

STATE OF OREGON

# EMERGENCY MANAGEMENT PLAN



VOLUME II:  
PREPAREDNESS PLAN

August 2026

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## OEM Mission Vision Values

The Oregon Department of Emergency Management (OEM), established under ORS 401.052 is responsible for:

- Coordinating and facilitating private sector and governmental efforts to prevent, prepare for, respond to and recover from emergencies.
- Coordinating exercises and training, planning, preparedness, response, mitigation and recovery activities with state and local emergency services agencies and organizations.

### OEM Mission

Lead collaborative, statewide efforts to support Oregon's communities before, during and after emergencies.

### OEM Vision

A ready and resilient Oregon.

### OEM Values

OEM's values represent the principles that guide how we work with each other, our partners and the communities we serve:

**Service** - Committed to excellence in stewarding public resources and serving partners with professionalism, timely and dependable support.

**Collaboration** - Actively connect people, ideas and resources across agencies, jurisdictions, sectors and communities, with inclusive engagement that strengthens partnerships and delivers equitable results.

**Communication** - Strive for clear, accessible and timely communication, sharing information openly, reliably and consistently to support Oregonians before, during and after disasters and emergencies.

**Integrity** - Act with transparency and accountability in all we do, recognizing that trust is earned through our actions and is essential to advancing whole-community resilience.

**Leadership** - Foster shared purpose and coordinated action, cultivate growth and continuous learning, and advocate for innovative solutions that strengthen our teams, partnerships and Oregon's communities.

## Authority and Adoption Letter

### Legal Authority

The *Preparedness Plan* is developed under the authority of Oregon Revised Statutes (ORS) Chapter 401, which assigns responsibility for the emergency services system within the State of Oregon to the governor (ORS 401.035). The governor has delegated the responsibility for coordination of the state's emergency program, including coordination of preparedness planning activities to the Oregon Department of Emergency Management (ORS 401.052).

### Letter of Transmittal

Volume II of the State of Oregon Comprehensive Emergency Management Plan (CEMP), referred to as the Preparedness Plan, describes how the State of Oregon coordinates, supports, and manages preparedness activities in partnership with local jurisdiction and Tribal Nations.

This plan assists the state in implementing ORS Chapter 401 and is consistent with the *National Preparedness Framework* published by the Federal Emergency Management Agency.

I have reviewed the *Preparedness Plan* and am pleased to submit it to Governor Tina Kotek for formal adoption.

\_\_\_\_\_  
Erin McMahon, Director  
Oregon Department of Emergency Management

\_\_\_\_\_  
DATE

## Executive Signatory Page

I am pleased to officially promulgate the *Preparedness Plan*, which is Volume II of the State of Oregon *Comprehensive Emergency Management Plan*.

This plan is published by the Oregon Department of Emergency Management. Great efforts were made by the coordinating and participating agencies to assist the Oregon Department of Emergency Management to develop this preparedness plan.

Periodic changes to this plan will be made as additional details and procedures are added, as well as lessons learned from exercises and disaster events.

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Tina Kotek

Governor

State of Oregon

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DATE

## 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 members of the state organization.

| Date           | Change No. | Department | Summary of Change                                                                                                                           |
|----------------|------------|------------|---------------------------------------------------------------------------------------------------------------------------------------------|
| September 2015 | 001        | OEM        | Original Release                                                                                                                            |
| June 2018      | 002        | OEM        | Document updates and revision                                                                                                               |
| November 2018  | 003        | OEM        | Updated strategic plan information (mission, vision, values)                                                                                |
| August 2026    | 004        | OEM        | Major revision of the Preparedness Plan, including updates to the preparedness framework, priorities, programs, and statewide coordination. |
|                |            |            |                                                                                                                                             |
|                |            |            |                                                                                                                                             |
|                |            |            |                                                                                                                                             |

## State of Oregon Comprehensive Emergency Management Plan Overview

The Oregon Department of Emergency Management (OEM) is responsible for preparing and updating a statewide comprehensive emergency management plan (CEMP) (ORS 401.052(3)). This comprehensive plan 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.

**OEM Strategic Plan.** The OEM Strategic Plan defines the vision, mission, and core values of OEM. The Strategic Plan defines goals and objectives based on identified strategic issues. The Strategic Plan emphasizes the primary importance of protecting lives, property and the environment; providing excellent customer service; providing resources to accomplish the goals; and engaging partners in a collaborative approach.

**Operational Plans.** The State of Oregon CEMP is divided into four volumes. Each volume addresses a specific phase of emergency management.

**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.

**Volume II – Preparedness Plan.** This plan documents statewide preparedness priorities, outlines planning, training, and exercise programs and requirements, and defines expectations for capability assessments and continuous improvement. It provides a coordinated and risk-informed framework for preparedness activities across state agencies, local jurisdictions, Tribal Nations, and additional partners.

**Volume III – State of Oregon Emergency Operations Plan (State EOP).** The State EOP describes the framework used by the state to respond to emergencies and disasters. It describes common incident management and response functions applicable in an all-hazards response.

**Volume IV – Oregon Disaster Recovery Plan.** The Recovery Plan describes the framework used by the state to assist communities recovering from disasters. It is primarily targeted at large catastrophic disasters but can be applied in any recovery situation.

**Support Plans.** OEM and partner agencies have developed operational and scenario-based documents to address specific procedures in preparing for, responding to and recovering from disasters. Examples include annexes to the State EOP and the Oregon Disaster Recovery Plan.



# 1. Introduction

## 1.1 Purpose

The Preparedness Plan is intended to:

- Modernize and align Preparedness Frameworks
- Establish Statewide Preparedness Priorities
- Incorporate Prevention and Protection Mission Areas
- Incorporate updated program information for Planning, Training, Exercise, Resources and Assessments
- Advance Whole Community Resilience by Prioritizing Disability and Access and Functional Needs Integration

The Preparedness Plan is designed to complement federal, state, Tribal, and local plans and frameworks. The Oregon Comprehensive Emergency Management Plan (CEMP) is organized into four volumes, each addressing a core mission area and aligning with other state-level plans and strategies.

As Volume II of the CEMP, the Preparedness Plan establishes the framework for how Oregon coordinates and supports preparedness activities across the state. It aligns with and references related plans and programs, including, but not limited to, the Oregon Homeland Security Strategy, State Cybersecurity Plan, and State Integrated Preparedness Plan (IPP).

