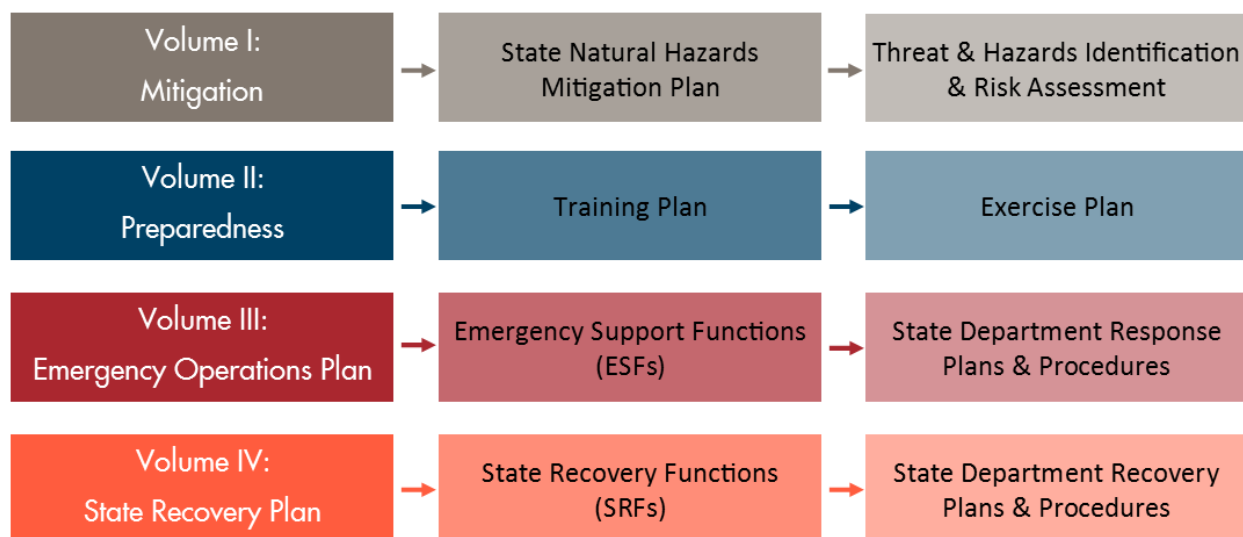


## Comprehensive Emergency Management Plan

The Oregon Office of Emergency Management develops and maintains the State of Oregon [Comprehensive Emergency Management Plan](#). The CEMP is broken into volumes that correspond to the four following core functions of emergency management at the state level: Mitigation; Preparedness; Response; and Recovery.



Note that these four core functions parallel the five core mission areas of FEMA (Prevention, Protection, Mitigation, Response, and Recovery) as reflected in the National Planning Frameworks.

Volume I: Mitigation

The Natural Hazard Mitigation Plan identifies natural hazards and vulnerabilities in Oregon, proposes a strategy to mitigate risk, and address recurring disasters and repetitive losses. The NHMP is coordinated by the Oregon Department of Land Conservation and Development and by the State Interagency Hazard Mitigation Team.

Volume I of the CEMP also contains a Threat and Hazard Identification and Risk Assessment for the state.

This plan provides requirements and guidance for each step of the emergency preparedness cycle, including planning, organization, training, exercise, and evaluation and improvement.

*Training and Exercise Plan:* The TEP aligns exercise activities and supporting training to exercise program priorities. Included in the plan is a schedule of these exercises and trainings, including dates, locations, and sponsoring agencies or jurisdictions.

*National Incident Management System:* Training for emergency personnel in Oregon adopts a broad approach that encompasses training in Incident Command System and NIMS, as well as function- and hazard-specific trainings. See our [Deep Dive on FEMA](#) for more background on NIMS and ICS.

The State Emergency Operations Plan describes the organization used by the state to respond to emergencies and disasters. It is organized by Emergency Support Functions, as defined by [FEMA’s National Response Framework](#), and identifies the lead state department(s) or agency(s) responsible for developing and maintaining policies and procedures to support the EOP for their respective ESFs. Additionally, there are Annexes to the plan focused on particular types of incidents and types of support. OEM is responsible for coordinating and approving all modifications to the State EOP.

