State of Oregon

COMPREHENSIVE

EMERGENCY MANAGEMENT PLAN

VOLUME II:

PREPAREDNESS PLAN

Publication Date: June 2018

Oregon Office of Emergency Management
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State Comprehensive Emergency Management Plan (CEMP)

Per ORS 401.052, the Oregon Military Department, Office of Emergency Management (OEM) is responsible for preparing and updating a statewide emergency management plan. This Comprehensive Emergency Management Plan (CEMP) consists of a set of strategic and operational documents that define principles and priorities, assign roles and responsibilities, and direct action in all phases of emergency management. These include:

- **OEM Strategic Plan.** The OEM Strategic Plan defines the vision, mission, and core values of OEM. The Strategic Plan defines goals and objectives for the emergency management mission. The OEM Strategic Plan emphasizes protecting lives, property and the environment; providing excellent customer service; providing resources to accomplish the mission; and engaging partners in a collaborative approach.

- **Operational Plans.** The CEMP includes four primary volumes. Each volume addresses a specific phase of emergency management as described below.

  - **Volume I – Natural Hazard Mitigation Plan (NHMP).** The NHMP identifies natural hazards and vulnerabilities in Oregon, and proposes a strategy to mitigate risk and address recurring disasters and repetitive losses.

  - **Volume II – State Preparedness Plan.** This plan provides requirements and guidance for each step of the emergency preparedness cycle, including planning, organization, training, exercise, and evaluation and improvement.

  - **Volume III – Emergency Operations Plan (EOP).** The EOP describes the organization used by the State to respond to emergencies. It describes common incident management and response functions applicable across all types of emergencies or disasters. State support to emergency response operations is divided into 18 Emergency Support Functions.

  - **Volume IV – State Recovery Plan.** The Recovery Plan describes the organization used by the State to assist communities recovering from disasters. State support to recovery operations is divided into seven State Recovery Functions (SRFs).

- **Support Plans.** OEM and partner agencies have developed operational, tactical, and scenario-based documents to address specific hazards, functional areas of assistance, or appropriate procedures in preparing for, responding to, and recovering from disasters. Examples include EOP and Recovery Plan annexes, as well as independent documents such as the Cascadia Playbook and the Oregon Disaster Housing Strategy.

Figure i-A   Preparedness Plan within the State of Oregon Comprehensive Emergency Management Plan

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Volume 1 - Mitigation	Volume II - Preparedness Preparedness Plan	Volume III - Response Emergency Operations Plan (EOP)	Volume IV - Recovery Recovery Plan
Threat and hazard Identification and Risk Assessment (THIRA)	Training Plans Exercise Plans Administrative Plans	Emergency Support Functions (ESF) Annexes Support Annexes Incident Annexes	State Recovery Function (SRF) Annexes
		Scenario-Based plans (e.g. Cascadia Playbook)	Functional Plans (e.g. Debris Management Plan, Oregon Disaster Housing)

Letter of Adoption

Volume II of the State of Oregon Comprehensive Emergency Management Plan, known as the *State of Oregon Preparedness Plan*, addresses how the State of Oregon will plan, organize resources, train staff, and conduct exercises in preparation for emergencies of all types. In addition, the State of Oregon Preparedness Plan outlines OEM's ongoing program evaluation and improvement efforts, and provides recommendations and guidance for local, tribal, private-sector, and personal preparedness. This plan supports Oregon's Revised Statute chapter 401 and is consistent with the National Response Framework published by the Federal Emergency Management Agency.

In conformance with Oregon Revised Statutes (ORS) 401.035 and 401.092, this plan is applicable only to state agencies. It is not a directive to local jurisdictions or to those federal and volunteer agencies that commonly support the state in emergency management. It does, however, provide a reference for their actions, plans, and emergency procedures.

This plan supports Oregon's Revised Statute chapter 401 and is consistent with the National Response Framework published by the Federal Emergency Management Agency.

I have reviewed the *State of Oregon Preparedness Plan* and am pleased to submit it to the Governor for formal adoption and promulgation.
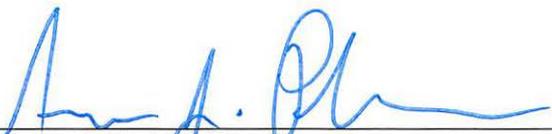
Andrew J. Phelps, Director
Oregon Military Department, Office of Emergency Management

Executive Signatory Page

I am pleased to officially promulgate the 2018 State of Oregon Preparedness Plan, Volume II of the State of Oregon Comprehensive Emergency Management Plan. This plan is published by the Oregon Military Department, Office of Emergency Management.

The State of Oregon Comprehensive Emergency Management Plan is overarching. The four volumes address the four phases of emergency management: mitigation, preparedness, response, and recovery. This plan supports Oregon's Revised Statute 401 (ORS 401).

This document is operational and serves a need in saving lives, protecting property, sustaining the economy, and preserving Oregon's environment.

Governor Kate Brown
State of Oregon

Date: 12/4/18
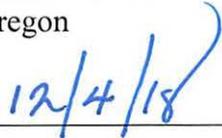
Plan Administration

As Plan Administrator, the Oregon Office of Emergency Management Operations & Preparedness Section Manager will coordinate review, revision, and re-adoption of this plan every five years or when changes occur, such as lessons learned from exercises or real world disasters. All substantive changes will be reviewed and approved by the Operations & Preparedness Section Manager and transmitted to the Director of the Office of Emergency Management for review and approval. Changes to the appendices, as well as non-substantive changes to the Basic Plan, may be made by the Preparedness Planner with review by the Operations and Preparedness Section Manager.

Record of Plan Changes

All updates and revisions to the plan will be tracked and recorded in the following table. This process will ensure that the most recent version of the plan is disseminated and implemented by personnel.

Date	Change No.	Summary of Changes
September 2015	001	Original Release
June 2018	002	Document updates and revision

Plan Distribution List

The State of Oregon Preparedness Plan will be distributed to the following state agencies and partners. The Operations and Preparedness Section Manager will be responsible for ensuring the plan, and any updates, are distributed. Unless otherwise noted, plan updates will be distributed electronically. Additionally, the plan will be posted on the OEM website at: http://www.oregon.gov/OEM

Agency	Title
Governor's Office	Governor Public Safety Policy Advisor
Oregon Department of Administrative Services	Chief Operating Officer
Oregon Military Department	Adjutant General
Oregon Office of Emergency Management	Director Operations & Preparedness Section Manager

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List of Tables and Figures

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1   Introduction

1.1   Authority

This plan, known as the *State of Oregon Preparedness Plan* (*State Preparedness Plan*), constitutes Volume II of the State's Comprehensive Emergency Management Plan (CEMP). This plan is developed under the authority of Oregon Revised Statutes Chapter 401, which assigns responsibility for the emergency services system within the State of Oregon to the Governor (Oregon Revised Statutes [ORS] 401.035). The Governor has delegated the responsibility for coordination of the state's emergency program, including coordination of recovery planning activities, to the Oregon Military Department, Office of Emergency Management (OEM), which is responsible for preparing and updating a statewide emergency management plan (ORS 401.052).

1.2   Purpose and Scope

1.2.1   Purpose

The State Preparedness Plan seeks to describe, establish standards and guidance, make recommendations, and set goals for the following:

■ Emergency management planning efforts at the State and local levels;

■ Organization of emergency response resources and support in Oregon;

■ Training and exercise programs organized or coordinated for the purposes of emergency preparedness in Oregon;

■ Ongoing evaluation of emergency management program efforts across Oregon; and

■ Providing outreach and information in support of personal and organizational preparedness.

1.2.2   Scope

The *State Preparedness Plan* is designed to guide emergency management actions at all steps of the Preparedness Cycle in a manner appropriate to the specific conditions, institutions, resources, capabilities, and people of the State of Oregon.

■ The Preparedness Cycle is an underpinning of the National Preparedness System, as described in Presidential Policy Directive 8 (PPD-8): National Preparedness: *"[the] national preparedness system shall include guidance for planning, organization, equipment, training, and exercises to build and maintain domestic capabilities. It shall provide an all-of-Nation approach for building and sustaining a cycle of preparedness activities over time."*

The Preparedness Cycle is described in graphic form in the Federal Emergency Management Agency (FEMA)'s *Comprehensive Planning Guide (CPG) 101, Version 2.0*, using the figure reproduced below.

