oil and Hazardous Materials Response

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

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.

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. 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.

ESF 10. Oil and Hazardous Materials Response

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 DOE 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 (DPMU) - Support DMORT teams through management of Federal mortuary assets.
- Veterinary Medical Assistance Team (VMAT) - Assist in assessing the extent of disruption, and the need for veterinary services following major disasters.
- National Nurse Responses Team (NNRT) - 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 (NPRT) - Assist in chemoprophylaxis, vaccination or other operations requiring hundreds of pharmacists, pharmacy technicians, and students.

The 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

ESF 10. Oil and Hazardous Materials Response

hours. Additional managed inventory supplies tailored to the suspected or confirmed agent(s) can arrive within 24–36 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 NIMS/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.

7 Emergency Support Function 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. CCEM is available to assist as requested.

8 Supporting Plans and Procedures

The following plans and procedures are currently in place:

- 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 of Oregon Emergency Operations Plan, ESF 10 – Oil and Hazardous Materials
- National Response Framework, ESF 10 – Oil and Hazardous Materials

9 Appendices

None at this time.

11

ESF 11 – Agriculture and Natural Resources

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Table of Contents

- 1 Purpose and Scope ESF 11-1**
- 2 Policies and Authorities ESF 11-1**
- 3 Situation and Assumptions ESF 11-2**
 - 3.1 Situation ESF 11-2
 - 3.2 Assumptions ESF 11-2
- 4 Roles and Responsibilities ESF 11-2**
 - 4.1 Emergency Management ESF 11-3
 - 4.1.1 Oregon Department of Agriculture ESF 11-3
 - 4.1.2 United States Department of Agriculture ESF 11-4
- 5 Concept of Operations ESF 11-4**
 - 5.1 Overview ESF 11-4
 - 5.2 Agricultural Food Supply ESF 11-5
 - 5.3 Animal and Plant Diseases and Health ESF 11-5
 - 5.4 Care and Assistance for Animals ESF 11-5
 - 5.5 Natural and Cultural Resources and Historic Properties ESF 11-6
- 6 Direction and Control ESF 11-6**
- 7 Emergency Support Function Development and Maintenance ESF 11-6**
- 8 Supporting Plans and Procedures ESF 11-6**
- 9 Appendices ESF 11-7**

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ESF 11. Agriculture and Natural Resources

ESF 11 Tasked Agencies	
Primary Agencies	Emergency Management Transportation and Development – Dog Services
Supporting Agencies	Health, Housing, and Human Services (H3S) Oregon Department of Agriculture (ODA) United States Department of Agriculture (USDA)

1 Purpose and Scope

Emergency Support Function (ESF) 11 provides information regarding coordinating the protection of agriculture and natural resources in Clackamas County in the event of an emergency. Services addressed by this ESF include:

- Protection of the local agricultural food supply.
- Response to animal and plant diseases and pests that can potentially affect animal and plant health or pose significant risk to the local economy.
- Sheltering, care, and/or evacuation of animals.
- Protection of natural and cultural resources and historic properties.

This ESF overlaps with ESFs 6 and 13 in addressing some aspects of care and assistance for household pets and service animals (ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services addresses care for household pets and service animals primarily associated with moving persons to shelters, and ESF 13 – Public Safety and Security, addresses evacuation of persons and, by extension, some of the impacts for their pets and service animals).

2 Policies and Authorities

The Oregon Department of Agriculture (ODA), in accordance with Oregon State law, specifically Oregon Revised Statutes (ORS), 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, parts of the State, and the entire State; create quarantine areas.
- Stop the movement of animals.
- Require the destruction of animals, animal products, and materials.

ESF 11. Agriculture and Natural Resources

- 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 CRP 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 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>

3 Situation and Assumptions

3.1 Situation

In the event of a disaster, local resources will be called upon to provide an adequate and healthy supply of food and water, meet nutrition needs of the populace, and care for pets, service animals and livestock. In addition, protection of natural resources is vital for long-term recovery.

3.2 Assumptions

- The owners of pets and livestock, when notified of an impending emergency, will take reasonable steps to shelter and protect their animals.

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.

ESF 11. Agriculture and Natural Resources

It is critical to note that Clackamas County does not have a department of agriculture and has little to no resources related to agricultural animals and crops. Therefore, Clackamas County must rely heavily on ODA and the USDA for agriculture related emergencies.

4.1 Emergency Management

- Clackamas County Emergency Management (CCEM) relies heavily on the ODA and USDA for support before and during an agriculture disaster, including:
 - Surveillance for a foreign animal disease or an animal-borne poison or toxin that may pose a threat to the animal industries, the economy, or public health.
 - Surveillance of plant pests of unknown or questionable origin that may pose a potential threat to agriculture, horticulture, the economy or public health.
- Request an Agricultural Emergency Declaration for the County. The declaration may result from a direct request from the ODA.
- Open the EOC as necessary and requested.
- Identify pet boarding facilities and private organizations that may provide emergency shelters for animals.
- Assist in identifying sources to augment emergency food and water supplies.
- Assist in identifying local agribusiness operators with equipment and personnel to assist with animal stop movement and quarantine activities.
- Conduct and participate in training to support the implementation of ESF 11.
- Provide assistance to established pet and animal shelters.

4.1.1 Oregon Department of Agriculture

ODA in particular has broad expertise with animal and plant diseases and health, including the authority to:

- Declare an animal health emergency.
- Impose restrictions on importations of animals, articles, and means of conveyance.
- Quarantine animals, herds, parts of the State, and the entire State; create quarantine areas.

ESF 11. Agriculture and Natural Resources

- Stop the movement of animals.
- Require the destruction of animals, animal products, and materials.
- Animal quarantine measures will be implemented through Clackamas County Department of Health, Housing, and Human Services (H3S) and do not require a court order.
- Support the disaster response and recovery with all available resources.
- Provide assistance to established animal shelters.
- Restrict movement and detain or move animals, equipment, products, and personnel as necessary to control and eradicate animal or plant disease.
- Manage and direct evacuation of animals from risk areas and provide technical assistance to prevent animal injury and the spread of disease.
- Provide and/or receive appropriate mutual aid.
- Secure supplies, equipment, personnel, and technical assistance from support agencies, organizations, and other resources to carry out the response plans associated with animal health or any act of agricultural terrorism.

4.1.2 United States Department of Agriculture

- Provide assistance to ODA as needed for the emergency.

5 Concept of Operations

5.1 Overview

- CCEM 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. If the provided services still are not adequate, the County can declare a state of emergency, in accordance with the declaration requirements in this Emergency Operations Center's (EOC's) Basic Plan.
- If the County EOC is activated, agriculture and natural resources services will be coordinated through the EOC under the Incident Command System.

ESF 11. Agriculture and Natural Resources

- Each supporting agency and organization will perform their duties in accordance with their own EOPs, plans, and procedures.

5.2 Agricultural Food Supply

- Clackamas County Emergency Management office 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 event (such as drought, flooding, a terrorist act involving hazardous or radioactive materials, etc.). This will entail coordinating with the ODA, USDA, 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.

5.3 Animal and Plant Diseases and Health

- Domestic animals, wild animals, plants, and the timber industry could be vulnerable to the spread of animal or plant diseases related to an emergency. Important elements to consider include the identification and control of animal and plant diseases associated with or exacerbated by an emergency; isolation or quarantine of animals; and the disposition of animals killed by the emergency or required to be destroyed as a result of the emergency. Clackamas County Community Health will coordinate with appropriate partners to manage the diseases as they related to human infection.
- CCEM 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.

5.4 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 Emergency Management office (which might open animal evacuation shelters, for instance, at a local school), local veterinarians, the ODA (for livestock and other domestic animals

ESF 11. Agriculture and Natural Resources

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 Support Annex E – Animals in Disaster.

5.5 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, and others. 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.

6 Direction and Control

Command and control will be exercised as provided in the Basic Plan of the Clackamas County EOP.

7 Emergency Support Function Development and Maintenance

- CCEM is responsible for maintaining this annex.
- Each agency will develop standard operating procedures that address assigned tasks.

8 Supporting Plans and Procedures

The following plans and procedures are currently in place:

- Clackamas County Animals in Disaster Plan
- State of Oregon Emergency Operations Plan, ESF 11 – Agriculture and Natural Resources

ESF 11. Agriculture and Natural Resources

- National Response Framework, ESF 11 – Agriculture and Natural Resources

9 Appendices

None at this time.

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12

ESF 12 – Energy

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Table of Contents

- 1 Purpose and Scope ESF 12-1**
 - 1.1 Purpose..... ESF 12-1
 - 1.2 Scope..... ESF 12-1
- 2 Policies and Authorities ESF 12-1**
- 3 Situation and Assumptions ESF 12-2**
 - 3.1 Situation ESF 12-2
 - 3.2 Assumptions ESF 12-2
- 4 Roles and Responsibilities ESF 12-3**
 - 4.1 Local Response Partners ESF 12-3
 - 4.1.1 Emergency Management ESF 12-3
 - 4.1.2 Water and Waste Management (Municipal Utilities and Private Purveyors) ESF 12-3
 - 4.1.3 Other Utility Providers..... ESF 12-3
 - 4.2 State Response Partners ESF 12-4
 - 4.2.1 State Office of Emergency Management..... ESF 12-4
 - 4.3 Federal Response Partners ESF 12-4
- 5 Concept of Operations ESF 12-4**
- 6 Direction and Control ESF 12-5**
- 7 Emergency Support Function Development and Maintenance ESF 12-5**
- 8 Supporting Plans and Procedures ESF 12-5**
- 9 Appendices ESF 12-5**

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ESF 12 Tasked Agencies	
Primary Agencies	Emergency Management
Supporting Agencies	Local Public and Private Utilities
Adjunct Agencies	State of Oregon Department of Energy

1 Purpose and Scope

1.1 Purpose

To provide guidance for emergency coordination with providers of electric power, water resources, telecommunications, sanitation, natural gas, and petroleum resources to meet the essential needs of Clackamas County during a major emergency or disaster.

1.2 Scope

- Addressing the coordination of energy systems and utilities assessments for damage, supply, demand, and requirements to restore such systems.
- Assisting Clackamas County departments and agencies in obtaining fuel for transportation, communications, emergency operations, and other critical functions.
- Helping energy suppliers and utilities obtain equipment, specialized labor, and transportation to repair or restore energy systems.