**ESFs and State Agency Lead(s):**

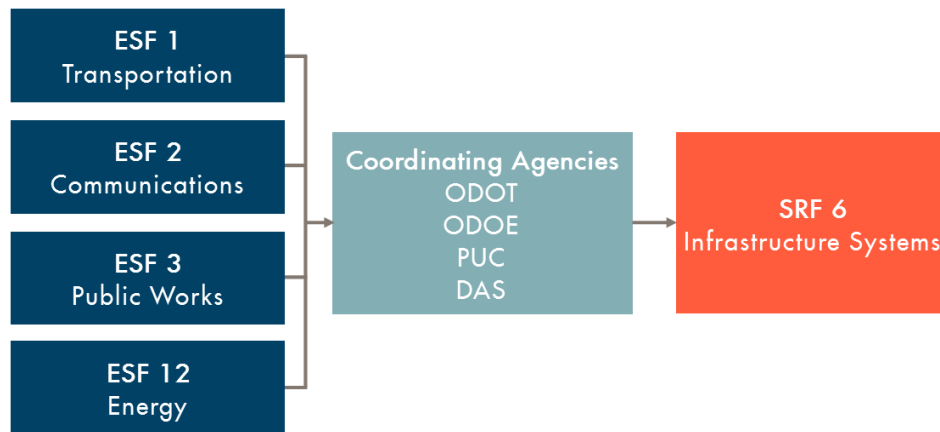
<b>ESF 01</b>	Transportation	ODOT
<b>ESF 02</b>	Communications	DAS, OPUC
<b>ESF 03</b>	Public Works	ODOT
<b>ESF 04</b>	Firefighting	State Fire Marshall, ODF
<b>ESF 05</b>	Information Planning	OEM
<b>ESF 06</b>	Mass Care	DHS
<b>ESF 07</b>	Resource Support	DAS
<b>ESF 08</b>	Health and Medical	OHA
<b>ESF 09</b>	Search and Rescue	OEM
<b>ESF 10</b>	Hazardous Materials	State Fire Marshal, DEQ
<b>ESF 11</b>	Food and Water	DHS
<b>ESF 12</b>	Energy	OPUC, ODOE
<b>ESF 13</b>	Military Support	OMD
<b>ESF 14</b>	Public Information	OEM
<b>ESF 15</b>	Volunteers and Donation	OEM
<b>ESF 16</b>	Law Enforcement	OSP
<b>ESF 17</b>	Agriculture	ODA
<b>ESF 18</b>	Business and Industry	OBDD
<b>Incident Annexes 00-10</b>	Oregon Hazard Identification Risk Assessment <b>[00]</b> ; Drought <b>[01]</b> ; Earthquake <b>[02]</b> ; Flood <b>[03]</b> ; Tsunami <b>[04]</b> ; Wildland Fire <b>[05]</b> ; Volcano <b>[06]</b> ; Severe Weather <b>[07]</b> ; Terrorism <b>[08]</b> ; Nuclear Radiological <b>[09]</b> ; Cyber <b>[10]</b>	
<b>Support Annexes A-I</b>	Critical Infrastructure <b>[A]</b> ; Private Sector Coordination <b>[B]</b> ; Tribal Relations <b>[C]</b> ; Worker Safety <b>[E]</b> ; Evacuation <b>[F]</b> ; Repatriation <b>[G]</b> ; Fatality Management <b>[H]</b> ; Mass Commodities <b>[I]</b>	

The Recovery Plan describes the organization used by the state to assist communities recovering from disasters. The plan delineates the policies, procedures, and organizational structures that the state will use in coordinating state recovery activities in support of local and tribal partners, community-based organizations, and the private sector. The plan has three primary objectives:

- (i) Establish a state recovery organization that provides a framework in which the State will support recovery activities during large-scale or catastrophic incidents.
- (ii) Assign roles and responsibilities to state departments for support of state recovery activities.
- (iii) Identify points of coordination with local, tribal, federal, private sector, community, and faith-based partners to coordinate recovery activities.

It is important to recognize that, in most cases, the responsibility for first response and managing emergency operations rests at the local government level, with county emergency managers playing the central role in coordinating local efforts and interfacing with state and federal authorities. All state agency activities coordinated pursuant to the plan are intended to be supplemental and complementary to local efforts.