This plan outlines the statewide approach to preparedness, including planning, training, exercises, and assessments, and defines how these elements work together to build and sustain capabilities. Supporting materials, program guidance, and partner-specific plans are incorporated throughout or referenced within applicable sections of the plan.

## 1.2 Scope

This Preparedness Plan provides statewide preparedness framework for state agencies and guidance for local jurisdictions, Tribal Nations, and whole community partners involved in emergency management, consistent with their respective authorities and responsibilities. The plan supports preparedness across the Prevention, Protection, Mitigation, Response, and Recovery mission areas and promotes coordination, consistency, and collaboration among partners.

This plan does not replace agency-specific, local, or Tribal plans. Instead, it provides a framework to align preparedness efforts with statewide priorities, national doctrine, and Oregon's preparedness system.

Unless otherwise required by applicable law, administrative rule, executive order, grant requirement, or other governing authority, the frameworks, principles, and practices described in this plan are intended to provide strategic direction and preparedness guidance and do not independently establish regulatory requirements.

## 1.3 Relationship to Other Plans and Strategies

This plan aligns with other state and federal plans and frameworks and supports coordination and consistency across efforts and activities statewide. This plan is consistent with the National Preparedness Goal, National Risk and Capability Assessment, National Preparedness System, National Planning Frameworks, and the National Incident Management System (NIMS).

### *How to Use This Plan*

This plan provides a shared framework for preparedness across Oregon. Users should reference the sections most applicable to their role and incorporate the guidance into existing programs, plans, and preparedness activities. State agencies should use this plan to align programs, investments, and capability development efforts with statewide priorities. Local jurisdictions and Tribal Nations can use it to inform planning, training, exercises, and assessments. Community partners can use it to identify opportunities for coordination and engagement in preparedness activities.

## 2. Oregon Preparedness Framework

### 2.1 Alignment with National and State Frameworks

In 2011, Presidential Policy Directive 8: National Preparedness (PPD-8) was issued with an aim to strengthening the security and resilience of the United States through systematic preparation for the threats that pose the greatest risk to the security of the Nation, including acts of terrorism, cyber-attacks, pandemics, and catastrophic natural disasters. PPD-8 directed the development of a [National Preparedness Goal](#), [National Preparedness System](#), and a National Preparedness Report.

The National Preparedness System (see figure 1 National Preparedness System) provides an approach and includes six processes for achieving the National Preparedness Goal. The State of Oregon has adopted the National Preparedness System construct, including the National Core Capabilities and mission areas, as Oregon's Preparedness System to ensure preparedness

efforts align with national doctrine and state strategies and support a coordinated and consistent approach to emergency management statewide.



**Figure 1 National Preparedness System**

***Core Capabilities***

There are 32 Core Capabilities that are essential for the whole community to achieve the National Preparedness Goal. The Core Capabilities are distinct and critical elements that are highly interdependent. They rely on whole community partnerships, the effective use of science and technology, and the administrative, financial, and logistics systems needed to support the development of these capabilities. As shown in figure 2, Core Capabilities are essential for the execution of each of the five mission areas: Prevention, Protection, Mitigation, Response, and Recovery. The Core Capabilities are not exclusive to any single government or organization but rather require the combined efforts of the whole community.



**Figure 2 Core Capabilities**

At the state level, this plan aligns with and integrates key state strategies and programs:

- **Oregon Homeland Security Strategy (HSS):** Informs preparedness priorities related to terrorism, targeted violence, and other intentional threats.
- **State Cybersecurity Plan:** Guides integration of cybersecurity risk, prevention, protection, and response into preparedness activities.
- **State Integrated Preparedness Plan (IPP):** Coordinates planning, training, and exercises to address capability gaps and support statewide priorities.

This alignment ensures preparedness efforts are coordinated, capability-based, and focused on statewide priorities.

## 2.2 Oregon State Preparedness Goal and Model

Like the National Preparedness Goal, Oregon's State Preparedness Goal is: A secure and resilient Oregon with the capabilities required across the Prevention, Protection, Mitigation,

Response, and Recovery mission areas to prevent, protect against, mitigate the effects of, respond to, and recover from all hazards in order to sustain and strengthen the safety, security, and resilience of Oregon’s communities, infrastructure, economy, and environment.

## ***Roles and Responsibilities***

Preparedness in Oregon is a shared responsibility across all levels of government and the whole community:

**State Agencies:** Lead statewide coordination, set priorities, provide guidance, and support capability development.

**Tribal Nations:** Maintain sovereign authority and lead preparedness efforts within their jurisdictions, with support available from the state.

**Local Jurisdictions:** Implement preparedness activities, including planning, training, and exercises, based on local needs and risks.

**Non-Governmental Organizations (NGOs):** Support preparedness through community services, outreach, and response capabilities.

**Private Sector:** Contribute to preparedness through business continuity, resource support, and infrastructure resilience.

**Communities and Individuals:** Contributes to preparedness by implementing preparedness activities, including developing individual and community preparedness plans, and staying informed about local threats and hazards that communities face, and getting involved as a volunteer (i.e., Community Emergency Response Teams (CERT)).

## ***Preparedness Construct***

Oregon uses a continuous preparedness cycle to build, sustain, and improve capabilities across all mission areas. The cycle begins with identifying and assessing threats, hazards, and risks and establishing statewide preparedness priorities. Preparedness funding supports the implementation of these priorities through coordinated planning, organizing and equipping, training, exercising, and evaluating and improving activities.

These interconnected elements form Oregon’s preparedness construct and support continuous capability development. Lessons learned from exercises, assessments, and real-world incidents are used to evaluate performance, identify gaps, and inform future preparedness priorities, creating a cycle of continuous improvement that strengthens preparedness statewide.





Figure 3 Oregon Preparedness Construct

### ***State Integrated Preparedness Planning Process***

Oregon conducts a statewide Integrated Preparedness Planning (IPP) process to coordinate and align preparedness activities across state agencies, local jurisdictions, Tribal Nations, and whole community partners. The IPP process helps identify statewide preparedness priorities, capability gaps, and resource needs by incorporating strategic guidance, threat and hazard information, and lessons learned from exercises and real-world incidents.