2 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 Emergency Management 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

3 Situation and Assumptions

3.1 Situation

The suddenness and devastation of a disaster, either natural or human-caused, may sever key energy lifelines, constraining supply in affected areas and most likely adversely impacting adjacent areas, especially those with supply links to the directly affected areas. Such an event also could affect transportation, communications, and other lifelines needed for public health and safety.

3.2 Assumptions

- A severe natural disaster or other significant event can sever energy and utility lifelines; hinder supplies in impacted areas or in areas with supply links to impacted areas; and also affect firefighting, transportation, communication, and other lifelines needed for public health and safety.
- There may be widespread and/or prolonged electric power failure. With no electric power, communications, transportation, health care, business, education, and infrastructure will be greatly impeded.
- There may be extensive pipeline failure in water, wastewater, and gas utilities. It may take hours, days, weeks, or even months to make repairs.
- Natural gas lines may break and may erupt in fire.

- Water pressure may be low, hampering firefighting and impairing sewer system function.

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 Local Response Partners

4.1.1 Emergency Management

- Maintain liaison with local utilities, including the ability to contact them on a 24-hour-a-day basis.
- Coordinate assistance to support local utility and energy providers, as requested.

4.1.2 Water and Waste Management (Municipal Utilities and Private Purveyors)

- Maintain and control water, sewer, and solid waste systems within their jurisdictions.
- 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.
- Identify potential areas for mitigation strategy.
- Prepare appropriate disaster assistance forms for submission to appropriate state and federal agencies.

4.1.3 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.

ESF 12. Energy

- In conjunction with the EOC Operations Section, determine priorities among users if adequate utility supply is not available to meet all essential needs.
- Provide information necessary for compiling damage and operational capability reports.

4.2 State Response Partners

4.2.1 State Office of Emergency Management

- Alert appropriate State agencies of the possible requirements to supplement local energy and utility needs.
- Coordinate with the Utilities and Transportation Commission to provide supplemental assistance to local government.

4.3 Federal Response Partners

Coordinate the activities of Federal agencies having supplemental energy and utility resources capabilities during a presidentially declared emergency or disaster.

5 Concept of Operations

- 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 after a major event. 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 Clackamas 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.
- 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.
- CCEM may advise public utilities operating in Clackamas County of any emergency restrictions or operating policies established by County government. CCEM may also coordinate with the State OEM.

6 Direction and Control

To be developed.

7 Emergency Support Function Development and Maintenance

CCEM is responsible for ensuring that this annex and its attachments are updated at least annually, after each incident or exercise to which it applies, or when changes occur. CCEM staff will assist as requested.

8 Supporting Plans and Procedures

The following plans and procedures are currently in place:

- State of Oregon Emergency Operations Plan, ESF 12 – Energy
- National Response Framework, ESF 12 - Energy

9 Appendices

None at this time.

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13

ESF 13 – Public Safety and Security

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Table of Contents

- 1 Purpose and Scope ESF 13-1**
- 2 Policies and Authorities ESF 13-1**
- 3 Situation and Assumptions ESF 13-1**
- 4 Roles and Responsibilities ESF 13-2**
 - 4.1 Primary Agencies ESF 13-2
 - 4.1.1 Clackamas County Sheriff’s Office ESF 13-2
 - 4.2 Support Agencies ESF 13-3
 - 4.2.1 Clackamas County Emergency Management ESF 13-3
 - 4.2.2 Fire Defense Board ESF 13-3
 - 4.2.3 Health, Housing, and Human Services ESF 13-3
 - 4.2.4 Public and Governmental Relations ESF 13-4
 - 4.2.5 Transportation and Development ESF 13-4
 - 4.3 Other Resources ESF 13-5
 - 4.3.1 American Red Cross ESF 13-5
- 5 Concept of Operations ESF 13-5**
- 6 Direction and Control ESF 13-6**
 - 6.1 County ESF 13-6
 - 6.2 Cities ESF 13-7
 - 6.3 Special Districts ESF 13-7
 - 6.4 Regional ESF 13-7
 - 6.5 State and Federal Assistance ESF 13-8
- 7 Emergency Support Function Development and Maintenance ESF 13-8**
- 8 Supporting Plans and Procedures ESF 13-8**
- 9 Appendices ESF 13-9**

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ESF 13. Public Safety and Security

ESF 13 Tasked Agencies	
Primary Agencies	Clackamas County Sheriff's Office
Supporting Agencies	Emergency Management Fire Defense Board Public and Government Relations Transportation and Development

1 Purpose and Scope

Emergency Support Function (ESF) 13 outlines tasks and responsibilities in a law enforcement emergency, including evacuation and civil disorder/terrorism incidents. Law enforcement is responsible for protecting life and property, maintaining law and order, providing traffic and crowd control, evaluating the credibility of threats and intelligence, and investigating crimes.

2 Policies and Authorities

The following policies and authorities are currently in place:

- Mutual aid agreements between local law enforcement agencies.

3 Situation and Assumptions

- 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, and to arrest and detain perpetrators.
- A major law enforcement emergency is a County emergency requiring notification of Clackamas County Emergency Management (CCEM), implementation of the Emergency Operations Plan (EOP), and, possibly, activation of the Emergency Operations Center (EOC). All incidents will be managed according to the National Incident Management System (NIMS)/Incident Command System (ICS).
- Evacuation of large populations will require staff from multiple agencies to warn the residents, establish routes and shelters, and coordinate evacuation operations. Normal traffic patterns will be disrupted and additional traffic control required. Evacuation of the jail and/or Juvenile Department's facilities may require additional law enforcement personnel to provide security during transportation and temporary sheltering.
- 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

ESF 13. Public Safety and Security

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, 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 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.
- All agencies tasked under this annex will develop and maintain internal operating plans and implementing procedures consistent with the EOP.

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 Agencies

4.1.1 Clackamas County Sheriff’s Office

- Serve as a member of Unified Command.
- Provide staff to support EOC operations.
- Advise CCEM, the County Administrator, and the Board of County Commissioners (BCC) on law enforcement aspects of the emergency and the need for an Emergency Declaration.
- Coordinate law enforcement response.
- Analyze law enforcement resource needs and requests assistance through the EOC from agencies not covered under mutual aid agreements.
- Serve as primary liaison with law enforcement officials in other jurisdictions.

ESF 13. Public Safety and Security

- Work within the NIMS structure to provide information to the Public Information Officer for release to the public.
- Provide/coordinate disaster warning.
- Coordinate search and rescue and evacuation operations.
- Provide explosive devices unit expertise as needed.
- Provide traffic control and security at shelters, critical facilities, and feeding centers.

4.2 Support Agencies**4.2.1 Clackamas County Emergency Management**

- Assist in multi-agency/jurisdictional coordination.
- Implement the EOP.
- Activate the Situation Assessment Team.
- Activate the EOC.
- Assist Command.
- Advise the County Administrator.
- Facilitate Emergency Declaration process.
- Coordinate with city, regional, and State counterparts.
- Serve as EOC Manager.
- Request activation of Clackamas Amateur Radio Emergency Services (CARES).

4.2.2 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.

4.2.3 Health, Housing, and Human Services

- Serve as a member of Unified Command.

ESF 13. Public Safety and Security

- 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 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.

4.2.4 Public and Governmental Relations

- Provide staff for the Public Information Officer and Joint Information Centers (JICs).
- Develop and coordinate a Joint Information System.
- 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.

4.2.5 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.

4.3 Other Resources

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.

5 Concept of Operations

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 CCEM 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.
- 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.
- Evaluate the credibility of intelligence information.
- 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:

ESF 13. Public Safety and Security

- 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, 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.

6 Direction and Control

6.1 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, 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 Clackamas County Sheriff's Office (CCSO) representatives serving in the Planning, Operations, and Logistics sections, and the JIC.

If Incident Command 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 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 Oregon Emergency Management (OEM) for submission to the

ESF 13. Public Safety and Security

governor. OEM coordinates State resources and will seek a state declaration if necessary.

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. 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 CCEM 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 an emergency.

6.3 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 an emergency.

6.4 Regional

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.

ESF 13. Public Safety and Security

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.

The **Urban Area Security Initiative (UASI)** group has developed a draft Regional chemical, biological, radiological, nuclear, and explosive (CBRNE) Terrorism Response Plan that begins to set the framework for multi-discipline, multi-jurisdiction response. UASI has also developed a Technical Interoperable Communications Plan to help responders work more effectively together during a major incident. A Regional Critical Infrastructure Protection project is currently underway.

6.5 State and Federal Assistance

Oregon State Police 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 be involved in 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.

7 Emergency Support Function Development and Maintenance

The Sheriff is responsible for ensuring that this annex and supporting plans are reviewed at least annually, after each exercise or incident to which they apply, or when changes occur. CCEM is available to assist as requested.

8 Supporting Plans and Procedures

The following plans and procedures are currently in place:

- Technical Interoperable Communications Plan
- Regional CBRNE Response Plan (DRAFT)
- State of Oregon Emergency Operations Plan, ESF 13 – Public Safety and Security
- National Response Framework, ESF 13 – Public Safety and Security

9 Appendices

None at this time.

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14

ESF 14 – Long-Term Community Recovery

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Table of Contents

- 1 Purpose and Scope ESF 14-1**
- 2 Policies and Authorities ESF 14-1**
- 3 Situation and Assumptions ESF 14-1**
 - 3.1 Situation ESF 14-1
 - 3.2 Assumptions ESF 14-2
- 4 Roles and Responsibilities ESF 14-2**
 - 4.1 Organization ESF 14-2
 - 4.2 Task Assignments ESF 14-2
 - 4.2.1 General ESF 14-2
 - 4.2.2 Policy Group ESF 14-3
 - 4.2.3 County Administrator ESF 14-3
 - 4.2.4 Clackamas County Emergency Management ESF 14-3
- 5 Direction and Control ESF 14-3**
- 6 Emergency Support Function Development and Maintenance ESF 14-3**
- 7 Supporting Plans and Procedures ESF 14-3**
- 8 Appendices ESF 14-4**

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ESF 14. Long-Term Community Recovery

ESF 14 Tasked Agencies	
Primary Agencies	Emergency Management
Supporting Agencies	Appropriate Departments
Adjunct Agencies	

1 Purpose and Scope

The Long-Term Community Recovery Emergency Support Function (ESF) provides a mechanism for coordinating support to local governments, non-governmental organizations, the private sector, and impacted citizens to enable recovery from the long-term consequences of extraordinary disasters. ESF 14 may be activated for incidents that require a response to address significant long-term impacts (e.g., impacts on housing, government operations, agriculture, business, community infrastructure, human health, social services, and the environment) to foster sustainable recovery. Application will depend on the magnitude and type of incident.