Figure 1-1   Preparedness Cycle
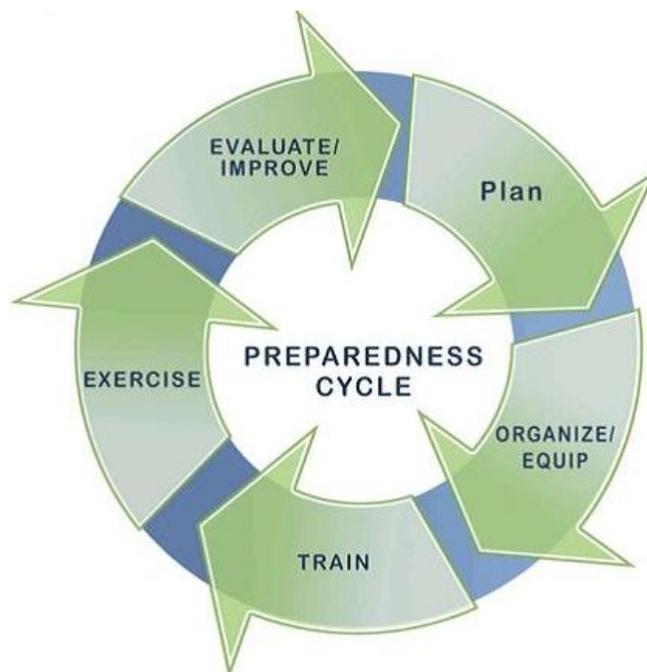
Source: CPG 101, Version 2.0

The steps of the Preparedness Cycle as applied to Oregon are the following:

■ **Plan**. Emergency planning is performed at the local, tribal, and State level and may concern any phase of emergency management. All counties are required to develop an Emergency Operations Plan (EOP) by statute (ORS 401.305). EOPs should be developed in accordance with the guidance of FEMA's *Comprehensive Planning Guide* (CPG) 101. Other strongly recommended plans include city EOPs and Tribal EOPs, as well as county, city, tribal Hazard Mitigation Plans (HMPs), Continuity of Operations Plans (COOP), and Recovery Plans.

■ **Organize.** Because emergency management is primarily a local responsibility, all communities should organize their resources in preparation for emergencies. This involves establishing facilities for emergency coordination, establishing an incident command structure, and following the principles of NIMS (ORS 401.305). In addition, local governments should establish partnerships across jurisdictions and with appropriate private-sector entities in preparation for emergencies. The legal mechanisms for such agreements are defined in statute (ORS 402).

■ **Train.** All emergency management personnel and emergency responders in Oregon should be trained in the application of NIMS and the Incident Command System (ICS). Training should be geared both at the principles of NIMS and ICS and the

development of emergency management core capabilities. This training should be verified and renewed on a regular basis, according to curricula defined by OEM and FEMA.

- **Exercise.** In order to ensure their effectiveness, emergency plans, organization, and training should regularly be tested against operational realities. This is carried out in emergency exercises. Exercises are typically multi-agency, scenario-driven events. Exercises should be carried out to meet the standards of the *Homeland Security Exercise and Evaluation Program* (HSEEP).

- **Evaluate.** The effectiveness of emergency preparedness efforts should be regularly evaluated in the context of legal requirements, guidance and best practices, and actual and potential emergency situations. Evaluation takes place regularly through the Threat and Hazard Identification and Risk Assessment (THIRA) process and Stakeholder Preparedness Review (SPR). In addition, evaluation should be undertaken following any exercise or real-life emergency response and/or recovery situation.

1.3   Vision, Mission, and Guiding Principles

1.3.1   Vision

The *State Preparedness Plan* has been developed in support of OEM's vision of an established, equitable culture of preparedness that empowers Oregonians to thrive in times of crisis.

1.3.2   Mission

It is the mission of the Oregon Office of Emergency Management to lead collaborative state-wide efforts, inclusive of all partners and the communities we serve, to ensure capability to get help in an emergency and to protect, mitigate, prepare for, respond to, and recover from emergencies or disasters regardless of cause.

1.3.3   Guiding Principles

The *State Preparedness Plan* has been developed based on the following principles and goals:

- **Enhancing Core Capabilities**. Planning, organizing, training and exercise are all geared at improving the capacity and expertise required to effectively prevent, protect from, respond to, and recovery from incidents. This plan's guidance seeks to encourage a continuous process of improving core capabilities at the local, tribal and State level.

- **Preparedness for All Hazards.** While it is acknowledged that specific preparedness efforts may address a unique hazard or set of hazards, the *State Preparedness Plan* seeks to promote an all-hazards approach to defining guidance for planning, organization, equipment, and training and exercise development at all levels of government.

■ **Whole-Community Involvement.** Preparation for emergencies requires the involvement of whole communities, including government agencies, public and private entities otherwise providing public services, and for profit and nonprofit organizations from the private sector, as well as individuals and families.

■ **Local and State Responsibilities.** Consistent with ORS 401.032, the responsibility to make preparations for emergencies is placed at the local level, while the State government prepares for emergencies where "the appropriate response is beyond the capability" of local government, or when an emergency involves more than one county. The State does not seek to direct communities in their preparedness activities. Rather, the State's role is to provide guidance, technical assistance, and resources to local entities in support of their preparedness goals.

1.4   Plan Organization

The *State Preparedness Plan* is organized reflecting the steps in the Preparedness Cycle.

■ **Chapter 1: Introduction** provides a brief overview of the authority, concept, purpose and guiding principles underlying the plan.

■ **Chapter 2: Planning and Organization** describes the State's emergency planning approach, and provides emergency planning guidance to local governments. The chapter also describes various mechanisms for organizing emergency resources and equipment at the local level, at the State level, and in the context of public-private partnerships.

■ **Chapter 3: Training and Exercise** provides training and exercise guidelines and recommendations applicable to OEM, other State agencies, and local governments.

■ **Chapter 4: Program Evaluation and Improvement** describes and provides guidelines for efforts to evaluate and improve upon preparedness efforts.

■ **Chapter 5: Personal and Organizational Preparedness** describes and provides guidance for outreach efforts to individuals, families, and private-sector organizations to help them prepare for the occurrence and impacts of disasters.

■ **Chapter 6: Plan Implementation and Maintenance** describes how the plan will be implemented, periodically updated, and sustained through the efforts of OEM and other State agencies as appropriate.

The *State Preparedness Plan* is complemented by a set of supporting plans and documents including:

■ Federal:

● Homeland Security Presidential Directive (HSPD) – 5: Management of Domestic Incidents

● Presidential Policy Directive / PPD-8: National Preparedness

- ⬧ National Preparedness Goal
- ● Comprehensive Preparedness Guide (CPG) 201, Third Edition
  - ⬧ Threat and Hazard Identification and Risk Assessment (THIRA) guidance
- ● National Preparedness Reports
- ● National Preparedness System Frameworks
  - ⬧ National Prevention Framework, Second Edition
  - ⬧ National Protection Framework, Second Edition
  - ⬧ National Mitigation Framework, Second Edition
  - ⬧ National Response Framework, Third Edition
  - ⬧ National Disaster Recovery Framework, Second Edition
- ● Crosswalk of Target Capabilities to Core Capabilities
- ● Federal Interagency Operational Plans
- ● Homeland Security Exercise and Evaluation Program Templates and Exercise Evaluation Guides
- ● Homeland Security Digital Library (HSDL)

■ State:

- ● OEM Strategic Plan 2018-2022
- ● State Preparedness Report
- ● State Master Exercise Program
  - ⬧ Tool Kit
- ● Debris Management Plan
- ● Animals in Disasters Plan
- ● Emergency Alert System Plan

■ Local:

- ● Comprehensive plans
- ● Emergency preparedness, operations, and recovery plans
- ● Multi-jurisdictional Hazard Mitigation plans
- ● Hazard-specific plans

1.5   Situation and Assumptions

1.5.1   Situation

Communities in Oregon are vulnerable to a range of natural, technological, and human-caused hazards. These hazards may lead to incidents with significant local, regional, statewide (or, occasionally, nation-wide) impacts.

■   A community profile that describes the geography, climate, demographics, and economics of the different regions of the State of Oregon is provided in Chapter 2 of the *State of Oregon Emergency Operations Plan*.

■   The specific hazards and vulnerabilities affecting Oregon are described in the *State of Oregon Natural Hazard Mitigation Plan* (NHMP) as well as the State's annual THIRA reports.

1.5.2   Assumptions

The *State Preparedness Plan* proceeds from the following assumptions:

■   Some incidents occur with enough warning that appropriate notification can be issued to ensure the appropriate level of preparation. Other incidents occur with no advanced warning.

■   Individuals and organizations must prepare to utilize and coordinate their own resources for the first several days after an incident. However, the majority of individuals and organizations have not at this time made adequate preparations for the occurrence and likely impacts of a disaster.

■   Local jurisdictions must comply with ORS 401, OAR, and the State CEMP by:

●   Establishing plans/procedures for continuity of government;

●   Establishing an emergency management organization and implementing NIMS compliancy procedures and plans; and

●   Establishing procedures to request State assistance in the event of an emergency and coordinating with the State's response and recovery organizations.

■   OEM and other State agencies with responsibilities designated in the State CEMP will have an emergency management plan/procedures that enables them to:

●   Execute procedures for continuity of operations;

●   Support the State's emergency management mission, including providing response and recovery coordination and support as specified in the CEMP; and

- Develop and implement policies that reduce the effects of an emergency or disaster.

■ The availability of federal grants and assistance for emergency preparedness efforts by local, tribal, and State government entities depends on compliance with national standards for emergency management, including current adopted and approved plans (e.g., NHMP, EOP, etc.) and compliant process (e.g., NIMS).

