

# 3

## FA 3 – Infrastructure Services

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FA 3 Tasked Agencies	
<b>Primary Agencies</b>	City Public Works Department
<b>Supporting Agencies</b>	Yachats Rural Fire Protection District Lincoln County Sheriff's Office County Public Works Department Oregon Department of Transportation Local Utilities: <i>Water and Sewer: City of Yachats</i> <i>Electricity: Central Lincoln PUD</i> <i>Gas and Propane: NW Natural and Amerigas</i> <i>Telephone/Internet/TV: Century Link, Charter Communications, CoastCom, Inc., Pioneer Telephone Cooperative, Dahl Sanitation Service</i>

## 1 Purpose and Scope

This annex provides information regarding the coordination of infrastructure, public works, damage assessment, and engineering services during all phases of emergency management. It outlines basic roles and responsibilities for primary agencies, provides a concept of operations to assist the City in coordinating emergency services, and references related authorities, agreements, and supporting plans. The City Emergency Management Organization, as outlined in the Basic Plan of this Emergency Operations Plan (EOP), is designed to provide support to local infrastructure services agencies through assistance in accessing needed resources and coordination in more complex incidents and events. Nothing in this annex is meant to replace or supersede the standard operating procedures (SOPs) of local response agencies.

The annex covers the following functions:

- Transportation
- Infrastructure Repair and Restoration
- Energy and Utilities
- Debris Management

*See FA 4 for information on Damage Assessment.*

## 2 Policies and Agreements

The following policies and agreements are currently in place to support infrastructure services for the City:

- None at this time.

## 3 Situation and Assumptions

### 3.1 Situation

In a major disaster or emergency, response and recovery needs may exceed local response capabilities. Structures may be destroyed or severely weakened. Homes, public buildings, bridges, and other facilities may have to be reinforced or demolished to ensure safety. Debris may make streets and highways impassable. Public utilities may be damaged and be partially or fully inoperable. A major disaster may affect the lives of local response personnel and their families and prevent them from performing their prescribed emergency duties. Similarly, equipment in the immediate disaster area may be damaged or inaccessible. Sufficient resources may not be available to the City to meet emergency requirements. County and State assistance may be required to identify and deploy resources from outside the affected area to ensure a timely, coordinated, effective response.

### 3.2 Assumptions

- Response operations for the City Public Works Department will include assisting law enforcement and fire services in traffic control and rescue operations, and clearing and maintaining critical lifeline routes.
- In a natural hazards event such as flood, windstorm, or earthquake response, the Public Works Department will generally be assigned or assume the lead agency role.

## 4 Roles and Responsibilities

*See Appendix A – Roles and Responsibilities Checklist for more information.*

### 4.1 General Responsibilities

The activities and responsibilities for each department in support of infrastructure services will vary, depending on the type of resource, the length of the warning period, and the duration of the incident.

#### 4.1.1 Emergency Preparedness Coordinator

The Emergency Preparedness Coordinator may be responsible for the following actions in support of an emergency:

- Regularly briefing the Mayor and City Council on situational developments.
- Collecting resource requirement information from all City departments.

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- Evaluating the situation and determining whether the EOP needs to be implemented.
- Assessing developing conditions and evaluating their potential impact.
- Researching sources of needed resources.
- Establishing and maintaining contact with the County; providing updates on developing conditions.
- Considering activation of the Emergency Coordination Center (ECC).
- Documenting actions taken and costs incurred.
- Facilitating post-incident analysis.

**4.1.2 City Public Works Department**

The Public Works Department may be responsible for the following actions in support of an emergency:

- Developing and maintaining an emergency notification list of department personnel.
- Opening emergency response routes for rescue and life-saving operations.
- Restoring streets and managing street traffic, including traffic control devices.
- Restoring wastewater (sanitary sewer) and storm water system capacities.
- Restoring and operating sanitary sewer pump stations and pressure mains.
- Interfacing with utility providers to ensure timely restoration of services.
- Removing and disposing of debris from public rights-of-way and City property that was a direct result of a disaster event.
- Maintaining storm water flow.
- Administering existing contracts and developing new ones to restore infrastructure and services.
- Maintaining the City's fleet and providing emergency fuel supplies and equipment necessary to provide for the public's safety, health, and well-being; this will be given top priority during an emergency.