The purpose of this document is to provide a framework for developing a future comprehensive recovery plan and for managing successful recovery activities after a disaster or emergency.

2 Policies and Authorities

Clackamas County follows additional policies as outlined in the following State guidance materials:

- State of Oregon Disaster Recovery Guidebook

3 Situation and Assumptions

3.1 Situation

- Interagency recovery expertise will need to be coordinated to provide strategic guidance to long-term recovery efforts.
- There will be a need to streamline assistance processes and avoid duplication of assistance.
- Recovery activities continue long after the Emergency Operations Center (EOC) has been closed, requiring the activities to be coordinated and managed from a different location.
- The recovery process can be split into long-term and short-term activities, but some activities can be both.
- Short-term recovery returns vital life support systems to at least minimum operating standards and meets people's immediate life sustaining needs.

ESF 14. Long-Term Community Recovery

- Long-term recovery may go on for years until the entire disaster area is completely redeveloped, either as it was before the disaster or for entirely new purposes.

3.2 Assumptions

- Depending on the type and scope of the incident, Federal resources and/or funds may be available for public and/or private (individual and businesses) assistance.
- A long-term recovery plan will be developed based on the impacts of the specific disaster or emergency, the duties and responsibilities outlined in the other functional annexes and hazard-specific annexes to this plan, and the planning considerations addressed in this annex.
- Long-term recovery planning and activities could include mitigation efforts to reduce the potential hazard of similar disasters in the future.
- Depending on the incident, the transition to recovery functions is tasked to a County work group representing many County services rather than the EOC.

4 Roles and Responsibilities

There are many departments and agencies that will be called upon to coordinate assistance and general public informational updates.

4.1 Organization

As response activities are completed, the management of and responsibility for recovery operations could transition from the EOC to an established Recovery Management Team or Office.

Establishment of a Recovery Management Team and transfer of recovery responsibilities from the EOC to the Team will be the responsibility of the Policy Group. To avoid duplication of efforts, this transition should not occur until all response-specific activities have been completed.

4.2 Task Assignments**4.2.1 General**

- While the EOC is still activated, the initial development of a Recovery Plan will be the responsibility of the IC but may be delegated to the appropriate department.
- Depending on the incident, it may be more appropriate for some recovery functions to be tasked to a specific County department rather than an EOC Section. The tasked department will keep the Incident Commander apprised of their recovery activities.

ESF 14. Long-Term Community Recovery

4.2.2 Policy Group

- Provides policy, guidance, and project prioritization for restoration.

4.2.3 County Administrator

- Provides guidance for the administration and management of departmental recovery functions.
- Provides for the assignment and coordination of responsibilities for management of disaster recovery activities.
- Develops and implements procedures for maintaining County/department daily operations and services
- Keeps elected officials informed of the situation and provides advice on required decisions and appropriate actions.
- Ensures that accurate public information is disseminated.

4.2.4 Clackamas County Emergency Management

- Leads interagency team to develop strategic goals for recovery operations and public information. .

5 Direction and Control

To be developed.

6 Emergency Support Function Development and Maintenance

- Clackamas County Emergency Management is responsible for maintaining this annex.
- Each agency will develop standard operating procedures that address assigned tasks.

7 Supporting Plans and Procedures

The following plans and procedures are currently in place:

- State of Oregon Disaster Recovery Guide
- State of Oregon Emergency Operations Plan, ESF 14 – Long-Term Community Recovery
- National Response Framework, ESF 14 – Long-Term Community Recovery

8 Appendices

None at this time.

15

ESF 15 – External Affairs

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Table of Contents

1	Purpose and Scope	ESF 15-1
2	Policies and Agreements	ESF 15-1
3	Situation and Assumptions	ESF 15-1
4	Roles and Responsibilities	ESF 15-2
4.1	Primary Agencies	ESF 15-2
4.1.1	Public and Governmental Affairs	ESF 15-2
4.2	Supporting Agencies	ESF 15-2
4.2.1	Clackamas County Communications	ESF 15-2
4.2.2	Lake Oswego Communications	ESF 15-2
4.2.3	Washington County Consolidated Communications Agency	ESF 15-3
4.2.4	Clackamas County Emergency Management	ESF 15-3
4.2.5	Local Fire Agencies	ESF 15-3
4.2.6	Health, Housing and Human Services	ESF 15-3
4.2.7	Law Enforcement	ESF 15-3
5	Concept of Operations	ESF 15-4
5.1	General	ESF 15-4
5.2	Alert and Warning	ESF 15-4
5.2.1	National Warning System	ESF 15-4
5.2.2	Emergency Alert System	ESF 15-4
5.2.3	Sirens	ESF 15-4
5.2.4	Mobile Public Address Systems	ESF 15-5
5.2.5	Door-to-Door Warning	ESF 15-5
5.2.6	Telephone Warning – Community Notification System	ESF 15-5
5.2.7	County Website	ESF 15-5
5.2.8	Internal Employee Notification System	ESF 15-5
5.3	Dissemination of Ongoing Emergency Public Information	ESF 15-5
5.4	Functional Needs Populations	ESF 15-6
6	Direction and Control	ESF 15-6
6.1	Cities	ESF 15-6
6.2	County	ESF 15-6
6.3	Special Districts	ESF 15-7

6.4 Regional..... ESF 15-7

6.5 State and Federal Assistance ESF 15-7

**7 Emergency Support Function Development and
Maintenance..... ESF 15-7**

8 Supporting Plans and Procedures ESF 15-8

9 Appendices ESF 15-8

ESF 15 Tasked Agencies	
Primary Agencies	Public and Government Affairs/Public Information
Supporting Agencies	Clackamas County Communications Lake Oswego Communications Washington County Consolidated Communications Agency Emergency Management Local Fire Agencies Health, Housing and Human Services Local Law Enforcement Agencies

1 Purpose and Scope

This annex outlines policies and responsibilities for emergency public information, including alert and warning messages, risk communications, and information updates. See Emergency Support Function (ESF) 2 – Communications for information regarding communications systems.

2 Policies and Agreements

None at this time.

3 Situation and Assumptions

During emergencies, Public and Government Affairs (PGA) is responsible for the County Public Information Officer (PIO) function and coordinates with Clackamas County Emergency Management (CCEM), On-Scene Command, and 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) 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, access and functional needs populations, citizens at large, cities, and neighboring jurisdictions.

PGA partners 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.

4 Roles and Responsibilities

All agencies tasked under this annex will develop and maintain written internal operating plans and implementing procedures and will train employees in their use.

4.1 Primary Agencies

4.1.1 Public and Governmental Affairs

- 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 Joint Information System.
- Prepare and obtain 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.

4.2 Supporting Agencies

4.2.1 Clackamas County Communications

- 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 Lake Oswego Communications (LOCOM).
- Operate as one of two PSAPs in the County system.
- Operate the Clackamas County Emergency Notification (CCENS).
- Activate the Emergency Alert System (EAS) for Clackamas County in conjunction with CCEM.

4.2.2 Lake Oswego Communications

- Operate as one of two PSAPs in the County.
- 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.

4.2.3 Washington County Consolidated Communications Agency

- Operate as the PSAP in the designated West County area of responsibility.
- Activate the EAS for Clackamas County as requested.

4.2.4 Clackamas County Emergency Management

- 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.

4.2.5 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.

4.2.6 Health, Housing and Human Services

- Participate in PIO/JIC activities.
- Helps develop risk communications messages.
- Assists in identifying and contacting functional needs populations.

4.2.7 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.

5 Concept of Operations

5.1 General

PIOs conduct emergency 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. PIO staffs and operates a JIC comprising PIO representatives from participating agencies and organizations, with staffing requirements based on incident specific need.

PIOs must obtain Command approval prior to the release of any incident information.

5.2 Alert and Warning

Local, State, or Federal authorities may issue alert and warning messages to warn officials, County employees, residents, neighboring jurisdictions, and others of an impending emergency. 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 CCEM, law enforcement, fire, and emergency medical responders in the field and the on-call PGA information officer.

5.2.1 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.

5.2.2 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. The EAS may be activated by C-COM or CCEM. 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.

5.2.3 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.

5.2.4 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.

5.2.5 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.

5.2.6 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.

5.2.7 County Website

The County will post warning and ongoing emergency information on the County website at www.clackamas.us/emergency/

5.2.8 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.

5.3 Dissemination of Ongoing Emergency Public Information

The PIO collects, coordinates, and disseminates emergency information, and advises On-Scene and EOC Command on information and media issues. The PIO advises County officials and responds to media and public inquiries. The PIO

uses an established JIS structure and procedures to coordinate incident information and staffs the JIC based on incident-specific needs.

The PIO may use the Public Inquiry Center 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.

5.4 Functional Needs Populations

The PIO coordinates information outreach activities to functional needs 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 functional needs. C-COM, LOCOM, and Washington County Consolidated Communications Agency (WCCCA) have TTY/TDD capability 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). CCENS can transmit Baudot tones to generate notifications to deaf or hard of hearing individuals.

Human Services is the County point-of-contact for information on contacting clients, functional needs facilities, and alternative methods of reaching functional needs populations.

6 Direction and Control

6.1 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.

6.2 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, CCEM 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.

6.3 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.

6.4 Regional

The Portland Urban Area Security Initiative region 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.

6.5 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.

7 Emergency Support Function Development and Maintenance

The Director of Public and Government Affairs, and the Emergency Management Department Director, will review and update this annex and supporting plans

every two years or when changes occur, such as lessons learned from exercises or actual events.

8 Supporting Plans and Procedures

The following plans and procedures are currently in place:

- Clackamas County Emergency Operations Plan
 - ESF 2 – Communications
- EOC Library
 - PIO Handbook/JIS Plan (FOUO)
 - EAS Activation Protocol (FOUO)
 - CCOM/CCEM Community Alerting System Policy
- State of Oregon Emergency Operations Plan, ESF 15 – External Affairs
- National Response Framework, ESF 15 – External Affairs

9 Appendices

None at this time.