The recovery operations outlined in the plan are organized into seven State Recovery Functions (SRFs) that correspond to the ESF categories described above. The following graphic depicts how ESF 12 (Energy) corresponds to SRF 6 (Infrastructure Systems):



The primary goal of SRF 6 (Infrastructure Systems) will be the coordination of state government capabilities to support local and tribal governments and infrastructure owners in the restoration of Oregon’s critical infrastructure and lifeline utilities following a major incident. Primary objectives are:

- Restore and sustain essential services (public and private) to maintain community functionality.
- Develop an Infrastructure Systems Recovery Action Plan with a specified timeline for redeveloping community infrastructure to contribute to resilience, accessibility, and sustainability.
- Provide systems that meet community needs while minimizing service disruption during restoration within the specified timeline of the recovery effort.

## Cascadia Playbook

OEM, in collaboration with the Governor’s Office and other relevant state agencies, also developed the [Cascadia Playbook](#), a cross-cutting emergency management tool specifically designed to support existing emergency management plans and efforts during the first 14 days following a catastrophic incident. The playbook reflects content from the Oregon Cascadia Subduction Zone Plan, the FEMA Region X Cascadia Execution Checklist, and findings from the 2016 Cascadia Rising exercise.

According to OEM, the playbook is intended to serve as a quick reference guide to:

“[E]nsure state agencies are in sync . . . [to provide] decision makers with a practical guide to save lives and property, and allocate and manage resources efficiently and with urgency and speed.”

The playbook has been developed in coordination with local emergency managers, tribal nations, non-governmental partners, and federal agencies to ensure a common understanding of how the state will respond to disasters.

The playbook is organized according to the ESF categories identified above and is designed to reduce confusion during the immediate aftermath of a catastrophic event by doing the following:

- Clearly defines roles and responsibilities.
- Identifies decision-making structures and authorities to initiate response and ensure smooth operations and unified effort while prioritizing missions and allocating resources.
- Focuses on action items to create a punch list of missions for each “play” contained within the playbook.
- Support existing plans developed by local, tribal, state, and federal agencies.
- Presents action-oriented mission tasks in a streamlined, easy-to-navigate flip-chart style document.

The Playbook includes nine plays that are intended to guide initial response efforts from the first minutes following a CSZ earthquake to two weeks after the event:<sup>1</sup>

<ul style="list-style-type: none"> <li>Initial notification</li> <li>Activate OERS</li> </ul>	<ul style="list-style-type: none"> <li>Succession authorities</li> <li>Emergency declarations</li> <li>Life safety missions</li> <li>Search and rescue</li> <li>Medical care</li> </ul>	<ul style="list-style-type: none"> <li>Emergency communications</li> <li>JIC operations</li> </ul>	<ul style="list-style-type: none"> <li>Establish contact with affected areas and EOCs</li> <li>Situational awareness</li> <li>Establish shelters</li> <li>Support access and functional needs population</li> <li>Mass feeding</li> <li>Animal care</li> </ul>	<ul style="list-style-type: none"> <li>Assess lifeline routes</li> <li>Establish state staging areas</li> <li>Locate/ receive supplies</li> <li>Points of distribution</li> <li>Emergency contracting</li> </ul>	<ul style="list-style-type: none"> <li>Assess impact damage</li> <li>Identify critical service outages</li> <li>Prioritize emergency repairs</li> <li>Restore access to lifeline routes</li> <li>Fatality management operations</li> </ul>	<ul style="list-style-type: none"> <li>Mobilize heavy equipment and personnel</li> <li>Prioritize repair of critical infrastructure systems</li> </ul>	<ul style="list-style-type: none"> <li>Receive federal resources</li> <li>Volunteer and donated goods management</li> <li>Track federal assets and activation levels</li> </ul>	<ul style="list-style-type: none"> <li>Identify regional and statewide priorities for restoration of community services, human services and critical infrastructure</li> </ul>
<b>PLAY 1</b>	<b>PLAY 2</b>	<b>PLAY 3</b>	<b>PLAY 4</b>	<b>PLAY 5</b>	<b>PLAY 6</b>	<b>PLAY 7</b>	<b>PLAY 8</b>	<b>PLAY 9</b>
Event +60 Minutes	Event +6 Hours	Event +12 Hours	Event +24 Hours	Event +48 Hours	Event +4 Days	Event +7 Days	Event +10 Days	Event +2 Weeks

The playbook then outlines specific actions for each ESF corresponding to each of the plays summarized in the graphic above. The actions identified for ESF 12 (Energy) for each play are included below:

