

State of Oregon
EMERGENCY MANAGEMENT PLAN



VOLUME III:
EMERGENCY OPERATIONS PLAN

Publication Date: April 2017



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State of Oregon Comprehensive Emergency Management Plan Overview

The Oregon Office of Emergency Management (OEM) is responsible for preparing and updating a statewide emergency management plan. 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 for the job to get done; and engaging partners in a collaborative approach.
- **Operational Plans.** The State of Oregon CEMP operational plans are 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.

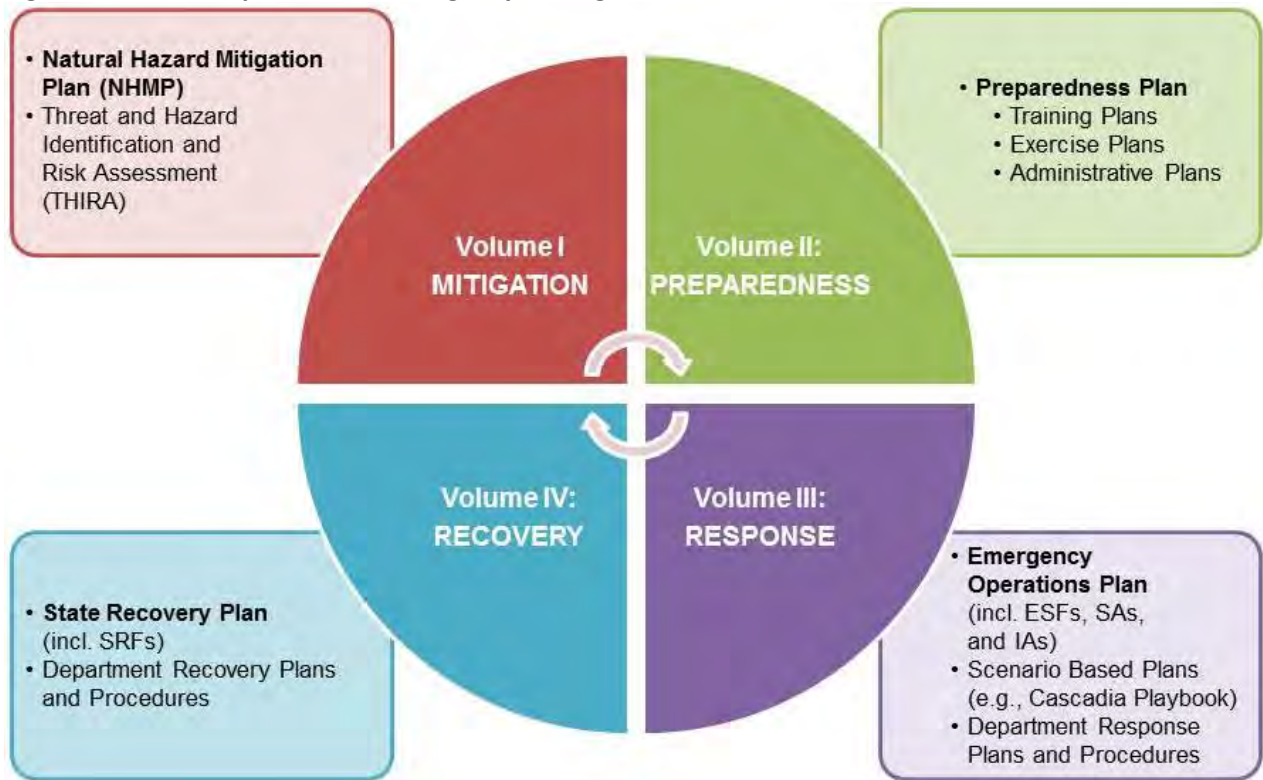
Volume II – Preparedness Plan. This plan provides requirements and guidance for each step of the emergency preparedness cycle, including planning, organization and equipment, training, exercise, and evaluation and improvement.

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

Volume IV – Recovery Plan. The Recovery Plan describes the organization used by the state to assist communities recovering from disasters. It is primarily targeted at large- and catastrophic-scale 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 Recovery Plan, as well as independent documents such as the Cascadia Playbook and the Oregon Disaster Housing Strategy.

Figure 0-1 Comprehensive Emergency Management Plan

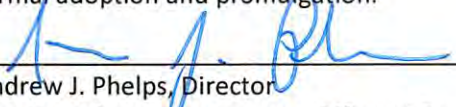


Letter of Adoption


Volume III of the State of Oregon Comprehensive Emergency Management Plan, known as the *State of Oregon Emergency Operations Plan*, addresses how the State of Oregon will respond to emergencies and disasters that require response beyond local or tribal jurisdictions.