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- Maintaining and regularly testing the City's emergency generators.
- Coordinating with the police to assist in traffic control.
- Developing and maintaining operating procedures for disaster response.
- Establishing contracts and relationships with contractors and vendors who may play key roles in repair and restoration of County infrastructure.
- Requesting assistance through the County, if necessary.
- Documenting incident actions and costs incurred.
- Notifying regulating agency(s), as appropriate.

**4.1.3 Yachats Rural Fire Protection District**

The Yachats Rural Fire Protection District may be responsible for the following actions in support of an emergency:

- Notifying appropriate personnel of the developing situation.
- Assessing the department's minimum resource needs to maintain operations.
- Evaluating potential safety issues and making recommendations to the Safety Officer.
- Providing communication resources and support as needed.
- Providing fire suppression personnel and equipment to support public works response and recovery activities.

**4.1.4 Lincoln County Sheriff's Office**

The Lincoln County Sheriff's Office may be responsible for the following actions in support of an emergency:

- Assuming primary responsibility for closing and/or rerouting traffic on city streets to assist movement of people, keep people out of danger, and/or keep them from impeding emergency response activities.
- Coordinating and assisting the County Public Works Department in closing County roads and/or rerouting traffic through the City, if applicable.
- Coordinating and assisting the Oregon Department of Transportation (ODOT) and Oregon State Police (OSP) in closing State highways and/or rerouting traffic through the City, if applicable.

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- Alerting personnel of developing conditions.
- Assessing the department's minimum resource needs to maintain operations.
- Evaluating potential security and safety issues and making recommendations to the Safety Officer.
- Providing police personnel and equipment to support public works response and recovery activities.
- Providing communication resources and support as needed.

**4.1.5 Utilities**

Local utilities may be responsible for the following actions in support of an emergency:

- Coordinating response activities with City Public Works Department regarding restoration of services.
- Making repairs and restoring services as soon as possible.
- Supporting the City with equipment, personnel, etc., as appropriate.

**5 Concept of Operations****5.1 General**

When the EOP is implemented, all activities and resources in support of infrastructure services will be coordinated by the City ECC staff as identified and managed using the Incident Command System (ICS). The City Public Works Department is the lead agency for infrastructure operations and solid waste (debris) management.

Public Works will focus on restoring vital lifeline systems to the community, with an emphasis on critical roads. Public Works will also place emphasis on supporting law enforcement, fire, and search and rescue services with evacuation and traffic control capabilities. Other operational priorities include:

- Damage assessment (see FA 4 – Recovery Strategy).
- Stabilization of damaged public and private structures to facilitate search and rescue and/or protect the public's health and safety.
- Identification and labeling of uninhabitable/unsafe structures.
- Coordination of the closure and repair of transportation infrastructure.

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- Repair and restoration of damaged public systems (e.g., water, wastewater, and stormwater systems).
- Coordination with utility restoration operations (power, gas, and telecommunications).
- Prioritization of efforts to restore, repair, and mitigate infrastructure owned by the City and County.

Public Works will use local contractors, if available, to supplement its emergency response capabilities, escalating unmet needs through the County ECC and/or mutual aid partners.

**5.2 Readiness**

City infrastructure can require repair and restoration at a moment's notice, and personnel must be ready to carry out all tasks to restore public works services. Readiness refers to the activities undertaken within the City prior to an incident, as well as the City's ability to recognize and begin restoring services in a timely manner. Developing a culture of operational readiness, which is key to an effective response, requires plans and procedures to be understood and internalized. The following activities will be undertaken to help ensure operational readiness within the City:

- Regularly assess systems and services for key vulnerabilities.
- Maintain an adequate supply of operational equipment and other resources.
- Ensure that resources are conveniently located and easy to access.
- Regularly review the EOP and supporting forms, and apply lessons learned from exercises and real events.
- Ensure that adequate communications protocols are in place through staff call out lists and emergency contact forms.
- Provide operational training opportunities for personnel.