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2   Planning and Organization

2.1   Emergency Planning

This chapter describes and provides guidance for the development and maintenance of strategic, operational, and tactical emergency management plans at the State and local level. The preparation and maintenance of current plans is essential to maintaining the preparedness of State, tribal, and local governments to address emergencies.

2.1.1   Planning Principles

The guiding concepts for emergency planning in the State of Oregon are consistent with FEMA's *CPG 101, Version 2.0*. The following is a brief summary of key concepts.

2.1.1.1   Hierarchy of Plans

Emergency plans may be strategic, operational, or tactical depending on their content, intended audience, and form.

- ■   **Strategic plans** establish policy and planning priorities driving emergency management.

- ■   **Operational plans** identify roles and responsibilities of all partners in emergency management. These plans pragmatically describe a concept of operations in each phase, taking into account strategic objectives and tactical realities.

- ■   **Tactical plans** identify specific personnel, equipment, and resources that play a role in incident response, as well procedures to follow.

Figure 2-1   Hierarchy of Plans

Source: CPG 101, Version 2.0

2.1.1.2   Planning Process

CPG 101 defines a six-step planning process that should be followed in conceiving, developing, implementing, and maintaining emergency plans. These steps should be followed in the development of all emergency plans in Oregon. The complexity of each step should be scaled to the jurisdiction and/or the specific issue at hand. The steps include:

- **Step 1: Form a collaborative planning team.** Planning should be undertaken by a multidisciplinary team including members from all major stakeholders including, as appropriate, state agencies, non-governmental entities, the private sector, and community members.

- **Step 2: Understand the situation.** Assess and weight the multiple applicable threats, hazards, and risks in a consistent fashion.

- **Step 3: Determine goals and objectives.** Describe the end-state the plan seeks to achieve, and develop quantifiable objectives leading to this achievement.

- **Step 4: Plan development.** Consider multiple courses of action to reach targeted objectives, and select the preferred alternative(s) to serve as the basis for the plan.

- **Step 5: Plan preparation, review, and approval.** Develop a draft of the plan and any annexes based on the preferred alternative(s). This plan should then be reviewed. Once the plan is judged to be adequate, feasible, acceptable, complete, and compliant by the review team, it should be proposed and adopted by the jurisdiction.

- **Step 6: Plan implementation and maintenance.** To ensure that the plan remains practical and useful, the plan must be disseminated and any users of the plan should receive related training. Exercises should be carried out regularly testing the provisions of the plan. The plan should be reviewed and revised both on a regular basis, and as necessary following an incident.

Figure 2-2 illustrates the actions to be taken at each step in the emergency planning process.

Figure 2-2   Emergency Planning Process
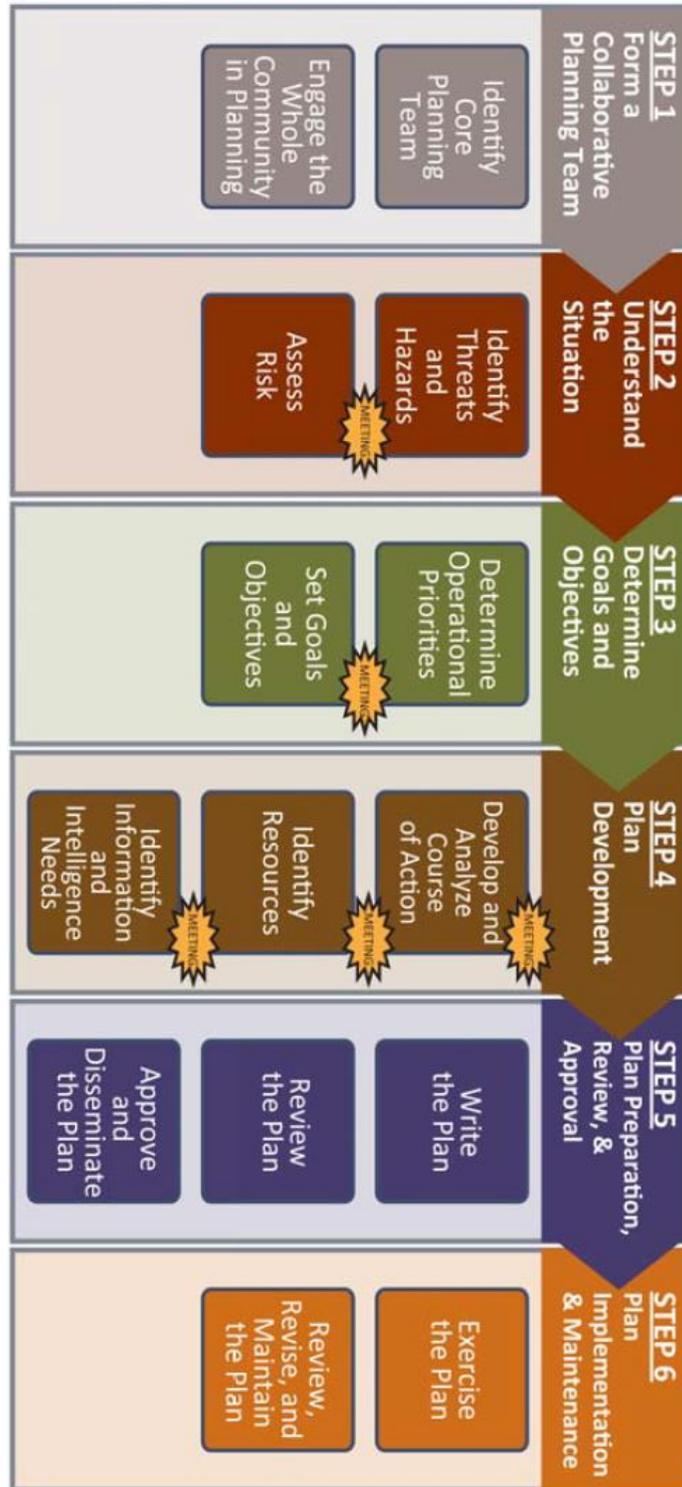
Source: CPG 101, Version 2.0

2.1.1.3   Relationships between Plans

Many types of emergency-related plans are maintained by different jurisdictions at all levels of government. Within a single jurisdiction, multiple emergency plans may be used simultaneously. The following principles are therefore essential in ensuring the effectiveness of each plan:

■ **Horizontal Integration.** At any level of government, emergency plans must be consistent across all departments of a jurisdiction. Concurrently, emergency plans must be as consistent as may be practical to ensure effective coordination with neighboring jurisdictions.

  ● For example, a county's wildfire response procedures should be consistent with the firefighting command structure described in its EOP. At the same time, the county's wildfire response procedures and command structure should be developed to maximize the potential for cooperation with fire response agencies in neighboring counties.

■ **Vertical Integration.** Emergency plans should be integrated both upward and downward across levels of government. In the case of upward integration, a local jurisdiction should clearly identify points of coordination with State authorities where support likely will be required. This need should be communicated with the State, such that State support (and State requests for federal assistance) can be organized accordingly. Conversely, the State may set guidelines and standards in order to facilitate the most efficient delivery of State support, and local jurisdictions should follow such guidelines and standards to the best extent practical.

  ● For example, a large-scale flood affecting multiple communities is very likely to exceed local capabilities and resources, and may require both State and federal support. At-risk communities should identify the types of support likely to be required and communicate that need through their emergency plans prior to an event. In order to facilitate the delivery of such support, communities should adopt State and federal standards with respect to floodplain management and incident management, including undertaking land-use planning consistent with National Flood Insurance Program (NFIP) requirements and responding to incidents according to the NIMS.

■ **Synchronization/Sequencing.** Emergency plans should be prepared to ensure that the multiple different actions required for the prevention, protection, mitigation, response to and recovery from disasters occur in a timely and coordinated fashion. Each decision must be iterative and context-relevant; however, it must also be consistent with an established protocol.

  ● For example, in the aftermath of an earthquake, it will be essential to restore basic infrastructure and services to impacted areas. However, it may not be possible to reconnect a highway until debris removal has taken place. Conversely, it may not be possible to remove debris from a location until a highway leading there is reconnected. While highway repair and debris

removal are discrete functions performed by different crews, the concept of operations in an EOP must allow for the timely deployment of each crew to the critical location at each phase of the response and recovery process.

2.1.2   Strategic Plans

2.1.2.1   State Plans

The primary strategic plan for emergency management is the *Oregon Office of Emergency Management Strategic Plan, 2018-2022*, or *OEM Strategic Plan*. The OEM Strategic Plan establishes the following goals. Each goal is also associated with a set of specific outcomes to be achieved by 2022.

■   Emergency Coordination Center Readiness: Oregon state government has the capacity to organize, and effectively manage and coordinate state operations, in support of local and tribal partners to respond to and recover from emergencies and disasters, regardless of cause.

■   Sound Fiscal Practices: OEM has a documented system of financial operations and a clearly defined budget that follows all state, federal and local regulations, meets program and process requirements, minimizes new audit findings and eliminates repeat audit findings, and allows OEM to effectively use available resources to attain our strategic goals.

