

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

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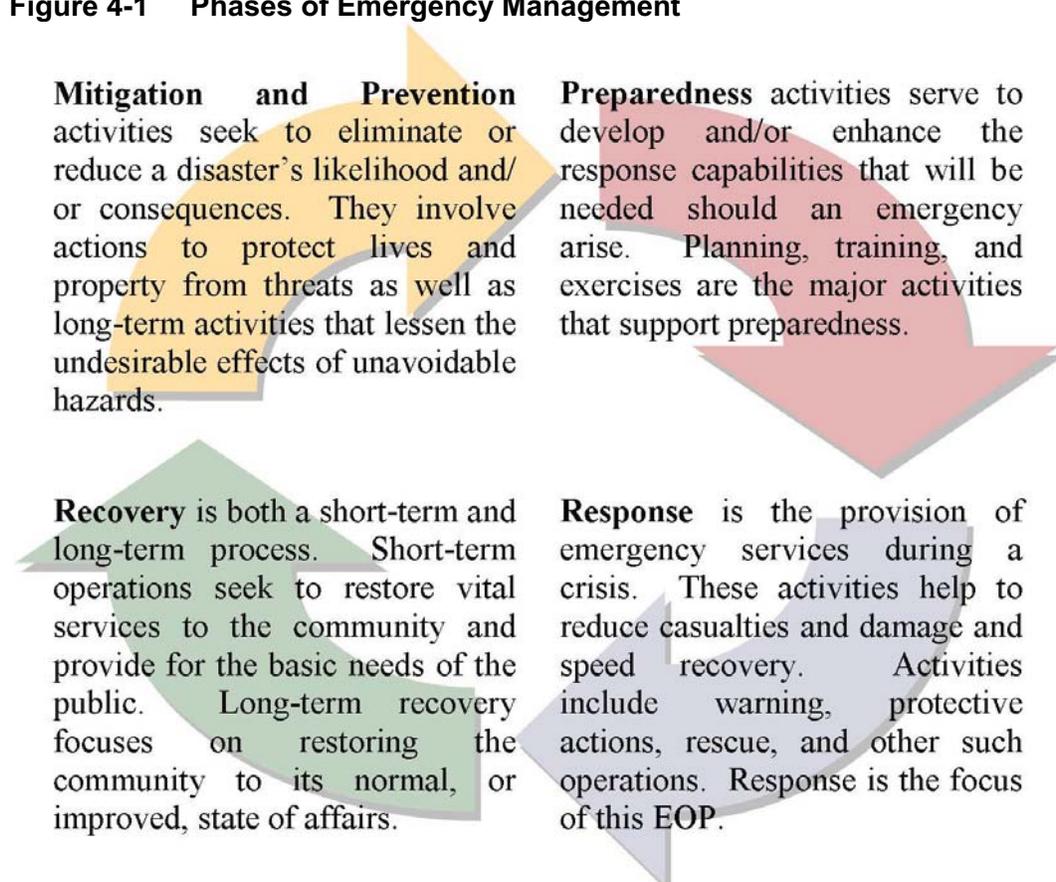
personnel from any emergency service agency and may involve personnel from a variety of disciplines. As such, the system can be utilized for any type or size of emergency, ranging from a minor incident involving a single unit to a major emergency involving several agencies and spanning numerous jurisdictions. 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.

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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

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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

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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.

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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.

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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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