The statewide IPP process supports collaboration and coordination across jurisdictions and organizations by aligning planning, organization, equipment, training, and exercise (POETE) activities with statewide priorities and capability needs. This process improves awareness of preparedness efforts across Oregon, supports continuous improvement, and helps build and sustain capabilities needed to prevent, protect against, mitigate, respond to, and recover from all hazards.

| POETE Areas                                                                                           |                                                                                                                                                                                        |
|-------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|  <b>Planning</b>     | Development of policies, plans, procedures, mutual aid agreements, strategies and other publications; also involves the collection and analysis of intelligence and information.       |
|  <b>Organization</b> | Individual teams, an overall organizational structure, and leadership at each level in the structure.                                                                                  |
|  <b>Equipment</b>    | Equipment, supplies, and systems that comply with relevant standards.                                                                                                                  |
|  <b>Training</b>     | Content and methods of delivery that comply with relevant training standards.                                                                                                          |
|  <b>Exercises</b>    | Exercises and actual incidents that provide an opportunity to demonstrate, evaluate, and improve the ability of core capabilities to perform assigned missions and tasks to standards. |

**Figure 4 POETE Areas**

## 2.3 Community Lifelines Integration

Community Lifelines are services that enable the continuous operation of critical government and business functions and are essential to human health and safety or economic security. As seen in Figure 4 Community Lifelines are organized into eight fundamental areas. During steady-state operations, lifeline services are provided by public, private, and nonprofit entities that are within a community. They include a range of critical day-to-day services that communities rely on to protect life and property.



**Figure 4: Community Lifelines**

The State of Oregon adopted the Community Lifeline Construct because it provides a structure for systematically identifying incident- or hazard-specific capability requirements for each mission area. Utilizing this approach, capabilities shortfalls and the corresponding impacts to each Community Lifeline are identified to inform capability development requirements. This information is critical because it provides justification for investing in the development of Core Capabilities. Achieving Oregon's Preparedness goal means that there are sufficient capabilities

of the Whole of Community that regardless of the threat, Community Lifelines will return to being stable with minimal impact to life, property, and communities.

## 2.4 Continuous Improvement Framework

Oregon's preparedness system uses continuous improvement to identify strengths, address gaps, and apply lessons learned across planning, training, exercises, assessments, and real-world incidents. Continuous improvement supports a repeatable process for collecting information, analyzing findings, identifying recommendations, tracking corrective actions, and applying updates to plans, programs, and preparedness priorities.

Lessons learned are gathered from after-action reviews, hotwashes, exercises, incident monitoring, partner feedback, capability assessments, and other preparedness data sources. These inputs help identify recurring themes, successful practices, operational challenges, and areas where additional planning, training, coordination, resources, or guidance may be needed.

Performance measures and dashboards support continuous improvement by helping agencies and partners monitor progress over time. These tools provide visibility into capability development, corrective action status, priority areas, overdue items, completion trends, and areas where additional support may be needed. Action tracking and scoring tools assists agencies and partners to prioritize recommended actions and support accountability

Feedback loops connect lessons learned back into preparedness activities. Findings and recommendations from evaluations, assessments, partner input, and real-world events may inform plan revisions, training needs, exercise design, assessment updates, investment decisions, and statewide preparedness priorities. This process helps Oregon move from identifying lessons learned to applying improvements across the emergency management system.

## 2.5 Planning Guidelines and Plan Management

Planning is a foundational element of preparedness and supports the development, coordination, and continuous improvement of emergency management capabilities across Oregon. Effective planning helps organizations identify risks, establish roles and responsibilities, coordinate resources, and develop strategies to support all mission areas of emergency management. The planning principles and recommended practices in this section are intended as guidance and do not create requirements beyond those established by applicable federal, state, Tribal, or local laws, rules, policies, or program requirements.

Organizations should maintain plans appropriate to their roles, responsibilities, threats, hazards, and risks. At a minimum, state agencies, local jurisdictions, and Tribal Nations should consider maintaining the following plans and programs:

- Comprehensive Emergency Management Plan (CEMP) addressing all mission areas



- Continuity of Operations and Continuity of Government Plans (COOP and COG)
  - Information Technology Disaster Recovery Plan (ITDRP)
- Integrated Preparedness Plan (IPP)
- Emergency management plans that align with National Incident Management System (NIMS) doctrine and support standardized incident management

Preparedness planning should be guided by the following principles:

- **Whole Community:** Engage across government, nonprofit, private sector, and community organizations.
- **Use a Planning Process:** Follow a structured planning process, such as FEMA's Comprehensive Preparedness Guide (CPG) 101 Operational Planning Process or the OEM Planning Guidelines (In Development), to identify risks, establish objectives, develop courses of action, and maintain plans.
- **Plain Language:** Develop plans that are clear, concise, and accessible to intended users.
- **Flexible and Scalable:** Design plans that can adapt to incidents of varying size, complexity, and duration.
- **Vertical and Horizontal Integration:** Align plans across all levels of government and coordinate with partner organizations.
- **Continuous Improvement:** Update plans based on assessments, exercises, real-world incidents, and lessons learned.

## ***Planning Process***

OEM recommends using a structured, collaborative planning process to develop and maintain emergency management plans. Planning should be scalable, involve whole community partners, and incorporate continuous improvement throughout the process.

### **Step 1: Initiate a Planning Project**

Define the purpose, scope, objectives, planning team, schedule, roles, resources, and expected outcomes for the planning effort.

### **Step 2: Form a Collaborative Planning Team**

Engage stakeholders with the authorities, expertise, and perspectives needed to develop, review, and implement the plan.

### **Step 3: Understand the Situation**

Assess threats, hazards, risks, capabilities, legal authorities, existing plans, and community characteristics to establish a common operating picture and planning assumptions.

Step 4: Validate Goals and Objectives

Confirm that planning goals and objectives address identified risks, organizational priorities, and stakeholder needs before developing the plan.

Step 5: Develop the Plan

Collaboratively develop strategies, roles, responsibilities, operational concepts, and resource requirements to achieve the plan's objectives.

Step 6: Prepare and Review the Plan

Draft the plan using plain language and clear, actionable guidance. Review the draft with stakeholders and incorporate feedback to improve accuracy and usability.