■   Build and Maintain Positive Relationships: OEM is a trusted ally that proactively supports our partners and is focused on the successful achievement of shared goals. We cultivate relationships across all levels of government, the private sector and non-profit organizations, and within the communities we serve. OEM considers diverse perspectives, solicits feedback, and seeks to engage non-traditional partners to increase our capacity to serve and achieve our mission.

■   Staff Development: All OEM staff have the resources to be successful in their current position and opportunity to develop skills and gain experience in support of their career goals with OEM. Organizational culture supports the belief that everyone at OEM can be a leader, regardless of formal supervisory authority; leadership skills are developed and supported across OEM. OEM has a diverse workforce with broad levels of experience and expertise, and is reflective of the community we serve. Current and emerging technologies are evaluated and leveraged for integration in support of the success of OEM staff and our mission.

■   Program & Process Management: Programs and processes are documented, defined, associated with outcomes and metrics, regularly assessed and evaluated, and appropriately resourced. All programs are developed or reviewed through an equity lens to address organizational or historical biases and ensure the needs of each community are considered. OEM's priorities are clearly articulated. Smart practices and partner feedback are incorporated into the development of programs and processes. OEM is compliant with each of the 64 EMAP standards.

Multiple state agencies in addition to OEM are involved in the mitigation, response to, and recovery from disasters. Strategic plans produced by other State agencies also have a direct impact on State emergency management activities and support.

2.1.2.2 Local Plans

Many county and city governments in Oregon have developed a strategic plan for their community as a whole, or for specific departments within their organization that address functional areas of emergency response (e.g., fire department, police department). However, local strategic plans specific to their emergency management organization are uncommon.

2.1.2.3 Guidance

The following guidelines and recommendations should be followed with respect to strategic plans informing emergency management in Oregon.

General:

■ OEM shall maintain a strategic plan in place at all times, to be renewed when the time horizon for the prior plan is coming to a close. This plan shall be the state's guiding strategic document for emergency management.

■ OEM shall communicate the OEM Strategic Plan with all State agencies involved in emergency management, and with the emergency management organizations for all 36 counties, nine federally recognized tribes, and all cities with a population over 85,000.

■ Other State agencies involved in emergency management may choose to develop a strategic plan as relevant to their overall vision and mission. State agencies shall communicate relevant details of their strategic plans to OEM whenever their agency objectives interact with or impact emergency management.

■ Any local jurisdiction may choose to develop a strategic plan guiding local emergency management in order to advance specific objectives that need to be achieved in the short-, medium- and long-term. Such plans will allow the participating local jurisdiction to assess and better develop their core mitigation, response and recovery capabilities. However, no local jurisdiction is required to prepare such a plan.

Plan Content:

■ Indicate the vision and mission of the agency or organization preparing the plan.

■ Define a set of general goals, reflecting current and ongoing policy concerns related to emergency management. Ideally, the plan should feature a brief description of the process used to identify these goals.

■ List specific objectives associated with the general goals and their measurable outcomes for evaluation. Each objective should serve at least one of the general goals.

■ Define a time horizon for the plan. Most strategic plans are valid for a period of several years, but less than a decade. Plan objectives should be achievable within the plan's time horizon (or earlier as specified).

Implementation, Maintenance, and Review:

■ The objectives of a strategic plan should be implemented on a continuous basis under the direction of the head of the relevant agency.

■ Strategic plan implementation should be reviewed in full at the end of a plan's time horizon. The result of this review should inform the next strategic plan.

■ Barring exceptional changes in circumstance, strategic plans should not be revised and updated on an ongoing basis. They should be replaced by a new plan at the end of their time horizon.

2.1.3   Operational Plans

2.1.3.1   State Plans

The State of Oregon's primary operational plans are the four volumes of the State CEMP, as described in the preface. Each volume analyzes challenges, defines roles, assigns responsibilities, and develops a concept of operations for each phase of emergency management.

■ Volume I: Natural Hazard Mitigation Plan (NHMP);

■ Volume II: State Preparedness Plan;

■ Volume III: Emergency Operations Plan (EOP); and

■ Volume IV: State Recovery Plan.

Each of these volumes is furthermore supported by hazard-specific, incident-specific or capability-specific plans developed according to identified needs. For example:

■ The Cascadia Playbook and Cascadia Subduction Zone Catastrophic Operations Plan present the operational approach to the State's most severe disaster scenario.

■ The State EOP is supported by eighteen Emergency Support Function (ESF) annexes which define roles and responsibilities for State agencies called upon for all types of emergency response.

■ Specific tactical plans such as the Oregon State Infrastructure Protection Plan (OSIPP), Statewide Incident Response Plan (SIRP), and Strategic National Stockpile (SNS) plans have been developed to enhance and focus state response and capabilities.

■ Similarly, the State Recovery Plan is supported by seven State Recovery Functions (SRFs).

■ Furthermore, OEM and its State, Tribal and local partners collaborate in regional and/or scenario-specific catastrophic operations plans such as the Mount Hood Volcano Plan or the Central Cascades Volcano Coordination Plan.

In addition, per OAR 107-001-010, all State agencies must develop, implement, test, and maintain Business Continuity Plans (BCPs) to ensure that critical state services are maintained in times of emergency or disaster.

2.1.3.2   Local Plans

The types of emergency plans prepared by local governments and special districts vary significantly as a function of each community's size, hazard profile, resources, and emergency management capabilities. However, all counties, and many cities and tribes, have the following plans in place:

■ **Emergency Operations Plan.** Local EOPs are all-hazard operational plans describing how a jurisdiction will organize and respond to events that occur locally and in the surrounding region. EOPs describe how agencies and organizations in the jurisdiction will coordinate resources and activities with other local, Tribal, State, federal, and private-sector partners. Agency-specific EOPs may also be prepared by specific emergency response agencies (e.g., fire districts).

■ **Hazard Mitigation Plan.** HMPs form the foundation for a jurisdiction's long-term strategy to reduce disaster losses and break the cycle of disaster damage, reconstruction, and repeated damage. HMPs create a framework for risk-based decision making to reduce deaths and injuries, property damage, and the economic impact from future disasters.

■ **Public Health Emergency Preparedness Plan.** Local public health departments are responsible for developing plans to address how public health personnel plan for, respond to, and recover from all hazards that may impact public health, including communicable disease, pandemic scenarios, chemical incidents, radiological incidents, and bioterrorism.

However, many other types of local emergency plans exist, including incident-specific preparedness plans, specialized operations such as debris management or sheltering, as well as plans developed in collaboration with local organizations such as nonprofits, community- and faith-based organizations and private-sector businesses.

2.1.3.3   Guidance

The following guidelines and recommendations should be followed with respect to strategic plans informing emergency management in Oregon.

General:

■ All local jurisdictions should maintain an EOP describing their emergency management organization in a fashion consistent with their true capabilities and applicable laws and regulations, such as ORS 401.305.

Plan Content:

■   Every operational plan should include a description of the plan's purpose, scope, authorities, context and implementation and maintenance schedule.

■   To the best extent practicable, operational plans developed by local jurisdictions should use the terms and structure used by State plans and neighboring jurisdictions.

■   Certain types of plans (e.g., EOPs, HMPs) have content mandated by federal or state statute, regulation, or administrative rule. Local jurisdictions wishing to prepare or update such plans should consult with OEM regarding applicable rules and recommendations.

■   Templates for local plans have been developed on a statewide level and are maintained at OEM. Local jurisdictions should consider using these templates to ensure consistency with State regulations and with plans used by neighboring communities.

■   FEMA maintains comprehensive guides for the preparation of many types of plans, such as CPG 101 or the *Local Mitigation Planning Handbook*.

Implementation and Review:

■   A Plan Administrator should be designated for any operational plan. The Plan Administrator performs ongoing maintenance of the plan, making regular (e.g., quarterly or biannual) edits to any operational details as they become obsolete and non-substantial changes to the plan as needed.

■   Operational plans should be reviewed in full and updated on a regular basis every two to four years. Many plans will be considered expired if they have not been reviewed and updated in five years.

2.1.3   Tactical Plans

Tactical emergency plans define specific procedures, checklists, personnel, contact information, and other information critical during incident response. Tactical plans serve primarily for the purposes of defining incident response procedures and protecting critical facilities and infrastructure.

2.1.3.1   State Plans

At the state level, most emergency support consists of coordination and resource support for local first responders. However, State agencies may develop tactical plans to address the following cases:

■   Protection of critical facilities and infrastructure for State government operations.

■   First response to incidents in areas where the State has primary jurisdiction, such as state parks, forests and highways.

■ Specialized emergency response or support services, such as the Emergency Alert System (EAS), support from the State Emergency Coordination Center (ECC), laboratory services, hazardous material and radiological emergency response, medical examiner services, Oregon National Guard support, etc.

2.1.3.2   Local Plans

Most first response agencies are departments of local governments or independent local special districts. Many critical infrastructure facilities are operated at the local level. The bulk of tactical planning is therefore done at the local level, including such types of plans as:

■ Mobilization procedures for first responders in the event of an emergency;

■ Evacuation procedures to ensure that populations leave areas that are threatened by a disaster; and

■ Emergency Action Plans (EAPs) that explain what to do and who to call when an incident impacts or threatens to impact a critical facility such as a power production facility, water or wastewater treatment plant.