- PLAY 1** (Event +60 minutes):
- Initiate agency business continuity plan, assess staffing and capabilities of organization
- PLAY 2** (Event +6 hours):
- Establish and maintain communication with energy supplies (natural gas, petroleum, and electricity)
- PLAY 3** (Event +12 hours):
- Collect and provide information on percent of state population with and without electric and gas services
  - Coordinate and assess impact to energy infrastructure and supplies, estimating repair timelines, population impacted
  - Determine fuel availability and backup capabilities at system level
  - Support mass care operations' power generation status and needs
  - Coordinate with all ESFs to assess backup power generation, fuel needs and capabilities

**PLAY 4****(Event +24 hours):**

- Coordinate the allocation of fuel to support mass care operations
- Identify power generation status/needs of mass care operations
- Assess and provide power generation equipment and fuel to mass care operations

**PLAY 5****(Event +48 hours):**

- Support debris removal activities to support lifesaving operation
- Determine fuel availability and backup capabilities at system levels
- Coordinate the allocation of fuel to support mass care operations
- Coordinate transportation and distribution of propane and liquefied natural gas (LNG)
- Identify equipment and personnel needs and support capabilities
- Monitor and continue to assess energy supplies and infrastructure following aftershocks
- Track power outages and restoration activities and report information to ESF 5 (Information and Planning)
- Participate in the Temporary Power Task Force to prioritize generator installations for facilities that need emergency power

**PLAY 6****(Event +4 days):**

- Monitor and continue to assess energy supplies and infrastructure following aftershocks
- Provide analysis of the extent and duration of energy suppliers' outages and prioritize essential service needs
- Track power outages and restoration activities and report information to ESF 5 (Information and Planning)
- Prioritize systems and infrastructure and identify requirements for repair and restoration
- Coordinate with energy suppliers to distribute information updates
- Track and analyze power and fuel issues and determine priority solutions
- Identify needs, resource shortfalls and develop contingency plans
- Coordinate with energy suppliers and resources outside the impacted areas to support both tactical and permanent repairs
- Analyze the extent and duration of fuel shortage and prioritize needs

**PLAY 7****(Event +7 days):**

- Coordinate the assessment, repair, and reestablishment of energy systems needed to support critical facilities and essential services
- Engage in energy infrastructure and system restoration
- Participate in the Temporary Power Task Force to prioritize generator installations for facilities that need emergency power

- Monitor and support response to radioactive material releases (Hanford, Columbia Generating Station/Trojan Fuel Storage)
- Coordinate the identification and mobilization of heavy equipment and personnel needed for energy supplier repairs
- Establish new temporary sites for fuel distribution to support emergency repairs to critical infrastructure

## PLAY 8

### (Event +10 days):

- Support, coordinate and monitor the mobilization and demobilization of mutual aid responders
- Report outcomes from federal damage assessments and the effect on regional and national energy systems
- Work with energy suppliers to determine and provide ongoing updates to the status of their facilities, equipment, and systems; immediate needs; and capabilities to assess damage
- Support debris removal activities for initial lifesaving operations—this includes electric utility operations support addressing downed lines, and fuel to support emergency equipment and vehicles (NOTE: Fuel for these initial missions will be from FEMA fuel purchasing contracts via Defense Logistics Agency to the Oregon Military Department)
- Work with electric and natural gas utilities to determine ability for immediate service restoration
- Work with electric and natural gas utilities to provide ongoing updates on estimated population impacted

## PLAY 9

### (Event +2 weeks):

- Implement and manage statewide fuel allocation program, establish fuel points of distribution (FPODs), and initiate fuel delivery
- Monitor and coordinate power, natural gas, and fuel restoration for recovery efforts
- Determine initial in-state fuel availability for pre-designated priority fuel users
- Coordinate the allocation of fuel to support mass care operations
- Work with energy suppliers to determine their ability to implement priorities for repairs and restoration as established by the Governor’s Disaster Cabinet
- Work with US Department of Energy to identify cascading impacts of regional damages

OEM published an updated version of the Cascadia Playbook in 2018. It is [available online](#).

## References

---

<sup>1</sup> Oregon Office of Emergency Management, Cascadia Playbook. Version 3.0. Page 3.  
[https://www.oregon.gov/oem/Documents/Cascadia\\_Playbook\\_V3.PDF](https://www.oregon.gov/oem/Documents/Cascadia_Playbook_V3.PDF)



This Deep Dive is part of the *Oregon Guidebook for Local Energy Resilience: For Small and Medium Utilities*, first published in June 2019.

[www.oregon.gov/energy](http://www.oregon.gov/energy) | [askenergy@oregon.gov](mailto:askenergy@oregon.gov) | 503-378-4040