Step 7: Implement and Maintain the Plan

Implement the plan through training and exercises, and review and update it regularly based on lessons learned, capability assessments, changes in risk, and organizational or legal changes.

Additional guidance, planning standards, templates, and best practices are provided in the OEM Planning Guide (In development), which supports the development, maintenance, and continuous improvement of emergency management plans across Oregon.

To ensure plans remain current and effective, organizations should establish a policy that defines responsibilities for plan review, maintenance, and updates. Plans should be reviewed on a regular schedule and revised as needed to reflect changes in organizational structure, legal authorities, threats and hazards, capabilities, or operational requirements. Continuous maintenance helps ensure plans remain actionable and aligned with preparedness priorities.

OEM has resources to support state agencies, local jurisdictions, and Tribal Nations with planning standards and best practices for developing and maintaining emergency management plans.

## **3. Statewide Preparedness Priorities**

### **3.1 Priority Development Process**

Oregon's preparedness priorities provide a strategic framework for building, sustaining, and improving capabilities across the state. These priorities help guide preparedness investments, planning, training, exercises, assessments, and other capability development activities to address the threats, hazards, and risks facing Oregon.

Preparedness priorities were developed through the [Emergency Preparedness Advisory Council \(EPAC\)](#), a collaborative body representing state agencies, local jurisdictions, Tribal Nations, and other preparedness partners. EPAC reviewed capability assessment data, strategic guidance,

threat and hazard information, lessons learned from exercises and incidents, and partner input to identify statewide preparedness priorities and capability gaps.

The priority-setting process is data informed, collaborative, and grounded in whole community engagement. Priorities are used to inform statewide Integrated Preparedness Plan (IPP) activities and support alignment of preparedness efforts across state, local, Tribal, nonprofit, and private sector partners.

Preparedness priorities are reviewed regularly through the preparedness planning cycle and may be updated as conditions change. Priorities may also be revised between review cycles to address emerging threats, significant incidents, changes in risk, or direction from the Governor and state leadership. This approach ensures Oregon's preparedness efforts remain relevant, adaptable, and focused on the state's most pressing needs.

## 3.2 Preparedness Priorities

- Link to the public-facing document. [identify where the priorities live on the OEM website]

## 3.3 Application of Priorities

Preparedness priorities are used to guide capability development and preparedness investments across Oregon. State agencies, local jurisdictions, Tribal Nations, and community partners should consider these priorities when developing programs, planning activities, training, exercises, and other preparedness initiatives.

Preparedness priorities also support funding and resource allocation decisions by helping identify projects and investments that address capability gaps and statewide needs. State and federal preparedness grant programs may use these priorities to inform project selection and program development.

To ensure a coordinated approach, preparedness priorities are aligned with the Homeland Security Strategy, State Cybersecurity Plan, Integrated Preparedness Plan (IPP), Comprehensive Emergency Management Plan (CEMP), and other state preparedness initiatives.

## 4. Prevention and Protection Integration

A key to achieving Oregon's Preparedness goal is ensuring the state has robust prevention and protection capabilities. Prevention capabilities are focused on avoiding or stopping imminent threats or actual acts of terrorism. Protection capabilities are focused on building capacity to protect Oregon's citizens, residents, visitors, and assets against the greatest threats and hazards in a manner that allows our interests, aspirations and way of life to thrive.

## 4.1 Homeland Security Coordination

Homeland security coordination in Oregon provides a statewide framework to align preparedness, prevention, protection, response, mitigation, and recovery efforts across local, Tribal, state, federal, private sector, nonprofit, and community partners. This coordination supports a unified approach to addressing natural and human-caused threats, including terrorism, cyber incidents, critical infrastructure disruptions, public health emergencies, and other hazards that may impact the safety and security of Oregon communities.

The Oregon Homeland Security Strategy guides this work by identifying shared priorities and strengthening coordination across the homeland security and emergency management mission areas. The strategy emphasizes intelligence and information sharing, critical infrastructure resilience, cybersecurity, counterterrorism capabilities, public health and medical preparedness, interoperable emergency communications, and all-hazards preparedness at the local, Tribal, and state level.

The State Homeland Security Program is supported by the Oregon Homeland Security Council and the Oregon Emergency Response System (OERS) Homeland Security Advisory Workgroup (HSAW). The Oregon Homeland Security Council assesses risks to the safety and security of the state and provides recommendations on homeland security policy, planning, preparedness, response, and recovery activities. The HSAW supports interagency and cross-disciplinary coordination by reviewing preparedness priorities, aligning funding recommendations, reducing duplication of effort, and supporting work to address capability gaps identified through statewide preparedness assessments.

Through this coordinated structure, Oregon Emergency Management works with whole community partners to connect homeland security priorities with preparedness planning, grant investments, capability assessments, and the Comprehensive Emergency Management Plan. This ensures homeland security efforts are integrated into Oregon's broader preparedness system and support a more resilient, secure, and coordinated statewide emergency management program.

### ***Oregon Emergency Communication and Coordination Center (OEC3)***

The Oregon Emergency Communications and Coordination Center (OEC3) is the OEM program responsible for carrying out the Oregon Emergency Response System (OERS), a legislatively mandated 24/7 call-taking and coordination operation that serves as the state's primary entry point for local emergency and resource requests. Through this mandate, the OEC3 maintains continuous situational awareness and facilitates real-time coordination across state agencies, local jurisdictions, tribal nations, and federal partners directly supporting Oregon's ability to detect, respond to, and recover from homeland security threats.

The OEC3 is an indispensable component of Oregon's homeland security enterprise. Its threat analysts provide continuous assessment of incoming information, ensuring that emerging threats, including those with a terrorism and cyberterrorism nexus, are identified, escalated,

and communicated to the right partners without delay. Its call takers serve as the operational backbone of statewide emergency coordination, connecting all 36 counties and Oregon's tribal nations to state and federal resources regardless of the size or capacity of their local programs. When incidents escalate, when multiple jurisdictions require simultaneous coordination, or when local capacity is overwhelmed, the OEC3 is a constant. Sustaining adequate staffing within the OEC3 ensures that Oregon's coordination infrastructure does not become a vulnerability in its own right, and that the state's homeland security posture remains strong, responsive, and equitable across the whole community.