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 Operations 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



DATE

Executive Signatory Page

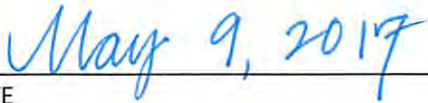
I am pleased to officially promulgate the *State of Oregon Emergency Operations Plan*, Volume III of the *State of Oregon Comprehensive Emergency Management Plan*.

Promulgation of this plan is inclusive of plan appendices and annexes. Great effort has been made to describe the roles of coordinating, primary, and supporting state agencies that play a role in disaster response.

Periodic changes to this plan will be made as the review process and events dictate.



Kate Brown
Governor
State of Oregon



DATE

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Plan Administration

Each state department/agency is expected to develop and maintain policies and procedures (e.g., department/agency emergency plans, standard operating procedures, Continuity of Operations Plans/Business Continuity Plans) in support of the State of Oregon Emergency Operations Plan.

In addition, assigned state departments/agencies are responsible for updating and maintaining their annex to the State EOP and portions of the Basic Plan, as appropriate, including new Presidential Directives, legislative changes, and procedural changes based on lessons learned from exercises and actual events. No proposed change should contradict or override authorities or other plans contained in a statute, Executive order, or regulation that governs the basic requirements of the State EOP.

OEM is responsible for coordinating and approving all proposed modifications to the State EOP with the assistance of primary and support agencies and other stakeholders as required. Once published, the modifications are considered part of the State EOP for operational purposes. Copies of revisions are then distributed as appropriate and required.

Record of Plan Changes

All updates and revisions to this 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 emergency response personnel.

Date	Change No.	Summary of Changes
5/2017	n/a	Plan Promulgated

Plan Distribution List

This document will be posted on the OEM website, with electronic copies directly distributed to local, state, tribal, and federal emergency program managers, including the following:

- Governor's Office
- Department of Administrative Services
- Oregon Department of Agriculture
- Department of Aviation
- Oregon Business Development Department
- Department of Consumer and Business Services
- Department of Corrections
- Department of Environmental Quality
- Department of Fish and Wildlife
- Department of Forestry
- Department of Geology and Mineral Industries
- Department of Human Services
- Department of Justice
- Department of Land Conservation and Development
- Department of State Lands
- Department of State Police
- Dept. of Transportation
- ODOT Office of Maintenance
- Office of State Fire Marshal
- Office of State Medical Examiner
- OHSU – Oregon Poison Center
- Oregon Dept. of Education
- Oregon Office of Emergency Management
- Oregon Health Authority
- Oregon Military Department
- Oregon Dept. of Energy
- Oregon State Library
- Parks and Recreation Department
- Public Utility Commission
- Water Resources Department

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1 Introduction

1.1 Summary

This plan, the State of Oregon Emergency Operations Plan (State EOP), is the third volume of a framework that protects the people, natural and cultural resources of Oregon: the State Comprehensive Emergency Management Plan (CEMP). The State EOP coordinates emergency operations planning across levels of government including state, tribal, local, and federal, in order to provide a more effective response to emergency events. This coordination also engages non-governmental organizations and private-sector businesses that provide vital services before, during, and after an event.

An important part of the context for the State EOP is the tenet that disasters are managed at the smallest jurisdictional level possible for effective response. Thus, many incidents are resolved every day by public safety responders within the parameters of their standard resources. In most cases, state government response is brought to bear after one or more local governments have exhausted their own resources and are requesting assistance. Since it is not always clear at the outset which incidents will grow to require this assistance, however, the State EOP is an all-hazards plan that promotes scalable, flexible, and adaptable responses that complement initial response efforts.

This plan accomplishes that not only through the basic plan, but also through several kinds of annexes. Support annexes address broad areas of coordination across many phases of emergency management, emergency support function annexes define the execution in specific areas of action during response, and incident annexes provide relevant details for specific hazards.

In addition, there are a wide variety of situations that, while severe, do not require emergency action of the nature of this plan: the specific natures of these situations, as well as state agency response actions, are explained in more detail in various incident annexes and Emergency Support Function annexes. Crucially, however, the State EOP is intended primarily to coordinate emergency management during an event that ‘causes or threatens widespread loss of life, injury to person or property, human suffering or financial loss.’ (ORS 401.025)

1.2 Authority and Guidance

The State EOP is developed under the authority of Oregon Revised Statutes Chapter 401, which assigns responsibility to the Governor for the emergency services system within the State of Oregon (ORS 401.035). The Governor has delegated the responsibility for coordination of the state’s emergency program, including coordination of response activities, to the Oregon Military Department, Office of Emergency Management (OEM) (ORS 401.052).