**5.2.1 Monitoring**

City personnel should know and understand the early signs of a situation that will exhaust resources and require the implementation of the EOP. The following activities will help ensure proper situational monitoring:

- Establish department inventory lists to enhance the ability to track resources.
- Monitor the situation before, during, and after any anticipated or ongoing incident.

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- Monitor and identify historic problem sites, including culverts, sections of the sewer system, water mains, frequently impacted roadways, and airport, and maritime infrastructure.
- Perform required maintenance on equipment and resources such as vehicles, tools, and machinery.
- Identify possible and probable hazards to ensure timely repair and resumption of service, by doing the following:
  - Monitor National Weather Service in preparation for a storm event.
  - Coordinate across departments to receive incident status updates.
  - Deploy personnel to monitor current conditions.

**5.2 Response**

Response activities within the City are undertaken immediately after an incident is discovered. Specific response activities may rely on SOPs. The following infrastructure-related initial response activities will be performed:

- Assist in lifesaving activities and providing equipment to support the overall mission of the response.
- Perform a Preliminary Damage Assessment (PDA), which is a required document for Presidential Disaster Declaration. A PDA:
  - Provides scope of damages.
  - Enables response and recovery prioritization.
  - Identifies resource needs.
- Infrastructure stabilization and service restoration may be required to restore water-related services, repair facilities, clear roadways, and assist in repairing related infrastructure. Priorities for restoration are as follows:
  1. Critical facilities and services
  2. Economic or business facilities
  3. Community facilities

**5.2.1 Initial Notifications**

Initial reports of a potential incident may come from a variety of sources:

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- **First responders** on the scene, requiring maintenance to infrastructure, or assistance with lifesaving activities.
- **City and County departments** requesting support for ongoing response activities.
- **Residents** reporting impacts to City infrastructure via dispatch.

Reports of an emergency will be referred to the proper departments. Upon receipt of these reports, team leaders will mobilize to the scene and determine the need to activate emergency operations. Once needs are determined, the supervisor will initiate a call out to alert required staff of the situation. Effective operations rely on the use of on-call schedules to ensure that staff can be quickly assembled during nights and weekends.

Upon arrival on scene, responding staff should evaluate the situation and notify any required divisions, departments, or agencies. These may include, but are not limited to:

- **City Public Works Department** for
  - Drinking water-related impacts
  - Wastewater-related impacts
  - City-owned and operated infrastructure
  - Debris removal assistance
- **Yachats Rural Fire Protection District** for hazardous waste assessment and arrange for containment or fire and rescue operations.
- **Lincoln County Sheriff's Office** for law enforcement, or traffic control assistance.
- **County Department of Public Works** for all County-owned and operated infrastructure.
- **Oregon Department of Transportation** for all State-owned and operated infrastructure.
- **Central Lincoln People's Utility District** for all electrical concerns or assistance.
- **NW Natural Gas** for all gas-related concerns or impacts.
- **CenturyLink or Pioneer Telephone Cooperative** for telecommunications impacts.
- **Dahl Disposal Services** for garbage, waste and debris impacts

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**5.2.2 Coordination**

Coordination across the City's departments helps to ensure timely restoration of all affected infrastructure. It is routinely necessary to share resources and personnel during a response to multiple systems, and all staff are expected to accommodate resource sharing to the best of their ability.

Response duties and priorities for responding departments may not align with infrastructure-related duties and priorities. Therefore, effective communication is required to ensure coordination in carrying out *all* activities within the operation.

Effective coordination requires a proper understanding of identified roles and responsibilities, and command and control frameworks. Coordination helps ensure the following:

- Properly managed incident command.
- Coordinated efforts to restore services to multiple systems.
- Effective resource management.
- Accurate issuance of standardized public information.

**5.2.3 Communications**

Infrastructure-related emergency activities are heavily focused in the field, and proper communication capabilities within and across departments are imperative to ensure effective coordination and resource management. Effective communication also relies on working relationships throughout departments, as well as interoperable communication equipment. These must be established *prior* to an incident. During emergency operations, field staff will need to interact with supervisors that may or may not be physically present. Communications will also need to be made to fixed locations, such as the City Hall, the City ECC, and other supporting departments and agencies. One or more of the commonly used modes of communication may be inoperable during an emergency; therefore, there is a need for robust communications infrastructure to ensure that all responding staff can communicate with each other. These include:

- Clear, concise SOPs that allow field staff to complete work without direct lines of communication.
- Multi-modal emergency contact forms.
- Providing employees with daily/routine updates via email in order to provide accurate, timely updates to residents.
- Interoperable radio communications, or other low-tech options.
- Mutual aid agreements for additional equipment.

