

**ESF 8**

**Public Health and Medical  
Services**

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## **1 Introduction: Purpose and Scope**

Emergency Support Function (ESF) #8 – Public Health and Medical Services provides the mechanism for coordinated Federal assistance to supplement State, tribal and local resources in response to a public health and medical disaster, potential or actual incidents requiring an emergency.

Public Health and Medical Services include responding to medical needs associated with mental health, behavioral health, and substance abuse considerations of incident victims and response workers as additional medical response assistance, and veterinary and/or animal health issues as related to zoonoses. Services also cover the medical needs of members of the “at risk” or “special needs” population described in the Pandemic and All-Hazards Preparedness Act and in the *National Response Framework (NRF)* Glossary, respectively. It includes a population whose members may have medical and other functional needs before, during and after an incident.

ESF8 outlines the coordinated Federal response to public health and medical disasters. At the local level Public Health has an importance assurance role, but as with the Federal ESF 8 a coordinated response relies on several support agencies to actually perform the core functions.

ESF 8 assures that the following services are provided to the public in disasters or public health emergency.

## **2 Policies and Agreements**

### **2.1 Health Department Line of Succession**

During an emergency, the line of succession of authority is designated for managing and supporting ESF 8 activities:

- Marion County Health Department Administrator or designee
- County Emergency Management Director
- Marion County Board of Commissioners

### **2.2 Medical Examiner Line of Succession**

The direction and control of procedures in relation to the care of deceased victims will follow the chain of command detailed below:

- Marion County Deputy Medical Examiner
- Oregon State Medical Examiner
- Marion County Health Officer
- Marion County Health Department Administrator or designee.

## 2.3 Roles and Authorities for Emergency Declaration in a Public Health Emergency

### Federal

In a Public Health Emergency, federal Health and Human Services Secretary may authorize:

- Access to emergency funds if appropriated
- Extension of reporting deadlines
- Waiver of certain Medicare, Medicaid, Child Health Insurance Program or other federal requirements
- Waiver of Health Information Portability & Accountability Act sanctions
- Declaration of Public Readiness/Emergency Preparedness tort immunity
- Federal Drug Administration declaration permitting medical use of unapproved products or approved products for unapproved uses by Federal Drug Administration.

### State

#### **State of Emergency declaration by Governor – ORS 401.055**

Governor may:

- Exercise authority over state agencies and powers within designated areas
- Suspend any order or state rule that would hinder emergency response
- Direct state personnel, equipment and facilities to local government to restore any services in order to provide for the health and safety of citizens of the affected area.

#### **Public Health Emergency declaration by Governor – ORS 433.441**

Governor may:

- Close or order evacuation of any facility if a danger to public health
- Regulate or restrict medical supplies, medicines, other goods or services
- Prescribe modes of transportation, routes, evacuation destinations
- Reasonably limit entry, exit, presence in any public area
- Other actions necessary to manage resources including powers above
- Public Health Emergency declaration expires in 14 days unless extended for additional period

#### **State Public Health Director - ORS – 433.443**

State Public Health Director may:

- Set reporting requirements to obtain information related to the event

- Specify diagnostic and treatment protocols for response
- Order or authorize local public health administrators to take measures
- Take other necessary actions to address the public health emergency with governor's approval

County

**Marion County Commissioners** – Chapter 2.35 of the County Code

Marion County Commissioners may:

- Request that the governor declare a state of emergency in the county
- Declare a county state of emergency
- Take any actions specified in the Emergency Operations Plan
- Direct the use of county personnel, equipment and facilities
- By ordinance, exercise any other authority within the county over matters of county concern to the fullest extent allowed by state and federal constitutions and laws

**Marion County Health Department** - ORS 431.530

Marion County Health Department may:

- Take actions authorized or ordered by the State Public Health Director
- Access information or inspect property to determine the cause of the illness, persons at risk, patterns of transmission, provide treatment, and control the disease
- Make immunizations available under direction of local health officer
- Prohibit public gatherings and operation of schools when necessary to prevent and stop epidemic
- Petition court for an order on certain persons to detain, quarantine or take other public health measure; person has right to legal counsel
- Request law enforcement assistance to enforce orders, if available

**Law Enforcement** – ORS 401.065

Law Enforcement may:

- Maintain civil order and enforce criminal laws
- Perform community caretaking functions
- Enforce health-related court orders

**Marion County Emergency Management** - ORS 401.309

Marion County Emergency Management may:

- Coordinate declaration of local emergency/disaster
- Activate county emergency coordination center when required

- Provide logistical support to county emergency response

### **3 Situation and Assumptions**

#### **3.1 Situation**

Emergency situations, whether natural, or man-made, could disrupt or overwhelm the normal delivery of medical and health services. Depending on the nature and severity of the incident, services and resources may be in demand for prolonged periods of time.