2.1.3.3   Guidance

The following guidelines and recommendations should be followed with respect to strategic plans informing emergency management in Oregon.

General:

■ Tactical plans should be maintained by agencies that operate critical infrastructure, agencies that provide direct incident response, and agencies that provide specialized and time-sensitive services in support of incident response.

■ All persons listed as resources in a tactical plan should be aware that their name is listed and should be provided with the most recent version of the plan.

Plan Content:

■ Tactical plans are written for an audience of first responders and/or technical staff that are assumed to have basic knowledge of the facility being protected and response procedures.

● They <u>should</u> include only information directly relevant to ensuring that the proper actions are taken place to protect a facility and/or respond to emergency needs over the course of an incident.

● They <u>should not</u> include any additional information on context, situation, assumptions, or plan maintenance, unless such information is essential in ensuring proper incident response and follow-up.

- Tactical plans should list responsible parties by name and provide direct contact information for those persons. Whenever possible, backup contacts should also be provided.

Implementation and Review:

- Tactical plans should be under constant review by the responsible agency. Any changes in details such as personnel, security authorizations, contact information, procedural details or other essential information should be immediately recorded in the relevant plan. The updated plan should then be re-distributed to all persons referenced in the plan.

2.2   Organizing Support

Preparedness efforts are most effective when coordinated with and between emergency preparedness organizations and stakeholders.

2.2.1   Local Emergency Management Organization

Local jurisdictions are responsible for maintaining their own emergency management programs including development of strategic and preparedness plans, and plans to support the goals identified within them. Local Emergency Management Organizations should develop plans focused on core competencies with input and feedback from the whole community.

2.2.2   Multi-Jurisdictional Partnerships

Multi-jurisdictional preparedness efforts are critical to support individual jurisdictions when capabilities may be overwhelmed, and to enhance capabilities to address regional hazards and threats. Multi-jurisdictional partnerships should be formed to address all steps of the preparedness cycle (plan, organize/equip, train, exercise, and evaluate/improve).

2.2.3   Public-Private Partnerships

Preparedness is enhanced when public sector and private sector representatives are both active members of the same team. Local, multi-jurisdictional, and statewide preparedness efforts should incorporate public-private partnerships that can:

- Enhance situational awareness

- Improve decision making

- Access more resources

- Expand reach and access for communication efforts

- Improve coordination with other efforts by the private sector

- Maintain strong relationships, built on mutual understanding

- Facilitate a more expeditious economic recovery

2.2.4   State and Federal Support

Oregon support for preparedness efforts is provided primarily through OERS Council state agencies. Many OERS Council members can support local, regional, and state efforts for planning, organizing/equipping, training, exercising, and evaluating/improving activities. All are directed to provide cooperative assistance within their resources and authority to other agencies, including but not limited to federal, state, county, city, special districts, and tribal entities in responding to or mitigating hazards that threaten the State of Oregon, pending further directives of the Governor. OEM in particular, supports statewide preparedness through regular messaging; grant administration; and an array of support for preparedness, operations, mitigation, recovery and technology and response. These resources are coordinated to support local and regional needs and through accessing federal resources as needed.

Federal preparedness support is available through agencies including FEMA, DHS, HUD, and CDC. Preparedness resources are available on these agencies' publicly accessible websites for use by the whole community. During times of disaster, additional resources can be requested through requests to OEM.

2.2.5   Resource Typing and Credentialing

Resource typing and credentialing supports interoperability between partners and should be practiced consistently statewide. To support national preparedness, a software resource typing tool, the Incident Resource Inventory System (IRIS) is available from FEMA for use by all agencies, jurisdictions, and communities. Use of a consistent tool to inventory resources is valuable to both local jurisdictions and the state to search/identify their specific resources for incident operations and mutual aid purposes. Through an interface, IRIS can also be linked to third party resource typing and credentialing database programs.

3 Training

OEM is responsible for the coordination of training with State and local emergency services agencies and organizations, including the establishment of training and professional standards for local emergency management personnel (ORS 401.052 and 401.092). In addition, the Oregon Health Authority (OHA) is authorized to establish educational and training requirements applicable to registered emergency health care providers (ORS 401.658).

As such, OEM shall develop training protocols that will:

■ Determine required training for OEM personnel;

■ Establish guidelines for training standards for personnel of other State agencies, in coordination with those agencies; and

■ Establish training requirements for local emergency management organizations.

3.1 Training

Training for emergency personnel in Oregon adopts a broad approach, encompassing training in ICS, NIMS, as well as function- and hazard-specific training. All training programs should enhance the knowledge, skills and abilities of emergency planners, managers, responders, and other professionals and volunteers involved in emergency response and preparedness. Training programs should also promote safe and responsible practices for the protection of life, property and the environment. This section seeks to address the following:

■ Required minimum training for OEM personnel and for all State ECC responders;

■ Recommended minimum training for State agency and local emergency management personnel and volunteers; and

■ Supplementary training useful to all emergency management personnel.

An assessment of training needs will be included in the SPR. OEM will use this needs assessment and the training and exercise plans identify future trainings and guide scheduling.

3.1.1 Required Training: OEM and State ECC

The *Oregon Office of Emergency Management Staff Training Plan* establishes the guidelines and timelines for OEM staff and State ECC responders. Specifically, this plan identifies:

■ Procedures for planning, authorizing, tracking, and recording relevant training, including the tracking role of the State Training Officer (STO);

■ Mandatory and recommended training for OEM staff within defined time periods (e.g., within 6, 12, or 24 months of hire, and annual refreshers); and

■ Mandatory and recommended training for ECC staff, including general requirements and requirements specific to defined ECC positions.

All OEM staff and State ECC responders are required to follow the directives of the OEM Staff Training Plan, which shall be updated on a regular basis. In addition to the OEM Staff Training Plan, OEM will develop a calendar (*Multi-Year Planning, Exercise, Training, and Events Calendar*) of regularly scheduled refresher trainings on OEM policies, procedures, and plans for OEM staff.

3.1.2   Recommended Training

All State agencies and local jurisdictions with emergency management programs should establish minimum training requirements for emergency management personnel and responders in their agency or community. Such requirements should be specified in the following locations:

■ For **State agencies**, training requirements for emergency personnel should be specified in the agency's **COOP**.

■ For **local jurisdictions**, training requirements for emergency management should be specified in the jurisdiction's **EOP**.

■ For private sector/nonprofit/community partners, training requirements for emergency personnel should be specified in the organization's relevant emergency preparedness plan.

OEM has compiled detailed recommendations regarding emergency management training by State and local partners in the document titled *National Incident Management System: Who Takes What?* These recommendations include the following:

■ At minimum, all potential emergency management personnel should take the IS-100 and IS-700 courses, offered by FEMA's Emergency Management Institute (EMI). These courses are basic introductions to ICS and NIMS respectively.

■ Personnel with more specialized roles and responsibilities in emergency management and response operations should take additional FEMA EMI training, dependent on their anticipated duties. A summary of these requirements are provided in the *National Incident Management System: Who Takes What?* document.

In addition, all local, Tribal and private and nonprofit emergency management partners should note the following points relative to training:

■ OEM recommends that all organizations review the stipulations of emergency management grants in determining training requirements.

■ OEM sponsored trainings are regularly available to emergency managers and responders from counties, cities, tribes, and community partner organizations.

■ In order to optimize emergency coordination with OEM, all emergency management organizations in Oregon should track, record, and report staff training on NIMS, ICS, and other emergency management topics to OEM.

3.1.3   Supplementary Training

Supplementary training is available specific to emergency management mission areas, phases, responder positions and duties, as well as training addressing specific hazards and/or incident types. Such trainings can be highly beneficial in improving the capabilities of emergency managers and responders. Appropriate supplementary training options should be determined according to the anticipated roles, responsibilities of the individual and the potential emergencies and hazards that may occur in the individual response area.

A full directory of current emergency management related training courses available to State, local, Tribal, private and nonprofit emergency management partners can be found in the National Preparedness Course Catalog.

3.1.3.1   Certification Programs

Multiple certification programs exist for emergency management and incident response personnel and volunteers. OEM specifically recognizes the following programs:

■ **Oregon Basic Applied Practice Series (BAPS)**. This series is intended to provide training for emergency service providers to enhance and improve field operations during emergencies. Upon completing the seven required and four elective courses from the series curriculum, interested parties can request a certificate of completion from the OEM State Training Officer. Requirements for the BAPS can be found on OEM's State Training Program Page.

■ **FEMA Professional Development Series (PDS)**. This FEMA series is intended for emergency management professionals. It includes a seven-course curriculum. A certificate is available for individuals who complete the courses and a final exam. For current requirements of the series, look at FEMA Professional Development Series on FEMA's Emergency Management Institute website.

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4 Exercises

4.1 General

OEM is responsible for the coordination of emergency exercises with State and local emergency services agencies and organizations. As such, OEM shall develop exercise protocols that will:

- Establish guidelines for exercise participation for personnel of other State agencies, in coordination with those agencies; and

- Establish exercise requirements for local/tribal emergency management organizations.