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Routine communications within the City's departments occur via cellphone, email, and home phone devices. Establishing standardized means of communication will help ensure a consistent and streamlined flow of information. Department staff will adhere to the following communication standards:

- High priority communications, including resource requests, will occur via cellphone, radio or in person.
- Backup method for high priority communications will occur via the emergency dispatch.
- Situational awareness communications will occur via cellphone, radio, in person, or email and will always be shared with other responding divisions.
- Situational awareness communications and status updates will be provided to supervisors in a routine fashion and when new, imperative information has been discovered.
- All work orders and field operations will be tracked and documented.
- Handwritten notes will serve as a backup method for documenting work orders and field operations.

**5.2.4 Situational Awareness**

Specific information from the field will help to inform decisions regarding next steps and potential public information releases. Situational awareness relies on data collection directly from field operations. In addition, these reports may come from news media, residents, and other responding departments. Responding staff should provide all situational awareness to the appropriate supervisor. The following data are pertinent to informing infrastructure-related decisions:

- Description of the incident or emergency.
- Location of service disruption.
- Status of service disruption.
- Number of customers affected.
- Services provided by responding staff.
- Estimated restoration times.
- Public health/safety advisories and notifications.

On a day-to-day basis, and during emergency response incidents, City staff will:

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- Be aware of their surroundings and identify and report potential threats and dangerous situations.
- Share and evaluate information from multiple sources.
- Monitor threats and hazards.
- Share forecasting of incident severity and needs.

**5.2.5 Public Information**

Upon activation of the City ECC, all infrastructure-related Public Information released will be coordinated and dispersed through a singular Public Information Officer (PIO).

**5.2.6 Infrastructure Repair and Restoration**

The City has identified critical infrastructure and resources to be protected and prioritized during an emergency event or disaster, to the greatest extent possible. During an emergency situation, the protection of human lives will take precedence during all facets of response, and essential services within the City will be maintained as long as conditions permit.

Infrastructure repair and restoration actions may include:

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

*See the County EOP, ESF 3 – Public Works and Engineering for more details.*

**5.2.7 Energy and Utilities**

A utility failure would impact the availability of essential services such as the water supply, electrical power, natural gas, telephone, and sanitary sewer services. While a failure may result from natural or human-created causes, the severity of the incident must be measured by the duration of the disruption of the service and its impact on life and property.

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 that will guide operations after a major event. These procedures should facilitate the basic assessment of what happened,

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what can be done about it, and what is needed. If appropriate, this information should be provided to the City ECC as soon as possible.

Contact with utility providers may be established by the Emergency Program Manager or through the City ECC to coordinate resources, establish priorities, assess and document damages, and provide information to the public. The ECC 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 City ECC to facilitate coordination between agencies.

Energy- and utility-related actions may include:

- Collecting, evaluating, and sharing information regarding energy/utility system damage and estimations of the impact of outages/failures within affected areas.
- Coordinating restoration of service in impacted areas.
- Ensuring backup power and utility sources for critical facilities.

*See the County EOP, ESF12 – Energy for more details.*

**5.2.8 Debris Management**

A debris management plan defines the roles, responsibilities, and procedures and provides guidance for development and implementation of all elements involved in managing debris removal operations in the response and recovery phases of a disaster.

The County Public Works Department division will address larger debris management issues for the County. If needed, the City will request the following infrastructure services from County Emergency Management:

- Identification and labeling of uninhabitable/unsafe structures.
- Establishment of priorities and processes for issuing demolition and building permits.
- Stabilization of damaged public and private structures to facilitate search and rescue and/or protect the public's health and safety.
- Development and designation of emergency collection, sorting, and debris routes and sites for debris clearance from public and private property.