Support Annexes

A

SA A – Evacuation

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Table of Contents

- 1 Purpose and Scope..... SA A-1**
- 2 Policies and Authorities..... SA A-1**
- 3 Situation and Assumptions SA A-2**
- 4 Roles and Responsibilities..... SA A-4**
 - 4.1 Primary Agencies SA A-4
 - 4.1.1 On-Scene Incident Command SA A-4
 - 4.1.2 Emergency Operations Center Command..... SA A-4
 - 4.1.3 Law Enforcement Agencies SA A-5
 - 4.1.4 Fire Agencies..... SA A-5
 - 4.1.5 Cities SA A-5
 - 4.1.6 Clackamas County Emergency Management SA A-5
 - 4.1.7 Transportation and Development/Public Works..... SA A-6
 - 4.1.8 American Red Cross SA A-6
- 5 Concept of Operations..... SA A-6**
 - 5.1 General SA A-6
 - 5.2 Alert and Warning SA A-7
 - 5.2.1 Message Responsibility SA A-7
 - 5.2.2 Notification Methods SA A-7
 - 5.2.3 Alert and Warning Content SA A-8
 - 5.3 Transportation SA A-8
 - 5.4 Shelter and Mass Care SA A-8
- 6 Direction and Control..... SA A-9**
 - 6.1 General SA A-9
 - 6.2 Cities SA A-9
 - 6.3 County..... SA A-10
 - 6.4 Regional..... SA A-10
 - 6.5 State and Federal Assistance SA A-10
- 7 Annex Development and Maintenance..... SA A-10**
- 8 Supporting Plans and Procedures..... SA A-10**

9 Appendices SA A-11

SA A Tasked Agencies	
Primary Agencies	Emergency Management Local Law Enforcement Agencies Local Fire Agencies Incorporated Cities American Red Cross
	Health, Housing and Human Services Public Information Transportation and Development/Public Works

1 Purpose and Scope

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 during medium-to-large scale evacuations.

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.

2 Policies and Authorities

- 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 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.

3 Situation and Assumptions

- 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 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.
- 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 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 Emergency Management (CCEM)/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, functional needs considerations and other variables.

SA A. Evacuation

- On-scene Command decides whether shelter-in-place or evacuation is the most appropriate protective measure and ensures that appropriate implementing actions are taken.
- CCEM 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.
 - Return of evacuees when it is safe to do so.
- 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.
- 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 shelter 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).
- 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.
- 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.

4 Roles and Responsibilities

All agencies tasked under this annex will develop and maintain written internal operating plans and implementing procedures and will train employees in their use.

4.1 Primary Agencies

4.1.1 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 people with access and functional needs.
- Ensure evacuee safety and welfare (unless responsibility has been transferred).
- Secure the evacuated area and establish criteria/procedures for re-entry.

4.1.2 Emergency Operations Center Command

- Identify 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 is established.
- Activate hazard evacuation pre-planning team if time permits.
- Initiate re-entry into evacuated areas.

4.1.3 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 the evacuated area.

4.1.4 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.

4.1.5 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

4.1.6 Clackamas County Emergency Management

- Assist On-Scene Command.
- Activate the EOC.

4.1.7 Transportation and Development/Public Works

- 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.

4.1.8 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.
- Coordinate transfer of responsibility for evacuees' safety and welfare with On-Scene Command, cities, service agencies, and shelter operators.

5 Concept of Operations

5.1 General

This SA is designed to follow the basic protocols set forth in the Emergency Operations Plan (EOP). The EOP describes general roles and responsibilities in an emergency 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 a 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. The term "shelter in place" is the act of sealing off a room or building in order 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.

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 people with access and functional needs requiring assistance (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 re-entry to evacuees when it is safe to do so.

5.2 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.

5.2.1 Message Responsibility

- On-Scene Command will immediately notify Clackamas County Communications (C-COM) if a large-scale evacuation is necessary, requesting them to notify CCEM. 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.

5.2.2 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.
- Social media.
- County web site.
- Mobile public address systems.
- 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.

5.2.3 Alert and Warning Content

- 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.

5.3 Transportation

- On-Scene Command will assess the need for public and functional needs transportation and request resources through the EOC staff 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.
- Eighty percent of those needing to evacuate will do so themselves using their own vehicles. The remaining will require transportation assistance.

5.4 Shelter and Mass Care

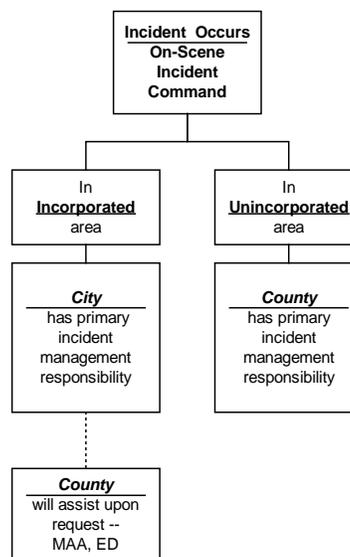
- Sheltering of Clackamas County residents being evacuated within or outside of the County will be coordinated through the County EOC.
- The majority of the evacuating population will find their own accommodations, whether through lodging or by staying with friends and family.
- The American Red Cross 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 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.

6 Direction and Control

6.1 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 Oregon Emergency Management.



6.2 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 local situation. 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.

6.3 County

EOC Command exercises overall direction and control of the evacuation process for County-ordered evacuations and designates an On-Scene Commander.

The Oregon Justice Department requires local courts to have a facility evacuation plan. Employees exercise it annually.

Fire agencies have primary responsibility for evacuation in incidents involving hazardous materials that require specialized personal protective equipment and hazardous materials operations level training. Fire agencies also coordinate decontamination operations. See Emergency Support Function (ESF) 10 – Oil and Hazardous Materials.

6.4 Regional

There are many regional agreements that could provide emergency resources, including equipment, supplies and personnel. The EOC library has a list agreements, with the terms and conditions cited.

There is a provision in the Portland Evacuation Plan to host evacuees that may be considered.

6.5 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.

7 Annex Development and Maintenance

The Sheriff, in collaboration with the Fire Defense Board Chief, will ensure that this annex and supporting plans are reviewed and revised every two years or when changes occur, such as lessons learned from exercises or actual events. CCEM staff is available to assist.

8 Supporting Plans and Procedures

The following plans and procedures are currently in place:

- Clackamas County Emergency Operations Plan
 - ESF 1 – Transportation

- ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services
- ESF 11-1 – Animals in Disaster
- ESF 15 – External Affairs
- EOC Library
 - Evacuation Planning and Implementation Guidebook

9 Appendices

None at this time.

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SA B – Debris Management

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Table of Contents

- 1 Purpose and Scope..... SA B-1**
- 2 Policies and Authorities..... SA B-1**
- 3 Situation and Assumptions SA B-1**
- 4 Roles and Responsibilities..... SA B-1**
 - 4.1 Primary Agencies SA B-1
 - 4.1.1 Transportation and Development/Public Works..... SA B-1
 - 4.2 Supporting Agencies SA B-2
 - 4.2.1 Clackamas County Emergency Management SA B-2
 - 4.2.2 Local Fire Agencies SA B-2
 - 4.2.3 Health, Housing, and Human Services SA B-2
 - 4.2.4 Local Law Enforcement Agencies SA B-2
 - 4.2.5 Public Information SA B-2
- 5 Concept of Operations..... SA B-3**
- 6 Direction and Control..... SA B-3**
 - 6.1 Cities SA B-3
 - 6.2 County..... SA B-4
 - 6.3 Regional..... SA B-4
 - 6.4 State and Federal Assistance SA B-4
- 7 Annex Development and Maintenance..... SA B-4**
- 8 Supporting Plans and Procedures..... SA B-5**
- 9 Appendices SA B-5**

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SA B. Debris Management

SA B Tasked Agencies	
Primary Agencies	Transportation and Development/Public Works
Supporting Agencies	Emergency Management Health, Housing, and Human Services (H3S) Local Law Enforcement Agencies Public Information

1 Purpose and Scope

This Support Annex (SA) outlines tasks and responsibilities for managing disaster debris to minimize health and environmental consequences.

2 Policies and Authorities

None at this time.

3 Situation and Assumptions

- Natural disasters, accidental emergencies, and deliberate acts of sabotage or terrorism can produce large amounts of debris that must be handled quickly and efficiently to enable other emergency response operations and to prevent health and environmental consequences.
- Deliberately caused emergencies, especially terrorist incidents involving chemical, biological, radiological, nuclear or explosive (CBRNE) agents, present additional challenges because of the potential toxicity of the materials, their ability to contaminate wide areas, and the importance of protecting incident debris for criminal investigation.
- Solid waste and law enforcement officials will need to cooperate closely on the management of debris at potential crime scenes.
- Fire responders, specialized hazardous materials and explosive disposal teams, and health and environmental officials are available to assist in debris management.

4 Roles and Responsibilities

4.1 Primary Agencies

4.1.1 Transportation and Development/Public Works

- Serve in Emergency Operations Center (EOC) command.
- Act as a liaison between franchised collection companies, Metro, the Oregon Department of Environmental Quality (DEQ), and cities.

SA B. Debris Management

- Determine the status of storage/staging/processing/disposal sites and the need for temporary locations.
- Provide signs, barriers, equipment, and personnel to assist in traffic and crowd control.
- Provide heavy equipment as requested.

4.2 Supporting Agencies

4.2.1 Clackamas County Emergency Management

- Activate the EOC and assist On-Scene/EOC Command.
- Advise the County Administrator and Board of County Commissioners.
- Facilitate the Emergency Declaration process.
- Coordinate with city, regional, and State counterparts.

4.2.2 Local Fire Agencies

- Coordinate On-Scene Command activities with law enforcement and local governments.
- Coordinate response operations with the Fire Defense Board Chief and EOC staff.
- Integrate On-Scene and EOC Public Information Officer activities.
- Conduct CBRNE detection, monitoring, response, and decontamination operations.

4.2.3 Health, Housing, and Human Services

- Coordinate with local, regional, and State agencies to assess environmental impact and identify any threat to public health.

4.2.4 Local Law Enforcement Agencies

- Coordinate On-Scene Command activities with fire agencies and local governments.
- Conduct crime scene/criminal investigation.
- Provide traffic and crowd control.

4.2.5 Public Information

- Provide PIO staff and operate the Joint Information Center.

SA B. Debris Management

- Coordinate Emergency Public Information with Metro, cities, and other stakeholder agencies.
- Obtain On-Scene/EOC Command approval for all communications releases.

5 Concept of Operations

Solid waste managers prioritize debris removal activities to facilitate emergency response operations and ensure access to communications, transportation, utilities, and other essential services. Solid waste managers focus on minimizing the health and environmental impact of debris, while optimizing reuse and recycling. See County Disaster Debris Plan in EOC library.

Clackamas County has franchise agreements for waste collection, transportation and disposal. Mutual aid and other resources may be needed if debris volume exceeds the capacity of the franchised contractors.