#### **3.2 Assumptions**

The Health Department Administrator serves the Board of Commissioners (BOC) of Marion County by enforcing laws protecting the health of Marion County's people. Although many health-related problems are associated with disasters, there is an adequate local capability to meet most emergency and/or disaster situations. When necessary, support may be requested through the County Emergency Coordination Center (ECC).

The public may require guidance concerning how best to avoid health hazards created by the disaster or arising from conditions existing in the affected area during and following the incident. Public information and outreach activities will follow established county procedures and be carried out using a Joint Information System according to the Incident Command System/National Incident Management System.

### **4 Roles and Responsibilities**

Marion County is the lead agency for the following functions:

- Public health communicable disease control;
  - Communicable disease control surveillance
  - Vector control
  - Food and Water inspections
  - Immunization and mass prophylaxis dispensing and distributing
  - Facilitate laboratory testing at the Oregon State Public Health Laboratory (OSPHL)
  - Animal health/disease management (as it pertains to potential or actual impacts on public health). See ESF 11
- Messaging and Rumor Control for health related topics (see ESF14)
- Crisis counseling and mental health services;

Public Health works to support lead/local/state agencies providing the services in **Table 1**

**Table 1:** Local Lead Agencies for Core Support Functions under ESF8

<b>Function</b>	<b>Lead Local Support Agency</b>
Safety and security of drugs, biologics, and medical devices	Oregon Department of Agriculture
Agriculture safety and security	Oregon Department of Agriculture
Veterinary medical support	Oregon Department of Agriculture
ESF6 Mass Care & Housing for medical needs populations	American Red Cross
Blood and blood products	American Red Cross
Health/medical/veterinary equipment and supplies	Marion County Emergency Management
Patient evacuation	Marion County Emergency Management
Assessment of public health/medical needs.	Marion County Health Department
Health surveillance	Marion County Health Department
Medical care personnel	Marion County Health Department
Food safety and security	Marion County Health Department
All-hazard public health and medical consultation, technical assistance, and support	Marion County Health Department
Behavioral health care	Marion County Health Department
Public health and medical information	Marion County Health Department
Vector control	Marion County Health Department
Potable water	Marion County Health Department & Department of Human Services
Patient Care (Emergency medical, dental, and hospital services)	Hospitals and Private Providers
Mass fatality management, victim indemnification, and decontamination remains	Marion County Medical Examiner
Wastewater and solid waste disposal	Marion County Public Works

### 4.1 Laboratory Services

Marion County Health Department does not have local laboratory capability to support analysis of biological or chemical substances. However, hospital and private labs have capabilities for other routine laboratory analyses. The County

will request assistance from the Department of Human Services and Oregon State Public Health Laboratory for incidents involving unusual or unknown substances.

## **4.2 Crisis Counseling**

The Marion County Health Department is the primary agency responsible for overall coordination of mental health and crisis counseling resources and services. Additional services can be allocated through Marion County Emergency Management and can be requested following established operation procedures for the County EOC and may include the American Red Cross and the Salvation Army as well as Marion County Health Department and community partners as outlined in the Marion County Behavioral Emergency Response Plan.

## **4.3 Vulnerable Populations**

### **4.4 Mass Prophylaxis and Points of Dispensing Sites (PODS)**

The Strategic National Stockpile Plan for Marion County currently provides procedures for safety and protection measures to be implemented for the community during a public health emergency. Detailed procedures and information pertaining to requesting, allocating, prioritizing, distributing, and dispensing medications/pharmaceuticals are included. Plans for activating and operating POD sites are also established for Marion County in the Strategic National Stockpile plan. A pharmaceutical inventory owned by the US Postal Service is maintained by the Marion County Health Department for response to a biohazard system (BDS) alarm.

The following definitions for first responder, essential staff, and support staff will be used in Marion County:

- First Responder: Local police, fire, and emergency medical personnel who first arrive on the scene of an incident or are the immediate providers of health care or security to potentially exposed individuals;
- Essential Staff: Health Department staff; and
- Support Staff: Persons performing other vital services (e.g., Public Works, clinic, and hospital employees, and others).

## **4.5 Animal and Vector Control**

Adoption of existing procedures established for Marion County Environmental Health, State Veterinary Services, and Marion County Extension Service will occur during an emergency situation impacting this jurisdiction. Local capabilities to support this facet of ESF 8 are limited and additional assistance and resources will be requested from OEM by Marion County Emergency Management via the OERS.

Formal plans and procedures for animal health and vector control have not been established for Marion County. However, the Oregon Animal Disease Emergency Management Plan has identified key regional and state roles and



responsibilities that will most likely be implemented to support local response activities for Marion County.