The State EOP has also been designed to be consistent with federal guidance including the National Incident Management System (NIMS), the National Response Framework (NRF), and the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act). Additional items of relevant federal guidance are also listed, though none have direct legal authority.

Legal Authorities (Oregon Revised Statutes 2015 edition)

- ORS 401 Emergency Management and Services
- ORS 402 Emergency Mutual Assistance Agreements

Relevant Federal Guidance

- Homeland Security Presidential Directive (HSPD) 5: Management of Domestic Incidents, 2003
- Presidential Policy Directive (PPD) 8: National Preparedness, 2011
- Public Law 93-288: Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), amended 2013
- Public Law 109-295: Post-Katrina Emergency Management Reform Act (PKEMRA), 2007
- FEMA Community Preparedness Guide (CPG) 101, 2010 edition
- US Department of Homeland Security National Incident Management System (NIMS), 2008
- USDHS National Preparedness Goal (NPG), 2011
- USDHS National Response Framework (NRF), 2016

1.3 Purpose and Scope

1.3.1 Purpose

This plan, the State of Oregon Emergency Operations Plan (State EOP), defines operational structures to perform the following functions:

- Coordinate emergency management plans at the federal, state, tribal, and local government levels.
- Activation of the state's Emergency Coordination Center (ECC) and associated functions.
- Effectively utilize government (federal, state, tribal, and local), non-governmental organizations, and private sector resources through the response mission area of emergency management.
- Enabling immediate activities that address long-term recovery consequences in the impacted areas.

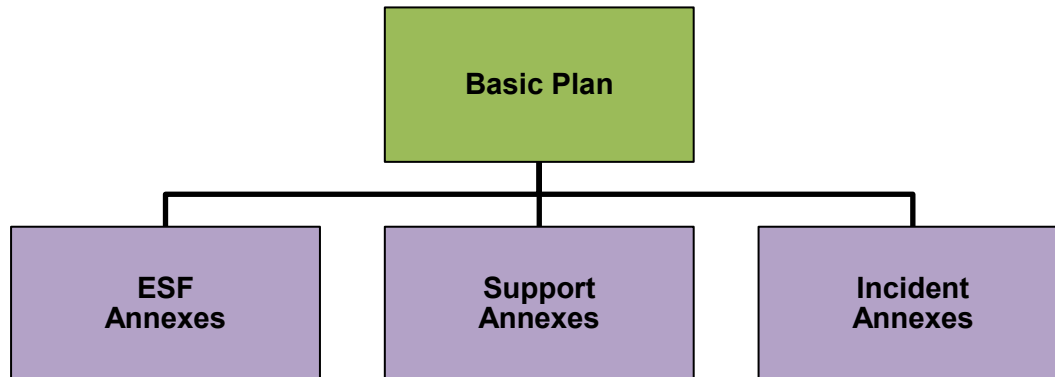
These functions will be accomplished through a basic plan, support annexes, emergency support function (ESF) annexes, and incident annexes, each of which is detailed later in this document.

1.3.2 Scope

This plan addresses a response coordinated among federal, state, local, and tribal government in responding to emergency events that cause or threaten widespread loss of life, injury to person or property, human suffering or financial loss to the people, environment, and culture of Oregon.

1.4 Plan Organization

Figure 1-1 State of Oregon Emergency Operations Plan Organization



1.4.1 Basic Plan

The purpose of the Basic Plan is to provide a framework for emergency operations and information regarding the State’s emergency management structure. Specifically, the Basic Plan consists of the following chapters:

- **Introduction** – Identifies the authority, purpose, scope, and guiding principles for the plan; describes the plan’s organizational structure; and explains the plan’s relationship to other planning efforts.
- **Situation and Planning Assumptions** – Describes the scenarios that the plan is designed to address; describes the recovery continuum; identifies special considerations for recovery in Oregon.
- **Roles and Responsibilities** – Describes the roles and responsibilities for elected officials, state agencies, and key response partners.
- **Concept of Operations** – Describes how the state will conduct its emergency operations and coordinate with other agencies and jurisdictions.
- **Emergency Coordination** – Describes the state’s emergency response structure, including information regarding the ECC.

1.4.2 Emergency Support Function Annexes

The Emergency Support Functions (ESFs) focus on critical capabilities and resources provided by emergency response agencies across many phases of an emergency. Each ESF has its own statements of Purpose and Scope, as well as additional detail on roles and responsibilities surrounding that activity.

Those elements in the ESFs are developed and conducted by one or two lead agencies and several supporting agencies. In many cases, the capabilities of the lead agency do not correspond perfectly to the purpose and scope of the ESF, but the addition of supporting agencies provides the necessary breadth of resources and mandates to conduct the required activity.