The DEQ administers the waste management laws of the State and issues permits for waste disposal facilities such as landfills and transfer stations.

Metro has flow control authority over all waste generated within the Metro Service District Boundary (the urban areas of Multnomah, Washington, and Clackamas Counties) and directs waste disposal. Temporary storage sites may be required if the permitted disposal facilities in the Metro region are damaged or have insufficient capacity to handle the volume of disaster debris. Temporary storage/disposal sites must be approved by Metro and the DEQ.

Emergency managers, law enforcement, and health and environmental officials will need to work closely during a terrorist/CBRNE or other hazardous materials incident to ensure worker safety; establish sorting and evidence collection procedures; and ensure proper handling and disposal of contaminated waste.

6 Direction and Control

6.1 Cities

Incorporated cities within Clackamas County are responsible for their own solid waste collection programs. Waste generated in cities that are located in the Metro Service District Boundary must be disposed of in Metro-approved facilities. Cities may enter into an intergovernmental agreement (IGA) with the County to provide waste management services. The County currently has an IGA with the cities of Barlow and Happy Valley. The County also has letters of understanding with all cities to provide waste reduction recycling outreach required by the State and Metro.

SA B. Debris Management**6.2 County**

Clackamas County is responsible for the collection, transportation, and disposal of solid waste and recyclable materials generated within the unincorporated areas of the County and within the cities with which it has an IGA for waste management services.

Solid waste and recycling collection services are provided via franchises (granted by the Board of County Commissioners) with independent solid waste collectors. Each franchised collection company operates exclusively within its specified geographic area. Franchisees collecting solid waste within the Metro Service District Boundary are required to dispose of the material at Metro-authorized disposal facilities. Franchisees doing business outside the Metro Service District Boundary are required to dispose of waste materials at DEQ- or County-authorized disposal facilities, which may include Metro-owned facilities.

6.3 Regional

Metro is the regional government serving the urban areas of Multnomah, Washington, and Clackamas Counties and is responsible for disposal of waste generated within the Metro Service District Boundary and for planning and promoting waste reduction and recycling programs.

Clackamas County participates 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 to a reimbursement request in writing before resources are dispatched.

6.4 State and Federal Assistance

The DEQ is responsible for administering the waste management, waste reduction and recycling laws of the state. The DEQ's primary role is to ensure that collection, transportation, and disposal of waste materials does not adversely affect the health, safety, and welfare of the citizens of the State and that all waste is managed in a manner protecting the natural environment. Oregon law establishes a hierarchy of waste management, with the goal of reducing the amount of waste generated and reusing or recycling waste when possible.

7 Annex Development and Maintenance

The Director of the Finance Department and the Director of the Department of Transportation and Development, in collaboration with the Assessor, are responsible for ensuring that this annex and its attachments are updated at least

SA B. Debris Management

annually, after each incident or exercise to which they apply, or when changes occur. Emergency Management staff is available to assist as requested.

8 Supporting Plans and Procedures

The following plans and procedures are currently in place:

- EOC Library
 - Regional Disaster Debris Management Plan
 - Regional Utility Coordination Plan
 - State of Oregon Emergency Declaration Guidelines for Local Elected and Appointed Officials

9 Appendices

None at this time.

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SA C – Damage Assessment

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Table of Contents

1	Purpose and Scope	SA C-1
2	Policies and Authorities	SA C-1
3	Situation and Assumptions	SA C-1
4	Roles and Responsibilities	SA C-2
4.1	Primary Agencies	SA C-2
4.1.1	Assessor.....	SA C-2
4.1.2	Finance Division	SA C-2
4.1.3	Transportation and Development	SA C-2
4.2	Supporting Agencies	SA C-3
4.2.1	Clackamas County Communications.....	SA C-3
4.2.2	Employee Services/Risk Management	SA C-3
4.2.3	Fire Defense Board	SA C-3
4.2.4	Health, Housing and Human Services.....	SA C-3
4.2.5	Information Services.....	SA C-4
4.2.6	Sheriff’s Office	SA C-4
4.2.7	Water Environment Services	SA C-4
4.3	Other Resources	SA C-4
4.3.1	American Red Cross	SA C-4
5	Concept of Operations	SA C-4
5.1	General	SA C-4
5.1.1	Operational Assessment	SA C-4
5.1.2	Damage Assessment	SA C-5
5.2	Formal Damage Reports.....	SA C-5
5.2.1	Initial Damage Assessment	SA C-5
5.2.2	Preliminary Damage Assessment.....	SA C-5
6	Direction and Control	SA C-5
6.1	County.....	SA C-5
6.2	Cities	SA C-6
6.3	Special Districts.....	SA C-6
6.4	Regional.....	SA C-6
6.5	State and Federal Assistance	SA C-7

SA C. Damage Assessment

7 Emergency Support Function Development and Maintenance SA C-7

8 Supporting Plans and Procedures..... SA C-7

9 Appendices SA C-7

SA C. Damage Assessment

SA C Tasked Agencies	
Primary Agencies	County Assessor Finance Division Transportation and Development
Supporting Agencies	Clackamas County Communications Emergency Management Employee Services Fire Defense Board Health, Housing and Human Services Information Services Sheriff's Office Water Environment Services American Red Cross

1 Purpose and Scope

This Support Annex (SA) outlines tasks and agency responsibilities in assessing and reporting damages caused by an emergency or disaster.

2 Policies and Authorities

None at this time.

3 Situation and Assumptions

- An emergency that causes major and extensive damage is a County emergency requiring notification of Clackamas County Emergency Management (CCEM), implementation of the Emergency Operations Plan (EOP), and, possibly, full or partial activation of the Emergency Operations Center (EOC). The EOC will coordinate damage assessment activities according to the National Incident Management System (NIMS)/Incident Command System (ICS).
- Accurate damage information is critical to effective emergency response, public safety, and community recovery. Priority inspections include structures involved in response operations, critical transportation routes, and infrastructure, and essential County facilities.
- Cities and special districts within the County share responsibility for damage assessment and provide information regarding damages and costs within their jurisdictions and service areas to the County EOC.
- Capturing all costs associated with the emergency is essential because accurate damage assessments (Initial Damage Assessments [IDAs] and Preliminary Damage Assessments [PDAs]) document the need for

SA C. Damage Assessment

state and/or Federal assistance and are required to obtain a Federal disaster declaration.

- All agencies tasked under this annex will develop and maintain internal operating plans and implementing procedures consistent with the EOP and annex.

4 Roles and Responsibilities

4.1 Primary Agencies

4.1.1 Assessor

The County Assessor coordinates with the EOC Damage Assessment Unit to ensure that damage assessments and analyses accurately reflect the value of damaged property. The Assessor team contributes:

- Maps to assist in property and area-of-damage analysis.
- Current property valuation information for determination of financial impact.
- Ownership information to aid in contacting property owners.
- Staff support for damage analysis.

4.1.2 Finance Division

The Finance Director provides staff for the EOC ICS Finance and Logistics Sections, and as EOC Finance Section Chief:

- Develops guidelines for financial reporting and record-keeping for emergency damage data.
- Oversees the Damage Assessment Unit's (DAU's) collection of damage reports.
- Analyzes data to determine overall financial impact.
- Prepares financial reports to document incident-related emergency expenditures to meet requirements for state and Federal assistance.

4.1.3 Transportation and Development

The Department of Transportation and Development (DTD) Director has overall responsibility for assessment of damage to County infrastructure and collaborates extensively with the Damage Assessment Unit. This position also:

- Participates in Unified Command.

SA C. Damage Assessment

- Helps establish assessment priorities and reporting guidelines for situation reporting and damage assessment.
- Assesses the type and extent of damage to roads, bridges, and structures, including regional Emergency Transportation Routes.
- Assesses damage to County-provided water, sewer, and storm water systems.
- Assesses damage to buildings and related structures.
- Provides staff to support EOC operations.
- Collaborates with the Finance Section to develop damage analyses and reports.
- Coordinates necessary expertise for response and recovery efforts.
- Assists in traffic and access control.
- Acquires maps and displays needed to support damage assessment activities.

4.2 Supporting Agencies**4.2.1 Clackamas County Communications**

Clackamas County Communications (C-COM) is the Public Safety Answering Point or 9-1-1 center for the County and will receive damage reports from field responders and the public. C-COM will coordinate with the EOC to forward non-emergency calls reporting damage information.

4.2.2 Employee Services/Risk Management

Employee Services/Risk Management analyzes the emergency's impact on County financial resources and County-owned facilities and property; analyzes risk to County employees and facilities; and recommends measures to ensure employee safety and reduce property damage.

4.2.3 Fire Defense Board

The Fire Defense Board assists in conducting windshield surveys and reporting infrastructure damage.

4.2.4 Health, Housing and Human Services

The Department of Health, Housing, and Human Services (H3S) assesses the incident's impact on the health and welfare of victims and assists functional and access needs populations and facilities. This department also assesses the environmental health impact of damage to facilities.

SA C. Damage Assessment**4.2.5 Information Services**

Information Services coordinates the assessment and repair of damage to the telephone, computer, computer networks, and geographic information systems, and assists in mapping damaged areas.

4.2.6 Sheriff's Office

Sheriff's Office personnel respond throughout the County and report damage assessment information to the EOC.

4.2.7 Water Environment Services

Water Environment Services, in coordination with the DTD, assists in the analysis of damage to water and sewer systems; analyzes financial impact and identifies sources of alternate systems; and serves as primary liaison with public and private utility providers to ensure prompt restoration of services.

4.3 Other Resources**4.3.1 American Red Cross**

- Shares damage information.
- Establishes and manages shelter and mass care operations for victims in damaged areas.
- Provides feeding and support services for emergency responders.

Volunteers and volunteer groups may also assist in the initial collection of damage information.

5 Concept of Operations**5.1 General**

In a major event, two stages of damage assessment occur, as described below.

5.1.1 Operational Assessment

Operational assessment is the immediate, informal reporting of emergency conditions to size up the damage that has occurred and to determine what personnel, equipment, and facility resources the County has available for response. First indications of the scope and extent of damages will likely be provided by field personnel reporting to their dispatch centers or to the EOC. These initial reports include hazard conditions, critical emergency needs, and condition of surface routes. This information is extremely important in allocating emergency responders and determining incident situation status.

The EOC may also receive damage assessment information from additional sources: ambulance crews, utility crews, employees traveling to or from work,

SA C. Damage Assessment

media sources in the field, citizens, businesses, etc. The EOC will establish a process whereby the public can submit damage reports.