#### **4.6 Mortuary Services**

Morgue capacity for Marion County is limited. The Marion Medical Examiner has primary responsibilities for managing and coordinating mortuary services during an emergency. The Health Department will provide support to this process through the Health Department Liaison at the ECC. A Mass Fatality Incident Plan has been developed for the County and is maintained through Marion County Emergency Management.

The Medical Examiner is responsible for managing and coordinating the following tasks throughout the duration of an emergency:

- Establish procedures for handling mass casualties and burial;
- Coordinate morgue services, body identification, and disposition of unclaimed bodies including;
  - Provide emergency information regarding mass casualties, body identification, and morgue operations for release through the County EOC/Joint Information Center (JIC)
  - Determine the number of deaths and need for emergency body identification, mass morgue services, and burial operations;
  - Provide for notification of next of kin; and
- Establish contact with funeral homes for mass fatality transportation and facility support;
- Set up temporary morgue services;
- Provide security for possessions of deceased;
- Coordinate burial of unclaimed bodies.

Procedures specific to mortuary and morgue services during an emergency incident or disaster are outlined in the current Mass Fatality Incident Plan for Marion County, and maintained by the Marion County Emergency Management (see page 8).

#### **4.7 Emergency Medical Facilities and Mass Care**

Hospital surge capacity plans are currently in development by HPP Region 2. Procedures and information will be incorporated in this ESF when completed. The Hospital Capacity (HOSCAP) website is an electronic tracking system for the status of medical resources (medications, supplies, staff, and ambulances) and bed capacity among local and regional hospitals/care facilities. The system is

available to Marion County and would be used during an emergency incident to support ESF 8 and coordinated through the County ECC.

Medical Triage and Treatment Plan is in development by HPP Region 2 that will provide support to local hospitals that are overwhelmed during an emergency incident or disaster. In addition, a Mass Casualty Plan for Marion County has been developed and provides guidance and procedures for response operations following a large-scale mass casualty incident, including coordination of emergency medical transportation.

Marion County Medical Reserve Corp is in the developmental stages of creating and maintaining a roster of active and formerly active healthcare/medical personnel available to support emergency response activities. The volunteers are enrolled into the state managed State Emergency Registry of Volunteers in Oregon (SERV-OR)

## **5 Concept of Operations**

In a public health emergency, the Health Department Administrator will direct the county response. The Marion County Health Administrator, or designee, will serve as the initial Incident Commander and shall direct initial operations through Marion County Health Department's Department Operations Center, (DOC). The MCHD Administrator, or designee, will assign the role of IC following the Line of Succession outlined in the MCHD DOC Activation Plan. In keeping with ICS, the organization can expand or contract as needed. In the event that a wider range of coordinated resources is needed, the MCHD Administrator, or designee, will contact the County Emergency Manager.

If there is a need for the County Emergency Coordination Center to activate, the disaster response will be coordinated through the ECC. For all types of disasters in which the ECC is activated, the Health Department will provide staff for implementation of unified command or other command as indicated per the Marion County Emergency Operations Plan.

In general, response will be done at the lowest level possible. Marion County will respond initially, requesting state and/or regional mutual aid assistance when they cannot adequately respond to an event, or when county resources exceed capacity. In turn, the State of Oregon will respond and request federal assistance when the abilities of Oregon to respond to an event are exceeded. Some situations, e.g. pandemic flu, may overwhelm federal systems and federal assistance at the state or local level will be unavailable.

## **6 Training**

Vulnerable populations and mass fatality and mass casualty

**7 Supporting Plans and Procedures**

	Maintained	Lead Agency
Medical Triage and Treatment Plan. HPP, Region 2.	Region 2	Region 2
Mass Casualty Plan. Area Trauma Advisory Board (ATAB 2).	ATAB 2	ATAB 2
Oregon Animal Disease Emergency Management Plan. Oregon Department of Agriculture, Animal Health and Identification Division. 2004.	Department Of Agriculture	Department Of Agriculture
Marion County Mass Casualty Plan. 2004.	EM	EM
Marion County Mass Fatality Plan. 2005	EM	ME

Supporting public health and medical response plans are maintained at the Health Department

Incident Support

- MCHD Department Operations Center Activation
- MCHD 24/7 Emergency Contact Plan
- MCHD Communication Plan
- MCHD Mass Medication Dispensing Plan
- MCHD Pandemic Influenza Plan

Incident Response

- MCHD Biohazard Detection System for Salem Post Office Plan
- Radiation
- Chemical
- Bioterrorism
- Pandemic Influenza
- Natural Disaster

**8 Appendix**

None at this time.