- Exercise requirements will incorporate federal grant requirements such as Emergency Management Performance Grant (EMPG), Homeland Security Grant Program (HSGP), and any other grant program requirements as needed.

4.1.1 Integration

Exercises should be designed and implemented consistent with the overall preparedness cycle and existing strategic, operational, and tactical plans. Exercise goals, objectives, scenarios, evaluation, and improvement plans also should be consistent with current state, tribal, regional or local planning and training activities for disaster prevention, mitigation, response and recovery.

4.1.2 Exercise Program Policy and Direction

Exercise program policies and direction should be based on assessments of threat and hazards (THIRA) and core capabilities, and the Stakeholder Preparedness Review.

4.2 Exercise Program Standards

State and local exercises in Oregon will all be consistent with FEMA's Homeland Security Exercise and Evaluation Program (HSEEP), local and state preparedness planning, and focus on core capabilities inclusive of the whole community.

4.2.1 HSEEP Standard and the Oregon Master Exercise Program

The Homeland Security Exercise and Evaluation Program (HSEEP) is a capabilities and performance-based exercise program, developed by FEMA, that provides a standardized methodology and terminology for exercise design, development, conduct, evaluation, and improvement planning. It is intended to be flexible and adaptable for all jurisdictions, and applicable for exercises across all National Preparedness Goal mission areas (prevention, protection, mitigation, response, and recovery).

4.2.2 Oregon Master Exercise Program Toolkit

OEM has developed a Master Exercise Program (MEP) Toolkit that is designed to be consistent with HSEEP and tailored to meet the specific needs of Oregon.

The MEP toolkit includes forms and templates designed to assist state, local, and tribal partners in the development, conduct, and reporting of preparedness exercises.

The MEP Toolkit is maintained by the State Exercise Officer and updated on an annual basis.

4.2.3   State Exercise Standards

OEM will conduct exercises as determined in the annual Multi-Year Training and Exercise Plan (MYTEP). Exercises will include state, local, and tribal partners, as well as private and non-governmental organizations, as required by the exercise scenario and objectives.

4.2.3.1   Training and Exercise Planning

OEM holds a Training and Exercise Planning Workshop (TEPW) annually. The purpose of the TEPW is to identify the emergency management training and exercises priorities in Oregon and to develop a MYTEP, which is updated annually.

Participants to the TEPW should include representatives from all State agencies identified as primary or supporting agencies in the State EOP. OEM will also invite representatives from county, city and tribal governments, federal agency partners in emergency management, and other organizations or stakeholders significantly involved in emergency management and response. TEPW is a requirement for all EMPG funded jurisdictions. OEM will also invite State agencies identified as primary or supporting agencies in the State EOP, non-EMPG funded county and tribal governments, federal agency partners in emergency management, and other organizations or stakeholders significantly involved in emergency management and response.

One of the primary objectives of the TEPW is to determine Exercise Program priorities for Oregon. The exercise program priorities should be developed considering the following factors:

- ■ Oregon-specific threats and hazards (e.g., based on THIRA and local risk assessments).

- ■ Areas for improvement identified from real-world events and exercises, as well as areas identified in the *OEM Strategic Plan*.

- ■ External requirements such as State or national preparedness reports, homeland security policy (e.g., the National Preparedness Goal), and industry reports.

- ■ Accreditation standards (e.g., hospital accreditation requirements), regulations, or legislative requirements.

- ■ National Exercise Program (NEP) priorities.

The agreed exercise program priorities are then used to establish exercise objectives to enhance core capabilities (see Figure 4-1).

Figure 4-1 Development of Exercise Program Priorities

4.2.3.2   Multi-Year Training and Exercise Plan

A MYTEP aligns exercise activities and supports training to exercise program priorities. Included in the plan should be a schedule of these exercises and trainings including dates, locations and sponsoring agency or jurisdiction.

Exercises should be progressive, with successive exercises building on previous ones. Training should be identified to support the exercises, prepare participants for management and response duties, and improve the response capabilities.

A multi-year plan employs a building-block approach in which training and exercise activities focus on specific capabilities in a cycle of escalating complexity. See Figure 2-1 for a depiction of the building block approach.

4.2.4   Local and Tribal Exercise Standards

OEM encourages and recommends that local/tribal jurisdictions participate in a minimum of one exercise and conduct one tabletop and one functional or full-scale exercise annually for County staff. Minimum requirements are determined by participation in the Emergency Management Performance Grant and the Homeland Security Grant Program and are set annually by each program, respectively. The State encourages local/tribal emergency management organizations to identify exercise needs that drill local emergency operations and tactical plans. Exercises may be discussion-based or operation in nature and should incorporate the whole community preparedness approach.

4.3   Exercise Types

4.3.1   Discussion-Based Exercises

Discussion-based exercises are used to familiarize players with, or develop new, plans, policies, agreements, and procedures. Discussion-based exercises focus on strategic, policy-oriented

issues. Facilitators and/or presenters usually lead the discussion, keeping participants on track towards meeting exercise objectives.

■ **Seminars** – Provides an overview of key information such as emergency management concepts, authorities, protocols, plans, procedures, and strategies.

■ **Workshops** – Broad attendance by relevant stakeholders, more participant interaction than a seminar and the focus is on achieving or building a product (e.g., standard operating procedures, emergency operations plan, mutual aid agreement).

■ **Tabletop Exercises (TTX)** – Provides a hypothetical, simulated emergency to generate discussion. TTXs are intended to validate existing plans and procedures and enhance awareness. They assist in identifying strengths and areas for improvement.

■ **Games –** a simulation of operations that involve two or more teams, usually in a competitive environment designed to depict an actual or hypothetical situation. Games can be used to validate plans and procedures or evaluate resource requirements.

4.3.2   Operations-Based Exercises

Operations-based exercises are characterized by actual reaction to an exercise scenario, such as initiating communications or mobilizing personnel and resources.

■ **Drills –** A coordinated, supervised activity employed to validate a specific function or capability in a single agency or organization. They can be used to provide training on new equipment, maintain current skills, and validate procedures. Clearly defined procedures and protocols need to be in place for a drill to be successful.

■ **Functional Exercises –** Conducted in a realistic, real-time environment, these exercises are designed to validate and evaluate capabilities and multiple functions. They are focused on exercising plans, policies, and procedures and key staff members. Movement of personnel and equipment is usually simulated. A Master Scenario Events List (MSEL) is used to ensure participant activity remains within predefined boundaries and objectives are accomplished.

■ **Full-Scale Exercises (FSE)** – Conducted in a real-time, stressful environment that is intended to mirror a real incident, FSEs are typically the most complex and resource-intensive type of exercise. They involve multiple agencies, organizations, and jurisdictions. The FSE simulates reality by presenting complex and realistic problems that require critical thinking, rapid problem solving, and effective responses by trained personnel.

4.4   Exercise Design and Organization

4.4.1   Exercise Needs Assessment

In order to clearly focus an organization's exercise design efforts, the following items should be assessed:

- Review the THIRA.

- Review geographic areas or facility locations that are most vulnerable to high priority hazards.

- Determine what plans and procedures (EOP, SOP, contingency plan) will guide the organization's response to an emergency.

- Determine what emergency management functions are most in need of rehearsal (e.g., alert notification, warning, communications, individual/family assistance, transportation, resource management)

- Determine who should participate in the exercise.

- Review program areas and identify which ones are most in need of exercising.

- Review past exercises to identify lessons learned that may affect this exercise.

4.4.2   Exercise Planning Activities

The exercise planning team members decide the type and number of planning activities needed to successfully plan a given exercise, based on its scope and complexity. The following sections describe the types of planning activities most useful in exercise design and development.

See HSEEP documents for more information including expected attendees, expected outcomes from each activity, tools to be used for the activities, and discussion points.

4.4.2.1   Concept and Objectives Meeting

A Concept and Objectives (C&O) Meeting is the formal beginning of the planning process. It is held to identify the scope and objectives of the exercise.

Note: For less complex exercises and for organizations with limited resources, the C&O Meeting can be conducted in conjunction with the Initial Planning Meeting (IPM).

4.4.2.2   Initial Planning Meeting

The Initial Planning Meeting's (IPM) purpose is to determine exercise scope by getting intent and direction from elected and appointed officials, and gathering input from the exercise planning team; and to identify exercise design requirements and conditions (e.g., assumptions and artificialities), exercise objectives, participant extent of play, and scenario variables (e.g., time, location, hazard selection). The IPM is also used to develop exercise documentation by obtaining the planning team's input on exercise location, schedule, duration, and other relevant details.

4.4.2.3   Midterm Planning Meeting

The Midterm Planning Meeting (MPM) is intended to discuss exercise organization and staffing concepts, scenario and timeline development, scheduling, logistics, and administrative requirements. It is also held to review draft documentation.