5.1.2 Damage Assessment

Damage assessment/analysis is a more structured and thorough review of the emergency's impact on the County. The information gathered is submitted to the DAU in the Finance Section in the EOC. The DAU collects, compiles, and analyzes the information submitted by the inspection teams. This information helps determine the need for a local Declaration of Emergency and forms the basis for the two formal damage assessment reports required for State and Federal assistance, described below.

5.2 Formal Damage Reports

Both of these reports include damages to the entire County and require damage information from cities, special districts, State agencies operating in the County, and other public and private property owners.

5.2.1 Initial Damage Assessment

The IDA includes information regarding areas impacted by the incident; its effect on the lives, health, and safety of the residents and property in the area; damage to critical facilities and infrastructure; people with functional and access needs who have been or are likely to be affected; and estimated costs for response and recovery.

5.2.2 Preliminary Damage Assessment

The PDA is generally provided by a team of local, state and federal staff reviewing the county IDA to verify and expand upon its findings, and to further document damage, losses, costs and impacts. The PDA assists the governor in determining whether Federal assistance is necessary and supports a request for a presidential emergency declaration.

6 Direction and Control**6.1 County**

The DAU in the Finance Section coordinates the damage assessment process from the EOC, including structural inspections of critical facilities, commercial and residential buildings, assessment of damaged infrastructure, and estimates of financial loss for inclusion in the IDA and PDA reports. Cost estimates and financial analyses are prepared in collaboration with the County Assessor.

The DTD (Building Codes) is responsible for assessment of damage to buildings and related structures.

The DTD (Road Operations and Traffic Engineering) is also responsible for assessing damage to roads, bridges, traffic control devices on County roads and

SA C. Damage Assessment

regional Emergency Transportation Routes. Damage assessment information will be reported to the DAU.

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. City officials collect and analyze damage information within their jurisdictions and report their findings to the County EOC.

Cities may request County assistance in responding to an emergency 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 EOPs and to work closely with CCEM 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 an emergency.

6.3 Special Districts

Special districts report their damage assessment findings to the County for inclusion in County damage reports and work with County officials to coordinate 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 an emergency.

6.4 Regional

The Regional Emergency Management Group has developed three regional plans to assist in disaster response and recovery for the Portland-Vancouver metropolitan area (Clackamas, Columbia, Multnomah, and Washington Counties in Oregon and Clark County, Washington).

- **Regional Utility Coordination Plan** outlines procedures between local governments and regional utility providers for sharing situation, resource, intelligence, and risk management information, and response and restoration priorities.
- **Regional Disaster Debris Management Plan** outlines procedures for ensuring that disaster debris removal and disposal are coordinated, efficient, and environmentally sound and that normal refuse collection and disposal are restored as quickly as possible. The plan is available in the EOC library.

SA C. Damage Assessment

- **Regional Emergency Transportation Routes** receive priority damage assessment and a collaborative maintenance/ restoration process to ensure that the region’s transportation capabilities are maintained.
- 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

If local resources appear inadequate to respond effectively to the emergency, Incident Command and CCEM will collaborate with the County Administrator and the Board of County Commissioners regarding an Emergency Declaration. The declaration is the first step in requesting additional resources from the state. It includes a description of the scope and costs of the emergency, the reasons for requesting assistance, and a summary of the local response effort. When the Board of County Commissioners declares an emergency, the declaration is submitted by CCEM to Oregon Emergency Management (OEM) for submission to the governor. OEM coordinates state resources and seeks a governor’s declaration if necessary. If local and state resources are exceeded, the governor may request federal disaster assistance. See State of Oregon Emergency Declaration Guidelines for Local Elected and Appointed Officials in the EOC Library.

7 Emergency Support Function Development and Maintenance

The Director of the Finance Department and the Director of the DTD, in collaboration with the Assessor, are responsible for ensuring that this annex and its attachments are updated at least every two years, after each incident or exercise to which they apply, or when changes occur. Emergency Management staff is available to assist as requested.

8 Supporting Plans and Procedures

The following plans and procedures are currently in place in the EOC library:

- Regional Disaster Debris Management Plan
- Regional Utility Coordination Plan
- State of Oregon Emergency Declaration Guidelines for Local Elected and Appointed Officials

9 Appendices

None at this time.

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SA D – Behavioral Health

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Table of Contents

- 1 Purpose and Scope..... SA D-1**
- 2 Policies and Authorities..... SA D-1**
- 3 Situation and Assumptions SA D-1**
- 4 Roles and Responsibilities..... SA D-1**
 - 4.1 Primary Agencies SA D-1
 - 4.1.1 Behavioral Health Division..... SA D-2
 - 4.2 Supporting Agencies SA D-2
 - 4.2.1 Clackamas County Emergency Management SA D-2
 - 4.2.2 Clackamas County Sheriff’s Office SA D-3
 - 4.2.3 Fire Defense Board SA D-3
 - 4.2.4 Public and Government Relations SA D-3
 - 4.2.5 Department of Employee Services SA D-3
 - 4.2.6 American Red Cross SA D-3
- 5 Concept of Operations..... SA D-3**
- 6 Direction and Control..... SA D-5**
 - 6.1 General SA D-5
 - 6.2 Cities SA D-6
 - 6.3 County..... SA D-6
 - 6.4 Regional..... SA D-6
 - 6.5 State..... SA D-6
 - 6.6 Federal..... SA D-7
- 7 Annex Development and Maintenance..... SA D-7**
- 8 Supporting Plans and Procedures..... SA D-7**
- 9 Appendices SA D-7**

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SA D Tasked Agencies	
Primary Agencies	Health, Housing, and Human Services
Supporting Agencies	Emergency Management Fire Defense Board Public and Government Relations Sheriff's Office Transportation and Development

1 Purpose and Scope

This Support Annex (SA) outlines a system to ensure the provision of mental health services to regular clients, emergency workers, and disaster victims.

2 Policies and Authorities

None at this time.

3 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.
- During and immediately following an emergency, the Behavioral Health Division will be required to focus its efforts in three areas:
 - Behavioral health clients
 - Emergency workers suffering from critical incident stress
 - Normally stable disaster victims overwhelmed by their circumstances

4 Roles and Responsibilities

4.1 Primary Agencies

Emergency Behavioral Health programs will be administered by the Behavioral Health Division. A Behavioral Health Representative will be assigned within the Incident Command System structure at the Emergency Operations Center (EOC), and mental health operations will be coordinated using that system.

Staff support and equipment will be provided to the Behavioral Health function as it is available from local, State, and Federal sources.

Behavioral health reports and records will be completed as required. Within the confines of confidentiality, all pertinent facts and information will be documented

and, with the Incident Action Plan, become part of the permanent Incident Record.

4.1.1 Behavioral Health Division

- Conduct civil commitment investigations as required by the Oregon Revised Statutes.
- Ensure mental health crisis intervention.
- 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.

4.2 Supporting Agencies

County emergency personnel 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 Division or EOC of such conditions.

Agencies with in-house programs in place to assist in the delivery of mental health services may coordinate with the Behavioral Health Representative to ensure effective and efficient use of such resources.

4.2.1 Clackamas County Emergency Management

Clackamas County Emergency Management (CCEM) coordinates closely with H3S and Unified Command to:

- Implement the Emergency Operations Plan.
- Activate the Situation Assessment Team.
- Activate the EOC.
- Assist Unified Command.
- Advise the County Administrator and Board of County Commissioners (BCC).

SA D. Behavioral Health

- Facilitate the Emergency Declaration process.
- Coordinate with city, regional, and State counterparts.
- Serve as EOC Manager.

4.2.2 Clackamas County Sheriff's Office

- Provide information to Behavioral Health regarding status of community behavioral health problems, as appropriate.
- Assign trained personnel to assist in delivering behavioral health services, as available.

4.2.3 Fire Defense Board

- Provide information to Behavioral Health regarding the status of community behavioral health problems, as appropriate.
- Assign trained personnel to assist in delivering behavioral health services, as available.

4.2.4 Public and Government Relations

- Staff will serve as the Public Information Officer, coordinating all releases of information to ensure that they are consistent and timely. It is likely that multiple jurisdictions will be involved in a pandemic influenza outbreak and that one or more Joint Information Centers will be established.

4.2.5 Department of Employee Services

- Coordinate with Behavioral Health for crisis counseling services for employees.
- Assist Behavioral Health in developing and disseminating behavioral health information to employees.
- Assist in coordinating services from the Employee Assistance Program (EAP) as needed.

4.2.6 American Red Cross

- Staff behavioral health positions in any shelters that are established according to American Red Cross policies

5 Concept of Operations

Community 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

SA D. Behavioral Health

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 supervisor.

The Behavioral Health Division will maintain a list of employees who have been trained in disaster relief and have indicated a willingness to participate in direct disaster relief services. The agency will provide training on a regularly scheduled basis to ensure those employees' skills in the area of behavioral health services to disaster victims.

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.

Designated disaster response staff will be provided with photographic identification, which will indicate each employee's degree, certification, and position within the agency.

Upon notification of an emergency, a Crisis Services Program Manager may be assigned as Agency Disaster Coordinator, depending on the size and scope of the emergency. The Agency Disaster Coordinator will immediately report to the EOC to serve as the Behavioral Health Representative.

The Behavioral Health Representative will:

1. Survey and assess mental health response requirements and capabilities.
2. Direct assignment of agency staff, as required.
3. 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.
4. Screen, approve, and assign non-County mental health workers.
5. Coordinate support and volunteer organizations to ensure efficient and effective delivery of service.

In order to meet the needs of clients requiring residential care, a survey will be conducted to determine the status of clients living in residential treatment facilities. If required, clients may be served in the following ways:

1. May be offered alternative placement by the residential provider (in consultation with the Behavioral Health Division) should their residence become uninhabitable.

SA D. Behavioral Health

2. May be offered reassignment by the residential provider (in consultation with the Behavioral Health Division) to available alternative sites to permit placement of other clients who have been displaced.
3. May be temporarily housed in emergency shelters or other temporary housing while continuing to be served by the Behavioral Health Division.

Behavioral Health representatives will assist victims in identifying available mental health resources, will serve as advocates with behavioral health providers, and will report serious deficiencies to the State.

If American Red Cross shelters are opened, Red Cross mental health volunteers will be assigned to such shelters.

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.

6 Direction and Control

6.1 General

The provision of behavioral health services will be coordinated from the County EOC, if activated. If needed, the Behavioral Health Representative will report to the EOC and will identify behavioral health needs. 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. At a minimum, the Behavioral Health Representative will attend daily meetings and briefings and will assure that behavioral health activities are included in the Incident Action Plan.