## ***Cybersecurity Preparedness***

Cybersecurity preparedness is a shared responsibility across state agencies, local jurisdictions, Tribal Nations, private sector partners, and community organizations. Cyber threats have become one of the most significant and rapidly evolving risks facing Oregon because they can disrupt government operations, critical infrastructure, essential services, communications, supply chains, and the economy. Nearly every emergency management capability relies on secure and resilient information technology systems, making cybersecurity an essential component of preparedness across all mission areas.

Oregon strengthens cybersecurity preparedness through a coordinated whole community approach that emphasizes prevention, protection, response, recovery, and continuity. These efforts include information sharing, planning, training, exercises, technology investments, and partnerships that align with statewide and national cybersecurity guidance, standards, and best practices. Together, these activities improve resilience to cyber incidents and help ensure organizations can maintain essential functions and continue delivering critical services during and after a cyber disruption.

## ***Emerging Threat Preparedness***

The Oregon Military Department (OMD), Oregon Department of Emergency Management (OEM), and Oregon Titan Fusion Center (OTFC) work collaboratively to support emerging threat preparedness across Oregon utilizing the State Homeland Security Program. Through information sharing, intelligence analysis, planning, training, and coordinated preparedness activities, these agencies help identify, assess, and address evolving threats and hazards that may impact the state.

This coordination supports a whole community approach to preparedness by improving situational awareness, strengthening interagency partnerships, and enhancing the ability of state, local, Tribal, and federal partners to prevent, protect against, respond to, and recover from emerging threats, including cyber disruptions and critical infrastructure exploitation, targeted violence, terrorism, geopolitical threats, natural hazards, and complex coordinated events.

## **5. Preparedness Programs (Planning, Training, Exercise, Assessment, and Resources)**

### **5.1 Planning Programs**

Planning is a foundational element of preparedness and supports the development, coordination, and continuous improvement of emergency management capabilities across Oregon. Effective planning helps jurisdictions, agencies, and partners identify risks, establish roles and responsibilities, coordinate resources, and develop strategies to prevent, protect against, mitigate, respond to, and recover from all hazards. Successful planning depends on strong collaboration among state agencies, local and tribal governments, private sector partners, and community organizations. Through ongoing planning efforts, Oregon strengthens statewide readiness, improves coordination, and supports resilient communities.

#### ***Planning Unit***

The Oregon Department of Emergency Management (OEM) Planning Unit serves as the statewide coordinator for preparedness planning by providing planning guidance, technical assistance, and coordination to support the development, maintenance, and integration of emergency management plans. The Planning Unit works with state agencies, local jurisdictions, Tribal Nations, and whole community partners to promote consistent planning practices and alignment with statewide priorities and national doctrine.

Emergency management planning is a shared responsibility. Many state agencies have statutory or programmatic responsibilities to develop and maintain plans within their areas of expertise, including continuity, public health, transportation, natural hazards, critical infrastructure, and other emergency management functions. OEM coordinates with these agencies to promote integration across plans, reduce duplication, identify interdependencies, and support a coordinated statewide preparedness system.

In addition to supporting plan development and maintenance, the Planning Unit facilitates plan review, capability assessments, integrated preparedness planning, and integrates continuous improvement activities to ensure preparedness plans remain current, actionable, and aligned with Oregon's preparedness priorities.

OEM is developing statewide Planning Guidelines to establish common planning principles, recommended standards, and best practices that support consistency and interoperability across emergency management plans in Oregon.

#### ***Continuity Planning (COOP/COG)***

Oregon's communities rely on state and local governments to provide essential services every day, especially during emergencies. Continuity of Operations (COOP) and Continuity of



Government (COG) planning ensure that these vital functions continue even when normal operations are disrupted by a natural disaster, technology failure, or other significant event.

### **Statewide Leadership and Coordination**

The statewide continuity program is jointly led by the State Resilience Officer (SRO) and OEM. This collaboration ensures consistent statewide operations and aligns continuity planning with Oregon's broader policy priorities.

### **Ensuring Essential Government Services Continue**

Essential Functions (EFs) are the services that must continue even during major disruptions. These include emergency coordination, public health and safety activities, financial operations, protection of key infrastructure, and other critical state responsibilities.

OEM's Continuity guidance helps agencies and partners:

- Identify their essential functions
- Understand what resources are required to maintain them
- Develop plans to continue operations during disruptions
- Build backup systems and redundancies
- Train staff and practice plan activation through exercises

These steps help ensure that governments can function effectively even under significant stress.

## **5.2 Training and Qualification**

Training is a key component of preparedness and supports the development and sustainment of capabilities across Oregon. State agencies, local jurisdictions, Tribal Nations, and partner organizations develop and deliver training within their respective authorities and areas of expertise. Together, these efforts build the knowledge and skills needed to prepare for, respond to, and recover from emergencies. Oregon supports operational readiness by coordinating all-hazards preparedness training to strengthen coordination, improve interoperability, and build the capabilities needed across all mission areas.

OEM coordinates all-hazards preparedness training by identifying training needs, facilitating training opportunities, and promoting alignment with statewide preparedness priorities. Through the Integrated Preparedness Planning (IPP) process, OEM works with partners to coordinate training activities, reduce duplication, address capability gaps, and improve awareness of available training resources.

The State Agency Training Consortium (SATC) supports this effort by bringing together state agencies to coordinate preparedness training, share best practices and resources, identify statewide training needs, and improve consistency across training programs. The consortium promotes collaboration, accessibility, and continuous improvement while supporting the



development of a capable and qualified emergency management workforce.

### **Oregon State Qualification System (ORSQS)**

The Oregon State Qualification System (ORSQS) is Oregon's implementation of the National Qualification System (NQS), a component of the National Incident Management System (NIMS). ORSQS provides a standardized process for qualifying, certifying, and credentialing personnel for Incident Command System (ICS) and Emergency Operations Center (EOC) positions. By establishing common qualification standards, ORSQS supports mutual aid, interoperability, and the deployment of qualified personnel during emergencies.

### **Integration with Preparedness Priorities**

Training priorities are informed by Oregon's Integrated Preparedness Planning (IPP) process, capability assessments, exercises, and lessons learned from real-world incidents. OEM works with partners to coordinate training activities that address identified capability gaps and support statewide preparedness priorities while maximizing available resources.