4.4.2.4   Master Scenario Events List

The MSEL Meeting focuses on developing the MSEL, which is a chronological list that supplements the exercise scenario with event synopses, expected participant responses, objectives and core capability targets to be addressed, and responsible personnel. It includes specific scenario events (or injects) that prompt players to implement the plans, policies, procedures, and protocols that require testing during the exercise, as identified in the capabilities based planning process. It also records the methods that will be used to provide injects (e.g., phone call, radio call, e-mail).

Note: The MSEL meeting can be combined with the MPM.

4.4.2.5   Final Planning Meeting

An FPM should be conducted for all exercises to ensure that all elements of the exercise are ready for conduct. Prior to the FPM, the exercise planning team receives final drafts of all exercise materials. No major changes to the exercise's design, scope, or supporting documentation should take place at or following the FPM. The FPM ensures that all logistical requirements have been met, outstanding issues have been identified and resolved, and exercise products are ready for printing.

4.4.3   Scenario Development

Exercise planners should select and develop scenarios that enable an exercise to assess objectives and core capabilities. All scenarios should be realistic, plausible, and challenging; however, designers must ensure the scenario is not so complicated that it overwhelms players.

A scenario consists of three basic elements:

- The general context or comprehensive story

- The required conditions that will allow players to demonstrate proficiency and competency in conducting critical tasks, demonstrating core capabilities, and meeting objectives

- The technical details necessary to accurately depict scenario conditions and events.

For a more in depth discussion on what goes into scenario development, see HSEEP documentation.

4.4.4   Goal Setting

Setting exercise goals is essential to the accomplishment of exercise objectives designed to result in measurable and actionable outcomes. The exercise goal must be representative of the consensus of participants to ensure ownership of, and investment in the exercise, and to represent current priorities in evaluating specific capabilities.

4.4.5   Participation and Investment

Active participation by appropriate entities and key leaders is paramount to meeting the exercise objectives successfully. The cost of employee's time away from their traditional duties should

not be the only measure used to determine investment. Exercises offer opportunities for participants to connect with their peers, learn more about their own and other organizations, and expand their knowledge.

4.4.6   Exercise Scheduling

To promote success, exercise planning events and play should be scheduled to accommodate all participants appropriate to the scope of the exercise. However, other considerations to consider include weather, daily operations of participating entities (e.g shift changes), schedule of special events, staffing plans to ensure daily operations of participants are not disrupted, availability of facilities and equipment, etc.. Each planning meeting and the duration of exercise play should be established to minimally meet each's objectives, include additional time for unanticipated discussion or activity, but limited to maintain focus of participants only within the established scope of planning and exercise activities.

4.5   Exercise Development and Preparation

4.5.1   Exercise Documentation

Table 4-1 lists the key exercise design and development documents identified by the exercise type and relevant audience and subsequent sections talk about each in more detail.

See HSEEP documentation for a description of key exercise documents.

Table 4-1   Key Exercise Design and Development Documents

Document Title	Exercise Type	Distribution Audience
SitMan	Seminar (Optional), Workshop (Optional), TTX, Game	All Participants
Facilitator Guide	Seminar (Optional), Workshop (Optional), TTX, Game	Facilitators
Multimedia Presentation	Seminar (optional), Workshop (optional), TTX, Game	All Participants
ExPlan	Drill, FE, FSE	Players and Observers
C/E Handbook	Drill, FE, FSE	Controllers and Evaluators
MSEL	Drill, FE, FSE, Complex TTX (optional), Game (optional)	Controllers, Evaluators, and Simulators
Extent of Play Agreements (XPA)	FE, FSE	Exercise Planning Team
EEGs	TTX, Game, Drill, FE, FSE	Evaluators
Participant Feedback Form	All Exercises	All Participants

See the Exercise Toolkit for templates of Exercise Documents.

4.5.2   Exercise Logistics

4.5.2.1   Location Preparation

Below is a synopsis of key items to take into consideration when preparing your location. *See HSEEP for in depth information.*

■ Facility and Room – tables and chairs, acoustics, accessibility of parking and restrooms.

■ Audio/Visual Requirements – equipment and individuals assigned to ensure equipment is properly functioning.

■ Supplies, Food, and Refreshments – supplies such as writing instruments, notepads, easels, copies of plans and protocols, name badges, etc.; food and refreshments such as a working lunch, coffee, water, and snacks.

■ Exercise support staff - includes individuals who are assigned administrative and logistical support tasks during the exercise (e.g., registration, catering).

4.5.2.2   Exercise Control and Coordination

Exercise control maintains exercise scope, pace, and integrity during conduct under safe and secure conditions. Key elements of exercise control include controller staffing, structure, training, communications, and safety and security.

In depth information about planning for exercise control can be found in HSEEP.

4.5.2.3   Participation Orientation

Participants are oriented to their roles for an exercise through briefings. Below is a list of briefings that may be necessary for an exercise:

■ Elected and Appointed Official Briefing – occurs during the design and development of an exercise.

■ Controller/Evaluator briefing – generally conducted before operations-based exercises.

■ Actor Briefing – conducted before an exercise, prior to the actors taking their positions.

■ Player Briefing – shortly before the start of the exercise, a controller conducts a briefing for all players.

■ Observer Briefing – generally conducted the day of an exercise and informs observers and VIPs about the exercise background, scenario, schedule of events, and observer limitations.

For further information on briefings, please see HSEEP.

4.6   Exercise Presentation and Conduct

Exercises should: be led by skilled facilitators or controllers to keep play focused on exercise objectives; include only players trained and equipped for the activities under evaluation; employ evaluators versed in the expected outcomes of play who are trained in, and have access to, evaluation guides; and allow only observers who do not interrupt exercise play.

4.7   Exercise Evaluation and Improvement

4.7.1   Hot Wash

A Hot Wash provides an opportunity for exercise participants to discuss exercise strengths and areas for improvement immediately following the conduct of an exercise. The Hot Wash should be led by an experienced facilitator who can ensure that the discussion remains brief and constructive. The information gathered during a Hot Wash can be used during the AAR/IP process, and exercise suggestions can be used to improve future exercises. Hot Washes also provide opportunities to distribute Participant Feedback Forms, which, when completed by players, can be used to help generate the AAR/IP.

For operations-based exercises, a Hot Wash should be conducted for each functional area by that functional area's controller or evaluator immediately following an exercise. It can also provide an opportunity for players to gain clarification on exercise play at other exercise sites or in other functional areas.

4.7.2   After Action Review

The AAR summarizes key information related to evaluation. The length, format, and development timeframe of the AAR depend on the exercise type and scope. The main focus of the AAR is the analysis of core capabilities. Generally, AARs also include basic exercise information (e.g., exercise name, dates, location, brief scenario description).

The AAR should include an overview of performance related to each exercise objective and associated core capabilities, while highlighting strengths and areas for improvement. Therefore, evaluators should review their evaluation notes and documentation to identify the strengths and areas for improvement relevant to the participating organizations' ability to meet exercise objectives and demonstrate core capabilities.

Elected and appointed officials, or their designees, review and confirm observations identified in the formal AAR, and determine which areas for improvement require further action. Areas for improvement that require action are those that will continue to seriously impede capability performance if left unresolved. As part of the improvement planning process, elected and appointed officials identify corrective actions to bring areas for improvement to resolution and determine the organization with responsibility for those actions.

4.7.3   Improvement Plan

After the evaluation phase concludes, organizations should reach consensus on identified strengths and areas for improvement and develop a set of improvements that directly addresses core capability gaps. This information can be included as an appendix to the AAR. The AAR/IP

is then considered final, and may be distributed to exercise planners, participants, and other preparedness stakeholders as appropriate.

4.8   Exercise Toolkit

The exercise toolkit contains the following templates to assist in the exercise development process.

- Situation Manual

- Exercise Plan

- Controller/Evaluator Handbook

- Exercise Evaluation Guides (Discussion and Operations)

- After Action Report

- Facilitator Handbook

- Core Capabilities Crosswalk

- Participant Feedback Form

5 Program Evaluation and Improvement

5.1   Ongoing Evaluation

Evaluate/improve is a critical step in the Preparedness Cycle (Figure 1-1) during which all other steps (plan, organize/equip, train, and exercise) are analyzed. Ongoing evaluation of statewide preparedness efforts is an essential component of Oregon's overarching emergency management program, should be performed at the local and state level, and should follow a standardized annual process which allows for:

- ■   An assessment of progress toward program goals;

- ■   Lessons learned from planning, training and exercise activities as well as real world emergencies;

- ■   A reassessment of threats and hazards; and

- ■   An assessment of core capabilities.

Ongoing evaluation should be documented in a standard format across local jurisdictions for ease of roll-up for the development of a statewide assessment. The statewide assessment is critical to identify preparedness priorities, progress, gaps, and successes across regions and the state as a whole. The evaluations should then be used to tailor the preparedness program to emerging needs for the most efficient use of resources.

5.2   Preparedness Report

The National Preparedness Report is generated annually as required by Presidential Policy Directive 8: National Preparedness, the National Preparedness Report. The national report summarizes progress in building, sustaining, and delivering the 32 core capabilities described in the National Preparedness Goal, Second Edition. Each year, the report presents an opportunity to assess gains that whole community partners—including all levels of government, private and nonprofit sectors, faith-based organizations, communities, and individuals—have made in preparedness, and to identify where challenges remain. The intent of the National Preparedness Report is to provide the Nation with practical insights on preparedness that can inform decisions about program priorities, resource allocations, and community actions.