County staff will have the EAP available to them for critical incident stress issues. Coordination of the EAP during an emergency event may be provided by the Behavioral Health Division.

The BCC may declare an emergency to allow emergency actions or to request additional behavioral health resources. In addition, the BCC may enter into contracts or mutual assistance agreements for the provision of behavioral health services.

Lines of Succession of Authority

1. Succession of authority within the Behavioral Health Division shall be as assigned by the Director of Health, Housing, and Human Services.

SA D. Behavioral Health

2. The Crisis Services Program Manager is designated as the Behavioral Health Representative. Lines of Succession for this position are:
 - a. Clinical Services Program Supervisor
 - b. Director of the Behavioral Health Division.
 - c. As designated by the Director of Community Health or Director of Human Services

6.2 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.

6.3 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 the Clackamas County Department of Human Resources, Behavioral Health Division. The Sheriff’s Department and some fire agencies have chaplain programs that provide mental health services to employees. The Department of Employee Services also can contract for services under the EAP. Members of the Victim Assistance Program may be cross-trained to support community mental health services.

6.4 Regional

There are a number of public and private support agencies that can assist in the delivery of behavioral health services. These include the American Red Cross, the Oregon Critical Incident Response Team, local psychiatric associations, and other volunteer groups. The Behavioral Health representative will coordinate the use of such groups. Emergent mental health volunteers will not be used unless credentials are approved by the Behavioral Health Division.

6.5 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

SA D. Behavioral Health

Programs funded by the Federal Emergency Management Agency following a presidentially declared emergency or disaster.

6.6 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.

7 Annex Development and Maintenance

H3S will review this plan at least every two years. CCEM 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 Supporting Plans and Procedures

- None at this time.

9 Appendices

- None at this time.

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SA E – Animals in Disaster

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Table of Contents

1	Purpose and Scope	SA E-1
2	Policies and Authorities	SA E-1
3	Situation and Assumptions	SA E-1
4	Roles and Responsibilities	SA E-2
4.1	Primary Agencies.....	SA E-2
4.1.1	Animal Owners.....	SA E-2
4.1.2	Dog Services Division.....	SA E-2
4.2	Supporting Agencies.....	SA E-3
4.2.1	Clackamas County Emergency Management.....	SA E-3
4.2.2	Health, Housing and Human Services.....	SA E-3
4.3	Volunteer Agencies.....	SA E-3
5	Concept of Operations	SA E-4
5.1	General.....	SA E-4
5.2	Public Education.....	SA E-4
5.3	Planning.....	SA E-4
5.3.1	Estimated Animal Populations in Clackamas County.....	SA E-4
5.3.2	Planning Model.....	SA E-4
5.3.3	Community Collaboration.....	SA E-4
5.4	Emergency Response.....	SA E-5
5.4.1	Setting the Stage.....	SA E-5
5.4.2	During an Emergency.....	SA E-6
6	Direction and Control	SA E-6
6.1	General.....	SA E-6
6.2	Cities.....	SA E-7
6.3	County.....	SA E-7
6.4	Regional.....	SA E-8
6.5	State and Federal Assistance.....	SA E-8
7	Emergency Support Function Development and Maintenance	SA E-9
8	Supporting Plans and Procedures	SA E-9

9 Appendices SA E-10

SA E. Animals in Disaster

SA E Tasked Agencies	
Primary Agencies	Transportation and Development
Supporting Agencies	Emergency Management Health, Housing and Human Services (H3S) Public and Government Affairs American Red Cross

1 Purpose and Scope

The 2005 Gulf Coast hurricanes and other disasters in 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 emergencies.

2 Policies and Authorities

The 2006 Pets Evacuation and Transportation Standards (PETS) Act requires state and local governments to incorporate pets and service animals in disaster planning.

Oregon Revised Statutes 401 requires Oregon Emergency Management and the Oregon Department of Agriculture to develop emergency operations plans that provide for companion and service animals and livestock.

3 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.
- Abandoned animals may pose a risk to rescuers and the public.
- Animals are more likely to contract and transmit diseases during disasters and emergencies.
- 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 (CBRNE) incident.

SA E. Animals in Disaster

- 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.
- 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.

4 Roles and Responsibilities

All agencies tasked under this annex will develop and maintain written internal operating plans and implementing procedures and will train employees in their use.

4.1 Primary Agencies

4.1.1 Animal Owners

- Have primary responsibility for the safety and welfare of their animals during emergencies.

4.1.2 Dog Services Division

- Respond to emergency responder requests for assistance in dealing with injured, stray, or abandoned animals.
- Ensure the safety of animals in the shelter, including 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 impounding procedures.
- Coordinate with Human Services for volunteer recruitment and training.

SA E. 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.

4.2 Supporting Agencies**4.2.1 Clackamas County Emergency Management**

- Assist in incident management and multi-jurisdictional coordination.
- Activate the Emergency Operations Center (EOC).
- Facilitate the Emergency Declaration process.
- Coordinate with city, regional, and State counterparts.

4.2.2 Health, Housing and Human Services

- Assist 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.

4.3 Volunteer Agencies

The American Red Cross provides and manages shelter and mass care operations but, because of safety and health regulations, allows only certified service animals in its shelters. The American Red Cross will coordinate with EOC/Dog Services staff to activate animal shelters in close proximity to American Red Cross shelters to accommodate pet owner needs.

The Humane Society will assist in rescuing animals and coordinating shelter for household pets and service animals.

The Oregon Veterinary Medical Association will assist in locating and coordinating veterinary support during animal emergencies.

5 Concept of Operations

5.1 General

Dog Services staff plans and coordinates animal evacuation, sheltering, and care services in an emergency, focusing on three areas: public education, planning, and emergency response.

5.2 Public Education

Owners are responsible for the safety and welfare of their animals, including 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 higher areas or open pasture.

5.3 Planning

5.3.1 Estimated Animal Populations in Clackamas County

- Companion animals:
 - 80,000 dogs
 - 87,000 cats
 - 20,000 other pets (e.g., birds and rodents)
- 9,223 horses and ponies
- 25,000 cattle and calves
- 23,000 other animals (e.g., bee colonies, goats, and sheep)
- Fowl, including 1,741,942 broilers
- Citizens have permits for 10 exotic animals, but the number of non-permitted exotics is believed to be much higher

5.3.2 Planning Model

Dog Services has developed an animal emergency planning model to forecast shelter capacity, equipment, supplies, and staff required during emergencies.

5.3.3 Community Collaboration

Dog Services is working with organizations throughout the County to assess community animal needs and resources, including:

SA E. Animals in Disaster

- 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.

5.4 Emergency Response**5.4.1 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 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 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

SA E. Animals in Disaster

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.

5.4.2 During an Emergency

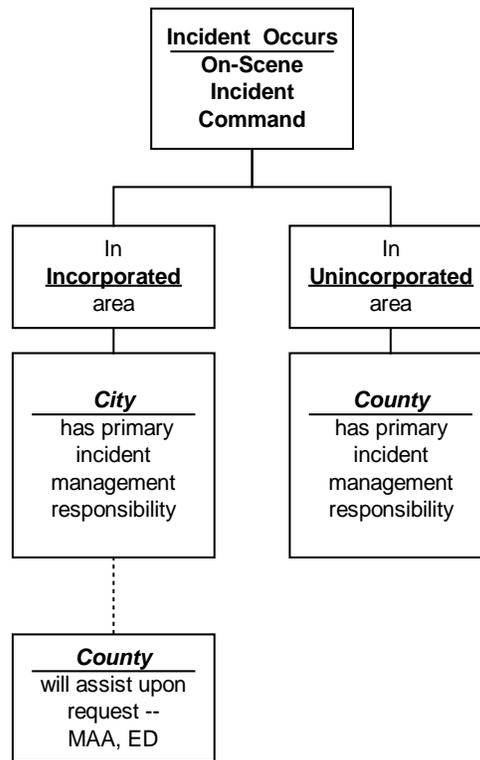
- Dog Services will give first priority to ensuring the safety and welfare of animals in County shelters, evacuating them if needed.
- The next priority will be to respond to requests for assistance from emergency responders in the field, capturing and caring for sick, injured, or displaced animals.
- Dog Services will coordinate overall animal emergency response activities with cities and other stakeholders throughout the County through the EOC.

6 Direction and Control**6.1 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.

SA E. Animals in Disaster



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 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.

6.2 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 Emergency Management (CCEM), EOC staff, and Dog Services.

6.3 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 Emergency Management 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.

SA E. Animals in Disaster

6.4 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 an emergency.

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.

6.5 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.
- 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.

SA E. Animals in Disaster

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 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 an emergency, 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.

7 Emergency Support Function 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 two years or when changes occur, such as lessons learned from exercises or actual events. Emergency Management staff is available to assist.

8 Supporting Plans and Procedures

The following plans and procedures are currently in place:

- Clackamas County Emergency Operations Plan
 - ESF 1 – Evacuation
 - ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services
 - 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 of Oregon Emergency Operations Plan, ESF 11 – Agriculture and Natural Resources
- National Response Framework, ESF 11 – Agriculture and Natural Resources

9 Appendices

None at this time.

Incident Annexes

1

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 SituationIA 1-1
 - 3.2 AssumptionsIA 1-1
- 4 Roles and Responsibilities..... IA 1-2**
 - 4.1 Primary Agency.....IA 1-2
 - 4.1.1 Emergency ManagementIA 1-2
 - 4.1.2 Fire Defense BoardIA 1-2
 - 4.1.3 Sheriff’s OfficeIA 1-3
 - 4.1.4 Transportation and DevelopmentIA 1-3
 - 4.2 Supporting AgenciesIA 1-4
 - 4.2.1 Health, Housing and Human Services.....IA 1-4
 - 4.2.2 Public and Governmental RelationsIA 1-4
 - 4.3 Volunteer AgenciesIA 1-5
 - 4.3.1 American Red CrossIA 1-5
 - 4.3.2 Clackamas Amateur Radio Emergency ServicesIA 1-5
- 5 Concept of Operations..... IA 1-5**
 - 5.1 GeneralIA 1-5
 - 5.2 Types of Incidents.....IA 1-6
 - 5.2.1 Winter Storms.....IA 1-6
 - 5.2.2 Flooding.....IA 1-6
 - 5.2.3 Windstorms and TornadoesIA 1-6
 - 5.2.4 Excessive Heat.....IA 1-6
 - 5.3 Emergency ActionsIA 1-6
- 6 Direction and Control..... IA 1-7**
 - 6.1 County.....IA 1-7
 - 6.2 CitiesIA 1-7
 - 6.3 Special Districts.....IA 1-8
 - 6.4 Regional.....IA 1-8
 - 6.5 State and Federal AssistanceIA 1-8
- 7 Annex Development and Maintenance..... IA 1-8**

IA 1. Weather Emergencies

8 Supporting Plans and Procedures..... IA 1-8

9 Appendices IA 1-9

IA 1. Weather Emergencies

IA 1 Tasked Agencies	
Primary Agencies	Emergency Management Fire Defense Board Sheriff's Office Transportation and Development
Supporting Agencies	Health, Housing and Human Services Public and Government Relations National Weather Service Utilities (PGE)

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 and the damage they can cause.