Furthermore, in many cases the state government role in emergency management is that of supporting and coordinating local and tribal governments in direct operations. Whether those local and tribal

emergency management programs themselves have emergency support functions is immaterial—state agencies organized in this way can deliver support as needed, or identify external (from other states or from federal agencies) resources as needed.

1.4.3 Support Annexes

Support Annexes describe functions that do not fit within the scope of ESFs and identify how state agencies, private sector, and nongovernmental organizations coordinate to execute a common support function required during an incident. The actions described in the SAs are not limited to particular types of events, but are overarching in nature and applicable to nearly every type of incident.

1.4.4 Incident Annexes

While the State EOP has been developed as an all-hazards planning document, some hazards may require unique considerations. To that end, IAs supplement the Basic Plan to identify critical tasks particular to specific natural, technological, and human-caused hazards identified in the Threat and Hazard Identification and Risk Assessment.

2 Situation and Planning Assumptions

2.1 Planning Assumptions

These are specific tenets identified during the course of preparing this plan, but they are not an exhaustive list of initial conditions.

- Hazards, both natural and human-caused, are a continual part of our landscape: when viewed at natural time scales longer than our recent memories, events such as earthquakes, floods, wildland fires, and landslides re-occur fairly often. Once-in-a-lifetime events for us may be routine occurrences across the geography of Oregon.
- Resources from within Oregon may be unable to satisfy all high priority resource requests during an emergency. Resources to meet those requests may come from other states, from federal agencies, or even from international partners, but those out-of-area resources may take several days to arrive.
- During a response by the state of Oregon to an emergency, at least one other state-level event may be occurring simultaneously in the Pacific Northwest region, placing additional constraints on resources, transportation routes, and decision-making attention.
- Inclusive planning that addresses the needs of the whole community increases the efficacy of response by improving both resource allocation and self-sufficiency.
- Communities, businesses, and government agencies will attempt to use internal resources to care for members of their own groups following an emergency.

2.2 Situation

Geographically, Oregon extends from the Pacific Coast across river valleys and the Cascade Range to high desert and rugged eastern mountains. Four million people from thirty six counties and nine federally recognized tribes live, work, and play in this dynamic environment across nearly a hundred thousand square miles.

Variations in landscapes produce corresponding vulnerabilities to hazards: tsunamis are confined to coastal areas, whereas others occur statewide but with varying effects. Floods in rangeland take a very different form and produce very different effects than they do in coastal streams; fires in Coast Range timber burn dramatically differently than those in the central Oregon high desert; winter weather in the Columbia Gorge can be much more severe than in the Willamette Valley metropolitan areas.

Disasters occur as a predictable interaction among three broad systems: natural systems (e.g., watersheds and continental plates), the built environment (e.g., cities and roads), and social systems (community organization infrastructure that includes demographics, business climate, service provision, etc.). What is not predictable is exactly when natural hazards will occur or the extent to which they will affect communities within the state.

Several documents provide complementary analyses of hazards and risks for the state of Oregon. All of this information is used to develop Incident Annexes for the State EOP, which in turn provide detailed operational roles, responsibilities, and actions relevant to the individual hazards beyond the Basic Plan.

The Threat and Hazard Identification and Risk Analysis (THIRA) process includes both natural and human-caused hazards in a scenario- and capability-driven format, with the resulting State Preparedness Report aggregating input from local and tribal emergency managers. These documents are available from the main OEM website. (<http://www.oregon.gov/oem>)

The Hazard Vulnerability Analysis (HVA) provided by OEM for use in local and tribal emergency management plans provides a simple numerical calculation that permits comparative ranking of hazards for those jurisdictions. The summary of these comparative rankings is provided in the Natural Hazard Mitigation Plan.

The more thorough Risk Assessment in the state Natural Hazard Mitigation Plan (NHMP) uses highly detailed research by subject matter experts to produce in-depth analysis for hazards and vulnerabilities region-by-region across the state. The lead agency for the NHMP is the Department of Land Conservation and Development, and the plan is hosted on their website. (www.oregon.gov/LCD/HAZ/pages/NHMP.aspx)

Since all of these documents—including the State EOP—have disparate schedules for review and updates, information may change gradually and some inconsistencies may appear from time to time.