## **5.3 Exercise Program**

Exercises are a critical component of preparedness and help validate plans, assess capabilities, strengthen coordination, and identify opportunities for improvement. Oregon utilizes The Homeland Security Exercise and Evaluation Program (HSEEP) as the statewide standard for exercise design, conduct, evaluation, and improvement planning. HSEEP principles allow for the development of discussion-based and operations-based exercises that validate plans, policies, training, and capabilities while identifying corrective actions and opportunities for continuous improvement. Using HSEEP state agencies, local jurisdictions, Tribal Nations, and whole community partners conduct exercises within their respective authorities and areas of responsibility to improve readiness across all mission areas.

OEM coordinates and supports a statewide exercise program by providing exercise guidance, technical assistance, facilitation, and evaluation support. OEM also conducts exercises to maintain the readiness of the State Emergency Coordination Center (ECC) and works with state agencies, local jurisdictions, Tribal Nations, and other partners to strengthen interoperability and coordination through progressive exercise programs.

Exercise priorities are informed by Oregon's Integrated Preparedness Planning (IPP) process, statewide preparedness priorities, capability assessments, and lessons learned from real-world incidents. OEM works with partners to coordinate exercise activities that address capability gaps, reduce duplication, and strengthen preparedness across state, regional, local, Tribal, nonprofit, and private sector organizations.

## 5.4 Assessment and Evaluation

### *Capability assessments*

The State of the State Capability Assessment is an annual assessment of Oregon counties, select cities, Tribal partners and state agencies. Information collected in this assessment is used to complete the annual Federal Emergency Management Agency (FEMA) Threat Hazard Identification Risk Analysis (THIRA) and Stakeholder Preparedness Review (SPR). The results of this assessment help identify the progress of emergency management initiatives and support the prioritization of future Planning, Organization, Equipment, Training, and Exercise (POETE) efforts. This includes informing Oregon's Integrated Preparedness Plan (IPP), guiding workshops, setting grant priorities and investment justifications, and shaping statewide preparedness priorities.

### *Maturity Model*

The Maturity Model Program provides a structured annual assessment process for Emergency Support Functions and Recovery Support Functions. The program helps identify gaps, set improvement goals, benchmark performance, and track progress over a five-year period. Assessment results are used to identify trends, inform recommendations, and support continued capability development across response and recovery functions.

## 5.5 Continuous Improvement

Continuous improvement is an essential component of preparedness and supports the ongoing evaluation and enhancement of emergency management capabilities across Oregon. Lessons learned from exercises, real-world incidents, assessments, and other preparedness activities are used to identify improvement opportunities, inform corrective actions, and strengthen planning, training, exercises, and programs.

OEM coordinates continuous improvement activities through internal processes and in collaboration with state agencies, Emergency Support Functions (ESFs), Recovery Support Functions (RSFs), local jurisdictions, Tribal Nations, and other preparedness partners. Corrective actions are documented, prioritized, and monitored to support accountability, promote collaboration, and help ensure improvements are implemented and incorporated into future preparedness activities.

## 5.6 Community Preparedness

Individual and community preparedness is critical to achieving Oregon's Preparedness Goal. Community preparedness is conducted by state agencies, local jurisdictions, Tribal Nations, non-profit organizations, and the private sector to promote public education, volunteer programs, outreach, and partnerships that help individuals, families, businesses, and organizations prepare for disasters. Community preparedness programs increase awareness,

675 encourage personal preparedness, and strengthen local resilience through collaboration with  
676 the whole community

677 Statewide community preparedness initiatives include:

- 678 • Public education
- 679 • Be 2 Weeks Ready
- 680 • Community Emergency Response Team (CERT)
- 681 • Non-profit organized preparedness campaigns
- 682 • Private sector organized preparedness campaigns
- 683 • Government sponsored hazard risk reduction programs

## 684 **5.7 Preparedness funding and resources**

685 Preparedness funding and resource programs support the development, sustainment, and  
686 improvement of emergency management capabilities across Oregon. Federal, state, local,  
687 Tribal, and private sector funding sources help support planning, organization, equipment,  
688 training, exercises, cybersecurity, continuity, mitigation, community preparedness, and other  
689 capability development activities.

690 State agencies, local jurisdictions, Tribal Nations, and other partners administer and manage  
691 preparedness funding within their respective authorities and programs. OEM coordinates many  
692 statewide preparedness funding opportunities and works collaboratively with partner agencies  
693 to align investments with statewide preparedness priorities and capability needs.

694 Preparedness funding decisions should be informed by statewide preparedness priorities,  
695 capability assessments, integrated preparedness planning efforts, and lessons learned from  
696 exercises and real-world incidents. By aligning investments with identified risks and capability  
697 needs, Oregon can more effectively build, sustain, and improve the capabilities necessary to  
698 prevent, protect against, mitigate, respond to, and recover from all hazards.

699 Because funding programs, eligibility requirements, and available resources may change over  
700 time, organizations should coordinate with OEM and applicable funding agencies for current  
701 information on preparedness funding opportunities, program guidance, and available technical  
702 assistance. Funding decisions remain subject to the laws, rules, eligibility requirements, grant  
703 guidance, and other requirements applicable to each funding program.

## 704 **6. Inclusive Preparedness and Whole Community Resilience**

### 705 **6.1 Overview**

706 Oregon's preparedness system recognizes that disasters do not affect all communities equally  
707 and that preparedness is most effective when they are inclusive, accessible, and developed in

partnership with the communities they are intended to support. Achieving Oregon's preparedness goal requires preparedness efforts that reduce barriers to participation, incorporate the perspectives of individuals with lived experience, and strengthen the ability of all communities to prepare for, withstand, respond to, and recover from disasters.

Oregon applies a whole community approach that integrates disability, access and functional needs (D-AFN), accessibility, cultural responsiveness, and community partnerships across preparedness activities statewide. This work strengthens resilience by improving coordination, expanding participation, supporting increasing accessibility, and helping ensure Oregon's emergency management programs reflect the needs, capabilities, and strengths of the communities they serve.