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 Emergency Management (CCEM), 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 winter storms/avalanche, floods, windstorms/tornadoes, extreme heat, and drought.
- While drought is a serious issue that may profoundly impact agriculture, fish, and wildlife and increase the risk of fire, it rarely creates a situation requiring immediate emergency response and activation of the EOC.
- 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.

IA 1. Weather Emergencies

- Periods of extreme heat can be hazardous to citizens who do not have access to adequate transportation resources to protect life and property and to move residents from harm's way.
- 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 Agency**4.1.1 Emergency Management**

- 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.
- Serve as EOC Manager.
- Coordinate with city, regional, and State counterparts.
- Request Clackamas Amateur Radio Emergency Services (CARES) activation.
- Monitor the situation and disseminate information.

4.1.2 Fire Defense Board

- Coordinate fire agency response.
- May serve in Unified Command.
- Provide staff for EOC operations.
- Provide life safety/rescue operations.

IA 1. Weather Emergencies

- Coordinate emergency medical services and care for injured individuals.
- 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

- Coordinate law enforcement response.
- May serve in Unified Command.
- Provide staff for EOC operations.
- 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

- Coordinate public works response.
- May 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 heavy equipment.
- Report damage, road, and weather conditions to the EOC.

IA 1. Weather Emergencies

- Assess roads likely to be affected, develop alternate traffic routes, and determine barricade and signage needs.
- Assess emergency transportation routes (ETRs) 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 Agencies**4.2.1 Health, Housing and Human Services**

- Coordinate health and human services response.
- Serve in Unified Command if significant health response is involved.
- Provide staff to support EOC operations.
- Assist people with access and functional needs.
- Identify critical facilities in at-risk areas.
- Assist in coordinating volunteer recruitment and deployment.
- 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 Relations

- Provide staff for the PIO and Joint Information Centers.
- 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.

IA 1. Weather Emergencies

- 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, and actions to be taken to safeguard lives and property.

4.3 Volunteer Agencies**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.
- Provide feeding, basic health and behavioral health services, and welfare assistance.
- Provide an American Red Cross liaison to the EOC.

4.3.2 Clackamas Amateur Radio Emergency Services

- 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.

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.
- Regular contact with the National Weather Service (NWS) and other weather-related monitoring agencies.

IA 1. Weather Emergencies**5.2 Types of Incidents****5.2.1 Winter Storms**

Winter 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. Landslides are an associated problem that may occur as a result of flooding along the riverbeds.

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 assist citizens

5.3 Emergency Actions

In slowly developing incidents for which there is advance warning, CCEM will normally activate the EOC to monitor pending hazards associated with the weather phenomena. If appropriate, CCEM 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 continually report current conditions

IA 1. Weather Emergencies

to their dispatch centers and/or the EOC as they provide services throughout the county.

The Department of Transportation and Development, 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, activate a call-in hotline for people to report their situation and needs, 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.

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 their citizens and for resource allocation and emergency operations within their jurisdictions. Cities are encouraged to develop EOPs and to work closely with CCEM 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 an emergency.

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.

IA 1. Weather Emergencies**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 an emergency.

6.4 Regional

The Regional ETRs 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 ETR 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

OEM disseminates information on potentially dangerous weather conditions through the Oregon Emergency Response System (OERS).

The NWS is responsible for alerting public agencies and the general public of potentially dangerous conditions and impending 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 Annex Development and Maintenance

The Director of CCEM, the Fire Defense Board Chief, the Sheriff, and the Director of the Department of Transportation and Development are responsible for ensuring that this annex and supporting plans are updated at least annually, after every incident or exercise to which it applies, or as changes occur. CCEM is available to assist as requested.

8 Supporting Plans and Procedures

The following plans and procedures are currently in place:

- Clackamas County Support Annex 1 - Evacuation

9 Appendices

None at this time.

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IA 2 – Geologic Emergencies

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Table of Contents

- 1 Purpose and Scope IA 2-1**
- 2 Policies and Authorities IA 2-1**
- 3 Situation and Assumptions IA 2-1**
 - 3.1 Earthquake IA 2-1
 - 3.2 Landslide/Debris Flow IA 2-2
 - 3.3 Volcano..... IA 2-2
- 4 Roles and Responsibilities IA 2-3**
 - 4.1 Primary Agencies..... IA 2-3
 - 4.1.1 Fire Defense Board..... IA 2-3
 - 4.1.2 Sheriff’s Office..... IA 2-3
 - 4.1.3 Transportation and Development..... IA 2-3
 - 4.1.4 Health, Housing and Human Services (H3S) IA 2-4
 - 4.2 Support Agencies IA 2-4
 - 4.2.1 Clackamas County Emergency Management IA 2-4
 - 4.2.2 Public and Governmental Relations IA 2-5
 - 4.3 Volunteer Agencies..... IA 2-5
 - 4.3.1 American Red Cross IA 2-5
 - 4.3.2 Clackamas Amateur Radio Emergency Services..... IA 2-5
- 5 Concept of Operations IA 2-6**
- 6 Direction and Control IA 2-6**
 - 6.1 County IA 2-6
 - 6.2 Cities..... IA 2-7
 - 6.3 Special Districts IA 2-7
 - 6.4 Regional IA 2-7
 - 6.5 State and Federal Assistance..... IA 2-7
- 7 Annex Development and Maintenance IA 2-8**
- 8 Supporting Plans and Procedures IA 2-8**
- 9 Appendices IA 2-8**

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IA 2. Geologic Emergencies

IA 2 Tasked Agencies	
Primary Agencies	Transportation and Development Fire Defense Board Human Services Sheriff's Office
Supporting Agencies	Emergency Management Public and Government Relations

1 Purpose and Scope

This appendix addresses 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. There are several known fault lines throughout the County, 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 6.0. A local earthquake of M 6.0 or a regional M 9 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:

- Floods and landslides.
- Fires, explosions, and hazardous materials incidents.

IA 2. Geologic Emergencies

- 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 event, 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 may include the down-slope movement of rock, soil, or other debris or the opening of sinkholes. These hazards are often associated with other incidents such as 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 riverbeds.

Through the Natural Hazard Mitigation Plan 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. Risks 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 can cause health problems for individuals with certain medical conditions, create havoc with transportation, and pose a significant risk to the public.

Clackamas County has joined with regional partners and State and Federal agencies to develop a Mount Hood 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 Agencies

4.1.1 Fire Defense Board

- 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.
- Report damage, road and weather conditions to the EOC.

4.1.2 Sheriff's Office

- 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.
- Report damage, and road and weather conditions, to the EOC,

4.1.3 Transportation and Development

- 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 heavy equipment.
- Report damage, and road and weather conditions, to the EOC.

IA 2. Geologic Emergencies

- Assess roads likely to be affected, develop alternate traffic routes, and determine barricade and signage needs.
- Assess emergency transportation routes (ETRs) 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 (H3S)

- 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 for dissemination to the public
- Work with the American Red Cross in opening and operating shelters for evacuated persons and services for special needs populations

4.2 Support Agencies**4.2.1 Clackamas County Emergency Management**

Clackamas County Emergency Management (CCEM) assists in incident management and multi-agency/jurisdictional coordination.

- Implement the EOP.
- Activate the Situation Assessment Team.
- Activate the EOC.

IA 2. Geologic Emergencies

- Assist Command.
- Advise the County Administrator and Board of County Commissioners.
- Facilitate the Emergency Declaration process.
- Serve as the EOC Manager.
- Coordinate with city, regional, and State counterparts.
- Request Clackamas Amateur Radio Emergency Services (CARES) activation

4.2.2 Public and Governmental Relations

- Provide staff for the Public Information Officer and Joint Information Centers.
- 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.

4.3 Volunteer Agencies**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 an American Red Cross liaison to the EOC.

4.3.2 Clackamas Amateur Radio Emergency Services

- 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

IA 2. Geologic Emergencies**5 Concept of Operations**

The Department of Transportation and Development, Sheriff's Office, Health Housing and Human Services (H3S), and Fire Defense Board 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. For example, during periods of volcanic ash fallout, the Department of Human Services develops and disseminates critical health-related information through the 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 Roads Division is responsible for keeping surface routes clear and/or establishing detour routes. Effective response to a major incident will require the combined efforts and resources of all County agencies.

A major geologic incident is a County emergency requiring notification of CCEM, 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).

As time permits, CCEM will 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. As 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.

When an IC determines that incident response will require resources beyond those available day-to-day and through mutual aid, requests for assistance should be coordinated through 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.

IA 2. Geologic Emergencies**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 CCEM 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 an emergency.

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 an emergency.

6.4 Regional

The ETRs 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 ETR 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

Geologic hazards are monitored by the United States Geologic Survey (USGS). Seismic hazards or earthquakes are 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 landslides warnings are being issued.

IA 2. Geologic Emergencies

The National Weather Service (NWS) is responsible for alerting public agencies and the general public of potentially dangerous 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 Director of the Department of Transportation and Development, Fire Defense Board Chief, Sheriff, and Director of the Department of Human Services are responsible for ensuring that this appendix and supporting plans are updated at least annually, after every incident or exercise to which it applies, or as changes occur. CCEM is available to assist as requested.

8 Supporting Plans and Procedures

- Annex D - Evacuation
- Annex H - Damage Assessment

EOC Library

- Mt. Hood Coordination Plan
- Natural Hazard Mitigation Plan

9 Appendices

None at this time.

3

IA 3 – Terrorism (FOUO)

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NOTE:

This annex has been classified as For Official Use Only (FOUO) and is not to be included in public copies of the Clackamas County EOP. This annex is maintained by Clackamas County Emergency Management and is included in the EOC Library.

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