FEMA provides state and local governments with preparedness program funding in the form of Non-Disaster Grants through the Homeland Security Grant Program (HSGP) to enhance the capacity of state and local emergency responders to prevent, respond to, and recover from a weapons of mass destruction terrorism incident involving chemical, biological, radiological, nuclear, and explosive devices and cyber-attacks. The HSGP is comprised of three interconnected grant programs that fund a range of preparedness activities, including planning, organization, equipment purchase, training, exercises, and management and administration:

■ State Homeland Security Program (SHSP)

■ Urban Areas Security Initiative (UASI)

■ Operation Stonegarden (OPSG)

The SHSP assists state, tribal and local preparedness activities that address high-priority preparedness gaps across all core capabilities and mission areas where a nexus to terrorism exists. SHSP supports the implementation of risk driven, capabilities-based approaches to address capability targets set in urban area, state, and regional Threat and Hazard Identification and Risk Assessments (THIRAs). Eligibility for federal preparedness funding is dependent on submission of a Threat and Hazard Identification and Risk Assessment (THIRA) and a Stakeholder Preparedness Review (SPR).

5.3   Risk Assessment and Analysis

The State of Oregon regularly performs detailed risk assessments and analyses, in accordance with the National Preparedness System and in line with the National Preparedness Goal. As foundational processes for preparedness, Oregon's Threat and Hazard Identification and Risk Assessment (THIRA) and a Stakeholder Preparedness Review (SPR) begin the implementation of the National Preparedness System (see figure 5-1) by identifying and assessing risk and subsequently estimating capability requirements.

Figure 5-1   Six Components of the National Preparedness System

5.3.1   Threat and Hazard Identification and Risk Assessment (THIRA)

The THIRA is a three-step risk assessment, and together with the Stakeholder Preparedness Review (SPR) sets a strategic foundation for putting the National Preparedness System into action. The THIRA helps communities understand their risks and determine the level of capability they need in order to address those risks.

The outputs of the THIRA/SPR process:

■ lay the foundation for determining a community's capability gaps during the SPR process.

■ provide communities a foundation to prioritize decisions, close gaps in capability, support continuous improvement processes, and drive the other National Preparedness System components.

■ inform all other preparedness activities; helping communities identify challenges, drive priorities, and close gaps in capabilities.

5.3.2   Stakeholder Preparedness Review (SPR)

The SPR is an annual three-step self-assessment of a community's capability levels based on the capability targets identified in the THIRA.

The SPR supports the National Preparedness System by helping to identify current capabilities and capability gaps in preparedness at the community level. States, territories, tribes, urban areas, and the Federal Government use the SPR results to prioritize capabilities to build and sustain, plan for threats and hazards, and validate capabilities.

5.3.3   Capability Assessment

OEM has developed a web-based Capability Assessment Tool to assist local and tribal jurisdictions in self-assessment of capabilities based on the 32 federal core capabilities. The state Capability Assessment includes questions specifically on planning, organization, equipment, training, and exercises that provide jurisdictions the ability to rate capability in each of the core capabilities. The purpose of the Capability Assessment is to:

■ Analyze and improve their local preparedness programs;

■ Support statewide preparedness by informing local and regional needs; and

■ Provide critical capability data for the generation and submission of Stakeholder Preparedness Reviews.

Figure 5-2   Oregon Capability Assessment Tool
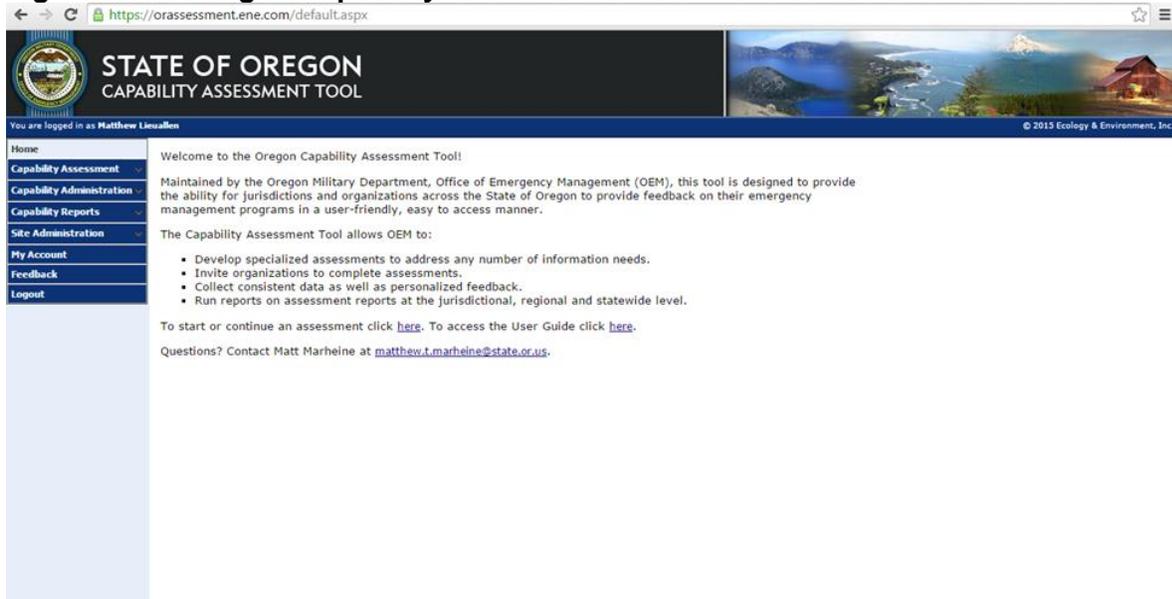
6 Plan Implementation and Maintenance

6.1   Plan Adoption

The *State Preparedness Plan* will be reviewed and revised according to the schedule reflected in the attached Multi-Year Planning, Exercise, Training and Events calendar as appropriate. The Plan will be submitted to the OEM Director for formal review and adoption every five years, or more frequently based on significant lessons learned from exercises or real world disasters.

6.2   Plan Modifications

The Plan Administrator—the OEM Operations & Preparedness Section Manager—will coordinate reviews, revisions, and re-adoption of this plan every five years or when changes occur, to incorporate lessons learned in the course of emergency planning, organization, training, exercises and evaluation. All substantive changes will be reviewed and approved by the OEM Director. Changes to the appendices, and non-substantive changes to the Basic Plan, may be made by the Preparedness Planner with review by the Plan Administrator.

6.3   Coordination with the Whole Community

Emergency preparedness requires the full participation of the entire community, including local, tribal, state, territorial, and federal governmental partners; local recovery organizations; private and nonprofit sectors, such as businesses, faith-based, and social service organizations; and the general public. Whole community participation is best driven from the local level but requires engagement by partners at all levels to be successful. The state will support local emergency management organizations' efforts to engage partners through:

- Sharing the *State Preparedness Plan* and updates.

- Providing advice on how to follow guidance provided by the *State Preparedness Plan*.

- Providing outreach resources and tools.

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A References and Supporting Documents

1 Supporting Documents

The following documents are operational plans that support the *State Preparedness Plan* in defining the programs and actions taken by OEM and State agencies to organize resources, train personnel, exercise disaster scenarios, and evaluate program performance in support of the emergency management mission.

1.1 Organization

■ Oregon Office of Emergency Management Multi-Year Planning, Exercise, Training, and Events Calendar

1.2 Training

■ Oregon Office of Emergency Management Staff Training Plan

2 References

The following documents are referred to in the document and serve as sources for statute, regulation, standards, guidance, and recommendations provided in the *State Preparedness Plan*.

2.1 Federal

■ Department of Homeland Security, Homeland Security Exercise and Evaluation Program (HSEEP), 2013

■ Department of Homeland Security, National Incident Management System, 2017

■ Federal Emergency Management Agency, Developing and Maintaining Emergency Operations Plans, Comprehensive Planning Guide 101, Version 2.0, 2010

■ Federal Emergency Management Agency, Local Mitigation Planning Handbook, 2013

■ Presidential Policy Directive / PPD-8: National Preparedness, 2011

■ The Code of Federal Regulations, Title 44, Part 206

2.2 State of Oregon

■ National Incident Management System (NIMS): Who Takes What?, 2014

■ Oregon Administrative Rule 104-010-0005. Participation of Local Governments in the Emergency Management Performance Grant (EMPG) of the FEMA

■ Oregon Office Of Emergency Management, Strategic Plan, 2018 – 2022, 2018

■ Oregon Revised Statutes, Chapters 401-404

■ State of Oregon Threat and Hazard Identification and Risk Assessment (THIRA)

■ State of Oregon Comprehensive Emergency Management Plan

- Volume I – Mitigation: Natural Hazard Mitigation Plan, 2015

- Volume III – Response: Emergency Operations Plan, 2017

- Volume IV – Recovery: State Recovery Plan, 2018

■ State Preparedness Report