## 6.2 Inclusive Preparedness Planning

Oregon supports the integration of disability, access and functional needs (D-AFN) considerations throughout preparedness activities to help ensure emergency management programs are inclusive, accessible, and representative of the communities they serve. This includes reducing barriers to participation, engaging individuals with lived experience, and collaborating with community-based organizations, disability-led organizations, and other partners throughout the preparedness process.

D-AFN considerations should be incorporated into all phases of emergency management and preparedness activities, including:

- **Planning:** Emergency operations plan, annexes, continuity plans, and other supporting plans.
- **Training:** Inclusive training content, delivery methods, and participation opportunities.
- **Exercises:** Exercise design, scenarios, evaluation, and participation by individuals with lived experience.
- **Public Information:** Accessible communication methods, messaging, and outreach.
- **Decision-Making:** Preparedness committees, working groups, policy development, and other planning processes that benefit from diverse community representation.

OEM encourages state agencies, local jurisdictions, and Tribal Nations to share best practices and provide training and technical assistance that support inclusive planning and community engagement, including the use of tools and approaches appropriate to their jurisdictions.

## 6.3 Whole Community Partnerships

Whole community preparedness depends on strong relationships and coordination among state agencies, local jurisdictions, Tribal Nations, nonprofit organizations, the private sector, and community partners. Community-based organizations, disability-led organizations, faith-based organizations, Centers for Independent Living, mutual aid networks, and other trusted

partners play an essential role in preparedness by supporting outreach, communication, accessibility, resource coordination, and connections to communities that may otherwise face barriers to emergency management programs and services.

Oregon recognizes these organizations as essential preparedness and resilience partners whose capabilities strengthen statewide readiness before disasters occur. Building and sustaining these partnerships requires ongoing coordination, information sharing, training opportunities, technical assistance, and inclusive engagement that supports collaboration across state, local, Tribal, and community-based systems.

OEM supports these efforts by coordinating with partners, providing preparedness resources, technical assistance, training opportunities, and accessible communication tools that strengthen partner capabilities and promote inclusive preparedness statewide.

## 6.4 Accessible Outreach and Communications

Effective preparedness depends on the ability of all people to access, understand, and act on emergency information. Oregon supports accessible and inclusive outreach and communication practices that help ensure preparedness materials, alerts and warnings, trainings, and public education efforts are understandable and usable by diverse audiences.

Preparedness communications should incorporate accessible design principles and utilize multiple communication formats to reduce barriers to access. This includes consideration for individuals with disabilities, people with limited English proficiency, and communities with varying communication needs, literacy levels, and access to technology. State agencies, local jurisdictions, Tribal Nations, and community partners are encouraged to use plain language, multilingual outreach, accessible digital content, captioning, interpretation, and alternative formats to improve understanding and participation in preparedness activities.

To promote consistency and accessibility across Oregon's preparedness system, organizations should incorporate established plain language, writing, and accessibility standards, including the DAS Plain Language Guidelines, OEM Writing Style Guide, and document accessibility best practices. Common accessibility considerations include:

- Accessible design for preparedness materials, alerts and warnings, training, and public education.
- Multiple communication formats, such as American Sign Language (ASL), captions, large print, Braille, audio, and screen reader-compatible digital documents.
- Multilingual outreach using plain language and translations into the most commonly spoken languages in Oregon.
- Accessible document and communication standards that improve usability and reduce barriers for all audiences.

## 6.5 Implementation and Continuous Improvement

Oregon continuously improves preparedness by incorporating feedback from community partners, individuals with lived experience, Tribal Nations, local jurisdictions, and other partners. Lessons learned from exercises, after-action reviews, assessments, engagement activities, and real-world incidents are used to refine preparedness priorities, planning, training, exercises, guidance, and other preparedness programs.

This continuous improvement approach helps identify gaps, measure progress, strengthen partnerships, and integrate disability, access and functional needs (D-AFN) considerations throughout Oregon's preparedness system. By regularly evaluating and improving preparedness efforts, Oregon continues to build a more resilient, accessible, and whole-community approach to emergency management.

## 7. Plan Maintenance and Revision

The Preparedness Plan is maintained to ensure its accuracy, relevance, and alignment with current laws, policies, and preparedness priorities. OEM is responsible for coordinating plan maintenance in collaboration with state agencies, local jurisdictions, Tribal Nations, and other preparedness partners.

The Preparedness Plan will be promulgated by the Governor every five years. Minor administrative updates, corrections, and non-substantive revisions may be made as needed between formal updates and will be documented in the Plan Change Log. Significant revisions will be coordinated with preparedness partners through the established plan review process.



## References

### Federal References

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- Federal Emergency Management Agency (FEMA). *National Preparedness System*.
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- Federal Emergency Management Agency (FEMA). *Homeland Security Exercise and Evaluation Program (HSEEP)*.
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- Federal Emergency Management Agency (FEMA). *National Planning Frameworks*.
- Federal Emergency Management Agency (FEMA). *Community Lifelines Toolkit*.
- Federal Emergency Management Agency (FEMA). *National Qualification System (NQS)*.
- Presidential Policy Directive 8 (PPD-8): *National Preparedness*.

### Oregon References and Resources

- [Oregon Revised Statutes \(ORS\) Chapter 401](#)
- [Oregon Revised Statutes 276A](#)
- [State of Oregon Comprehensive Emergency Management Plan \(CEMP\)](#)
- [Oregon Homeland Security Strategy](#)
- [Oregon State Cybersecurity Plan](#)
- [Oregon Statewide Integrated Preparedness Plan \(IPP\)](#)
- [OEM Strategic Plan](#)
- [Oregon Continuity of Operations Planning Resources](#)
- [Oregon Continuity Planning Library](#)
- [Oregon State Qualification System \(ORSQS\) Program Guidance](#)
- [Oregon NIMS Resources](#)
- [DAS Plain Language Guidelines](#)
- OEM Writing Style Guide
- [Cyber Security Services \(CSS\)](#)
- [Statewide Cybersecurity Standards and Guidance](#)
- [Oregon Cybersecurity Center of Excellence](#)
- [Oregon Titan Fusion Center \(OTFC\)](#)
- [Cybersecurity and Infrastructure Security Agency \(CISA\)](#)
- [NIST Cybersecurity Framework](#)
- [Center for Internet Security \(CIS\)](#)
- [Cloud Security Alliance \(CSA\)](#)
- [National Council of ISACs](#)