*See the County Debris Management Plan for more information.*

**5.3 Transition to Recovery**

A shift toward recovery operations will occur once the City has restored infrastructure-related services. This process may occur at different times for

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different departments and different disciplines. Therefore, departments should be prepared to provide additional resources and personnel support to ongoing response efforts following their transition to recovery. The transition to recovery will involve the following processes:

- Demobilization of field staff and resources.
- Assessment of all utilized resources and impacted infrastructure.
- Resource replacement and replenishment.
- After-Action Reporting (AAR)

Recovery also represents an opportunity to address repetitive vulnerabilities and replace these systems with lower risk options or more resilient systems. This may involve culvert replacements, improving sewer overflow capacities, updating water mains, or improving roadway systems.

*Further discussions within the City may be needed to develop proper recovery plans and implementation strategies.*

## **6 Annex Development and Maintenance**

The City Public Works Department, in coordination with identified primary and supporting agencies, is responsible for regular review and maintenance of this annex. To ensure that City staff are familiar with their roles in providing infrastructure services, the City will incorporate elements of infrastructure services into its training and exercise program.

## **7 Supporting Plans and Procedures**

The following documents support infrastructure services for the City:

- County Emergency Operations Plan
  - ESF 1 – Transportation
  - ESF 3 – Public Works and Engineering
  - ESF 12 – Energy
- State of Oregon Emergency Operations Plan and ESFs
- Oregon Department of Transportation Emergency Operations Plan
- National Response Framework and ESFs
- National Infrastructure Protection Plan

## 8 Appendices

- Appendix A – Roles and Responsibilities Checklist
- Appendix B – FA 3 Representative Checklist

## FA 3. Infrastructure Services

**Appendix A Roles and Responsibilities Checklist**

The following checklist identifies key roles and responsibilities for this annex. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support the infrastructure services function. All tasked agencies should maintain agency-specific plans and procedures that allow for them to effectively accomplish these tasks.

**Preparedness**

Preparedness activities take place **before** an emergency occurs and include plans or preparations made to save lives and to help response and recovery operations. Preparedness roles and responsibilities for FA 3 include:

**All Tasked Agencies**

- Develop operational plans for infrastructure services activities.
- Participate in infrastructure-related trainings and exercises as appropriate.

**City Public Works Department**

- Coordinate regular review and update of this annex with supporting agencies.
- Facilitate collaborative planning to ensure City capability to support infrastructure-related activities.
- Develop and maintain an standard operating procedures and plans to support public works emergency response including:
  - Conducting pre-incident and post-incident assessments of public works and infrastructure.
  - Executing emergency contract support for life-saving and life-sustaining services.
  - Coordinating repair of damaged public infrastructure and critical facilities.
  - Coordinating repair and restoration of the City's critical infrastructure.
  - Coordinating disaster debris management activities.
  - Establishing a damage assessment team from among City departments with assessment capabilities and responsibilities.
  - Training and providing damage plotting team members to the ECC.

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- Assisting in reporting and compiling information regarding deaths, injuries, and dollar damage to tax-supported facilities and to private property.
- Assisting in determining the geographic extent of the damaged area.
- Evaluating the effect of damage on the City's economic index, tax base, bond ratings, insurance ratings, etc. for use in long-range recovery planning.

**Emergency Preparedness Coordinator**

- Maintain operational capacity of the City ECC to support public works activities.
- Ensure that staff are identified and adequately trained to fulfill the finance function in the City ECC to include the tracking of public works resources.

**Response**

Response activities take place **during** an emergency occurs and include actions taken to save lives and prevent further property damage in an emergency situation. Response roles and responsibilities for Infrastructure Services include:

**All Tasked Agencies**

- Provide a representative to operate from the ECC or other command location to ensure coordination with other agencies, as necessary.

**City Public Works Department**

- Coordinate public works and engineering-related activities in support of the City Emergency Operations Plan.
- Provide heavy equipment and engineering resources.
- Coordinate debris management activities.
- Provide public works and engineering support on a priority basis as determined by the ECC and on-scene Incident Commander(s).
- Make recommendations regarding the priority of repairs.

