

5

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

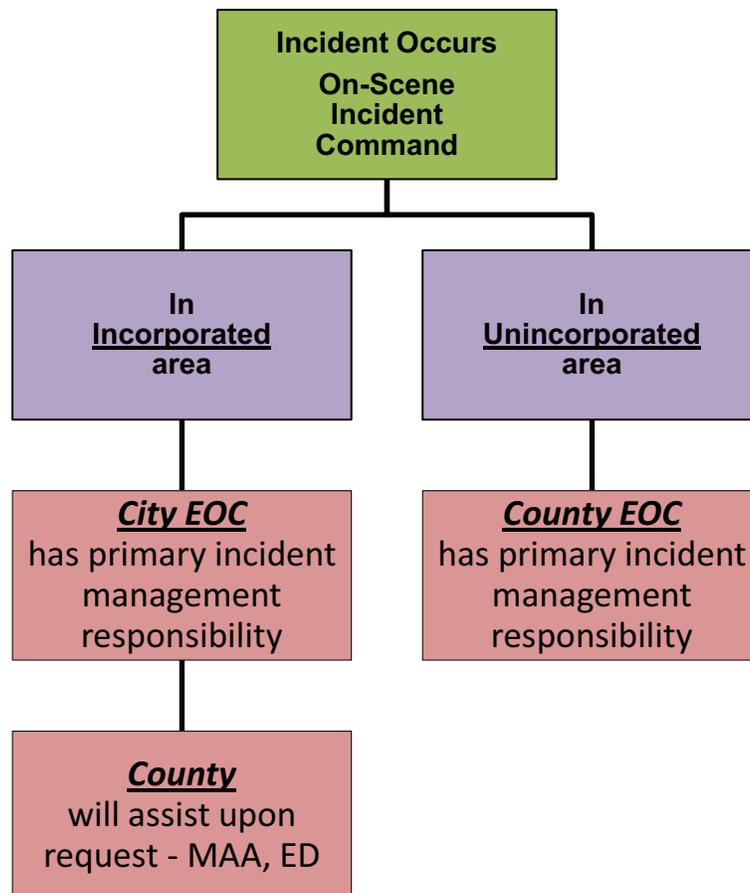
The jurisdiction in which the incident occurs has jurisdictional authority and primary responsibility for managing the incident:

- 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

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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.

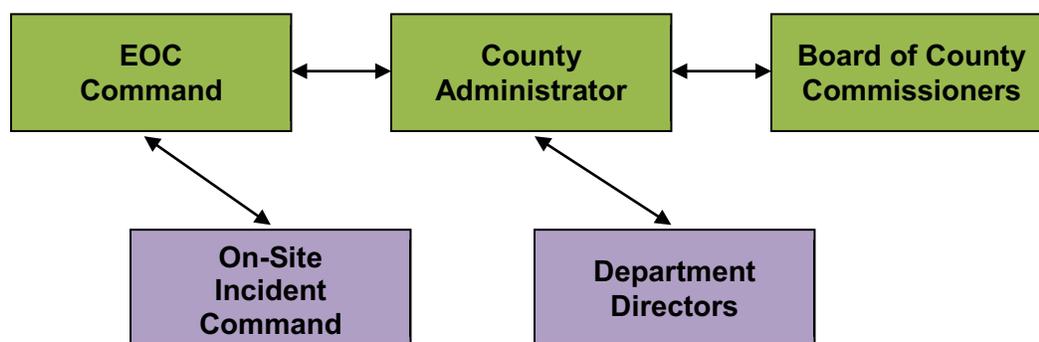
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The EOC coordinates closely with cities and special districts through the EOC Liaison in order to develop and maintain county-wide/regional situational awareness. The EOC is organized and operates in accordance with NIMS principles using ICS to manage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

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5.4 EOC Emergency Management Organization