| <b>Acronym</b> | <b>Definition</b>                                 |
|----------------|---------------------------------------------------|
| AAR            | After-Action Review                               |
| AFN            | Access and Functional Needs                       |
| ASL            | American Sign Language                            |
| CBO            | Community-Based Organization                      |
| CEMP           | Comprehensive Emergency Management Plan           |
| CIWG           | Continuous Improvement Working Group              |
| CIP            | Continuous Improvement Program                    |
| CISA           | Cybersecurity and Infrastructure Security Agency  |
| CIS            | Center for Internet Security                      |
| COG            | Continuity of Government                          |
| COOP           | Continuity of Operations                          |
| CSA            | Cloud Security Alliance                           |
| CSS            | Cyber Security Services                           |
| D-AFN          | Disability and Access and Functional Needs        |
| DAS            | Department of Administrative Services             |
| ECC            | Emergency Coordination Center                     |
| EIS            | Enterprise Information Services                   |
| EOC            | Emergency Operations Center                       |
| EOP            | Emergency Operations Plan                         |
| EPAC           | Emergency Preparedness Advisory Council           |
| FEMA           | Federal Emergency Management Agency               |
| HSAW           | Homeland Security Advisory Workgroup              |
| HSEEP          | Homeland Security Exercise and Evaluation Program |
| HSS            | Homeland Security Strategy                        |
| ICS            | Incident Command System                           |
| IPP            | Integrated Preparedness Plan                      |
| IPPW           | Integrated Preparedness Planning Workshop         |
| ISAC           | Information Sharing and Analysis Center           |
| ITDRP          | Information Technology Disaster Recovery Plan     |
| NIMS           | National Incident Management System               |
| NGO            | Non-Governmental Organization                     |
| NHMP           | Natural Hazard Mitigation Plan                    |

| Acronym | Definition                                                |
|---------|-----------------------------------------------------------|
| NQS     | National Qualification System                             |
| OCCoE   | Oregon Cybersecurity Center of Excellence                 |
| OEC3    | Oregon Emergency Communications and Coordination Center   |
| OEM     | Oregon Department of Emergency Management                 |
| OERS    | Oregon Emergency Response System                          |
| OMD     | Oregon Military Department                                |
| ORNG    | Oregon National Guard                                     |
| ORS     | Oregon Revised Statutes                                   |
| ORSQS   | Oregon State Qualification System                         |
| OTFC    | Oregon Titan Fusion Center                                |
| POETE   | Planning, Organization, Equipment, Training, and Exercise |
| PPD-8   | Presidential Policy Directive 8                           |
| SEF     | State Essential Function                                  |
| SHSP    | State Homeland Security Program                           |
| SRO     | State Resilience Officer                                  |
| THIRA   | Threat and Hazard Identification and Risk Assessment      |

842

## 843 ***Glossary of Terms***

### 844 **Access and Functional Needs (AFN)**

845 Individuals who may require additional assistance before, during, or after an emergency  
846 because of a disability, access need, language barrier, health condition, age, transportation  
847 limitation, or other circumstance.

### 848 **Capability**

849 The ability to achieve a desired outcome through the performance of critical tasks under  
850 specified conditions.

### 851 **Community Lifeline**

852 Services that enable the continuous operation of critical government and business functions  
853 and are essential to human health, safety, and economic security.

### 854 **Continuity of Government (COG)**

855 Measures that ensure governmental functions and leadership continue during emergencies.

### 856 **Continuity of Operations (COOP)**

857 An effort to ensure essential functions continue during and after a disruption.

858 **Continuous Improvement**

859 A systematic process used to identify strengths, address gaps, implement corrective actions,  
860 and improve preparedness capabilities over time.

861 **Core Capability**

862 A distinct critical element necessary to achieve the National Preparedness Goal.

863 **Corrective Action**

864 A specific improvement activity intended to address a gap, deficiency, or recommendation  
865 identified through assessments, exercises, or incidents.

866 **Credentialing**

867 The administrative process for validating qualifications and authorizing personnel to perform  
868 specific incident management functions.

869 **Emergency Preparedness Advisory Council (EPAC)**

870 A collaborative body that advises on statewide preparedness priorities and capability  
871 development efforts.

872 **Homeland Security**

873 Efforts to prevent, protect against, respond to, and recover from threats and hazards that pose  
874 risks to public safety, security, and critical infrastructure.

875 **Integrated Preparedness Plan (IPP)**

876 A multi-year schedule of preparedness activities that aligns planning, organization, equipment,  
877 training, and exercises with identified priorities and capability gaps.

878 **Maturity Model**

879 A structured assessment process used to evaluate capability development, identify  
880 improvement opportunities, and measure progress over time.

881 **Mission Areas**

882 The five preparedness mission areas: Prevention, Protection, Mitigation, Response, and  
883 Recovery.

884 **National Incident Management System (NIMS)**

885 A nationwide framework that enables government, private sector, nonprofit organizations, and  
886 Tribal Nations to work together during incidents.

887 **Oregon State Qualification System (ORSQS)**

888 Oregon's implementation of the National Qualification System used to qualify, certify, and  
889 credential emergency management personnel.

890 **Preparedness**

891 The actions taken to plan, organize, equip, train, and exercise to build and sustain the

892 capabilities necessary to prevent, protect against, mitigate, respond to, and recover from  
893 threats and hazards.

894 **Preparedness Priority**

895 A capability development area identified through assessment and partner engagement that  
896 guides preparedness investments and activities.

897 **Resilience**

898 The ability of individuals, communities, organizations, and systems to withstand, adapt to, and  
899 recover from disruptions.

900 **State Essential Function (SEF)**

901 Functions that the State of Oregon must continue under all circumstances to maintain  
902 government operations and support public safety.

903 **Threat and Hazard Identification and Risk Assessment (THIRA)**

904 A FEMA preparedness process used to identify threats and hazards, assess risks, and establish  
905 capability targets.

906 **Whole Community**

907 An approach to emergency management that engages all levels of government, Tribal Nations,  
908 the private sector, nonprofit organizations, and the public in preparedness activities.

909 **Whole Community Partner**

910 Any organization, group, or individual that contributes to preparedness, mitigation, response,  
911 recovery, or resilience activities.

912