**City Building Official**

- Conduct damage assessment activities for city owned /managed properties

**Emergency Preparedness Coordinator**

- Coordinate with the ECC Planning Section to identify unmet needs.

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- Establish a Public Works Branch in the City ECC if needed.
- Track the use of Public Works resources through the ECC Finance Section.
- Request support for volunteers and donations activities through the State ECC.

**City Community Development Department**

- Coordinate with the ECC Planning Section to identify unmet needs.

**Recovery Phase**

Recovery activities take place **after** an emergency occurs and include actions to return to a normal or an even safer situation following an emergency. Recovery roles and responsibilities for Infrastructure Services include:

**All Tasked Agencies**

- Demobilize response activities.
- Maintain incident documentation to support any applicable public and/or individual assistance claims. Continue to repair infrastructure and buildings on a priority basis.

**City Public Works Department**

- Coordinate and/or facilitate pre/post damage assessment activities.
- Provide information concerning dangerous areas or other existing problems.
- Establish control measures related to emergency solid waste disposal.

**Emergency Preparedness Coordinator**

- Compile and keep all documentation collected relating to infrastructure-related response activities.
- Coordinate all after-action activities and implement corrective actions as appropriate.

**Mitigation**

Mitigation activities take place **before and after** an emergency occurs and includes activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Mitigation roles and responsibilities for infrastructure-related services include:

**All Tasked Agencies**

- Participate in the hazard/vulnerability identification and analysis process.

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- Take steps towards correcting deficiencies identified during the hazard/vulnerability identification and analysis process as appropriate.

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**Appendix B FA 3 Representative Checklist**

<b>ACTIVATION AND INITIAL ACTIONS</b>
<input type="checkbox"/> Report to the ECC Incident Commander, Section Chief, Branch Coordinator, or other assigned supervisor.
<input type="checkbox"/> Become familiar with available job resources (e.g., plans, equipment, and staff) and ECC plans and forms
<input type="checkbox"/> Review the ECC organization and staffing chart and understand your role in working with the various branches and sections.
<input type="checkbox"/> Equip your work station with necessary equipment and supplies and test functionality of all equipment
<input type="checkbox"/> Obtain situation report(s), Incident Action Plan (IAP), and/or receive briefings from ECC and/or field personnel
<b>INITIAL OPERATIONAL PERIODS</b>
<input type="checkbox"/> Obtain a briefing from the person you are replacing.
<input type="checkbox"/> Attend meetings and briefings, as appropriate.
<input type="checkbox"/> Establish and maintain your position log with chronological documentation.
<input type="checkbox"/> Follow procedures for transferring responsibilities to replacements.
<input type="checkbox"/> Follow staff accountability and check-in/-out procedures when temporarily leaving your assigned work station.
<b>FINAL OPERATIONAL PERIODS</b>
<input type="checkbox"/> Complete and submit all required documentation
<input type="checkbox"/> Ensure all materials are returned to their proper storage location and file requests for replacement of resources that are expended or inoperative
<input type="checkbox"/> Follow check-out procedures.
<input type="checkbox"/> Share lessons learned at After- Action Conferences to contribute to the After- Action Report and inform future activations.

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**Keys to Success****INFORMATION MANAGEMENT**

Information management is getting the right information to the right people, in the right form, at the right time. It includes receiving, sorting, prioritizing, and delivering information.

The ECC information management role for FA Leads and agency representatives includes:

- Filter information for what is accurate, distill that information to what is useful, and push it to the appropriate people within the ECC or agency, contributing to a Common Operating Picture.
- Serve as a conduit of information to and from agencies.
- Supply accurate, appropriate, and up-to-date information to the Situation Report.

**RESOURCE MANAGEMENT**

Resource management is getting the right resources to the right place, at the right time. The resource request process is at its core and supports coordinated management of resource requests by local, state, and federal partners. Resources include equipment, supplies, and personnel.

The ECC Resource Management support role for FA Leads and agency representatives includes:

- Coordinate the contribution of resources from an agency to the response and recovery.
- Request resources from other sources and agencies.
- Keep the lines of communication open and provide specific information about what an agency can and cannot provide. The more specific and timely the information held by the Logistics Section is, the more efficiently it will support the request.