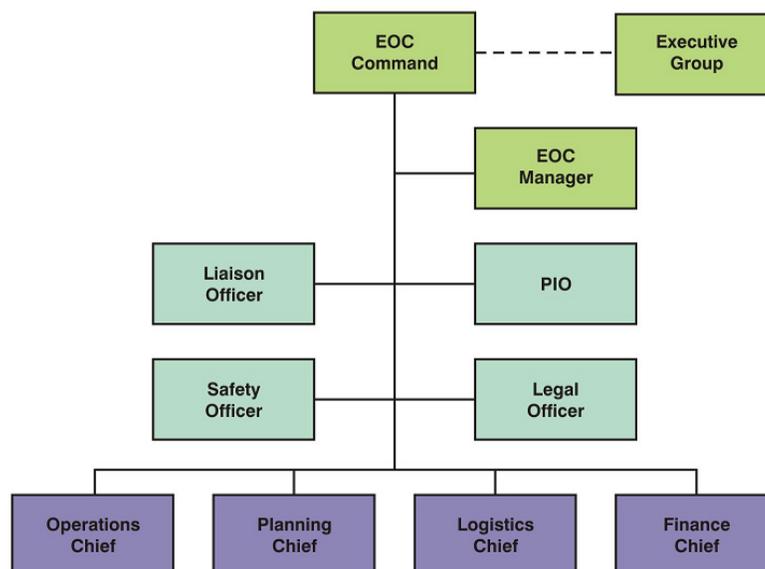
Incident Command may be conducted in the field or through the EOC and may require selective or full EOC staff support as conditions warrant. The IC/UC has authority to prioritize response and recovery activities and to allocate County resources to meet incident needs.

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



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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.

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- 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.

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- 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.

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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.

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- 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.

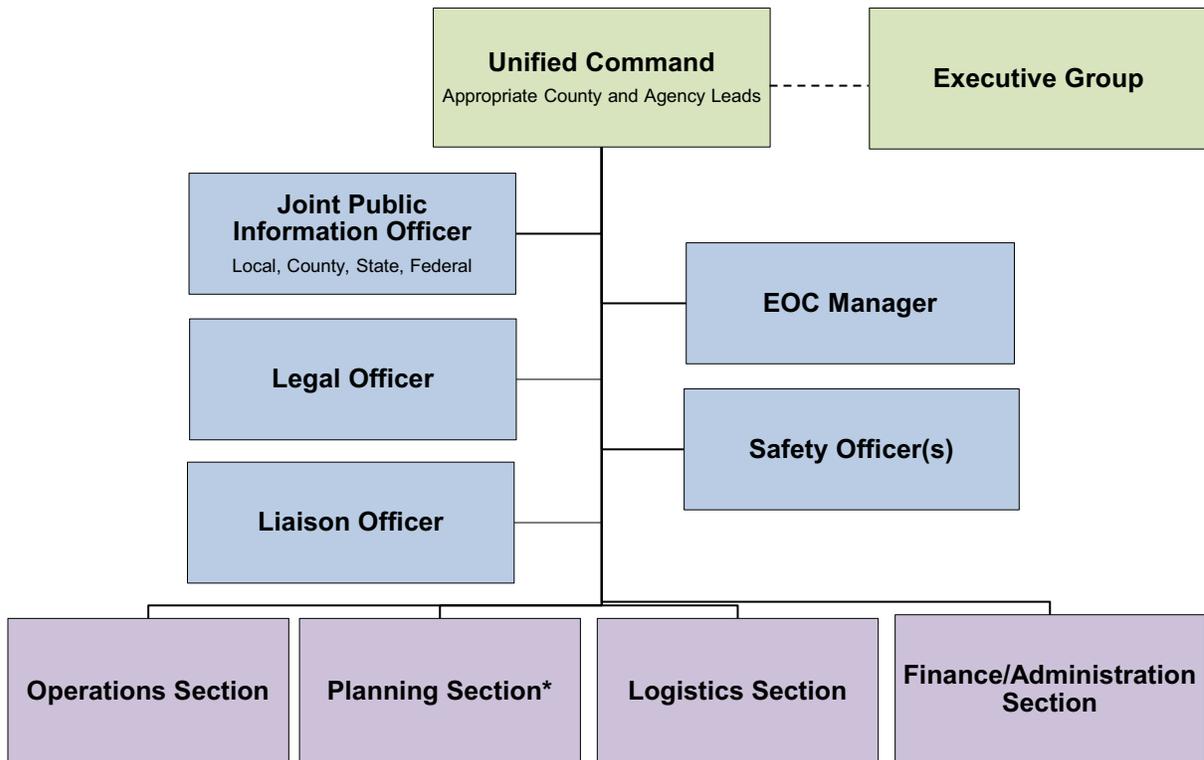
5.4.3.4 Finance Chief

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.

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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.