More specific information on government, population, economics, and related topics may therefore be obtained from some of the sources below:

Oregon Secretary of State's Office, *Oregon Blue Book*: <http://bluebook.state.or.us/default.htm>

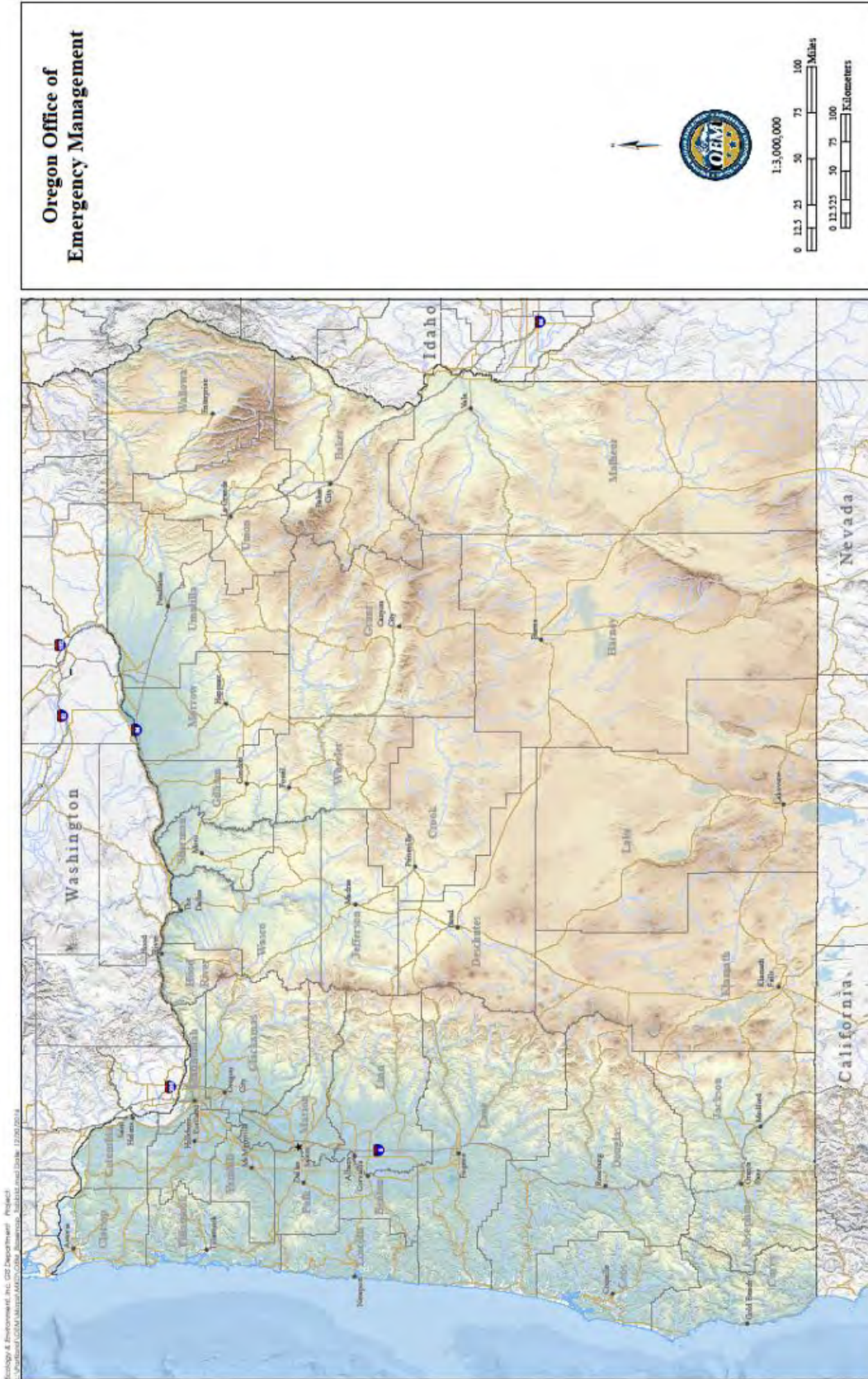
Portland State University Population Research Center: <http://www.pdx.edu/prc/annual-population-estimates>

Oregon Employment Department Workforce & Economic Research division: <https://www.qualityinfo.org/>

A map on the following page (Figure 2-1) provides an orientation to the geography and jurisdictions of Oregon.

For additional response-specific information, OEM maintains the Real-time Assessment and Planning Tool for Oregon (RAPTOR) which provides geographical information systems data services such as TripCheck from the Oregon Department of Transportation, forecasts from the National Weather Service, and hazardous materials surveys from the Oregon Department of Environmental Quality integrated with a variety of base maps. Local and tribal emergency managers are able to both review this information and populate items pertaining to the response in their jurisdiction.

<http://www.oregon.gov/oem/emops/Pages/RAPTOR.aspx>



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3 Roles and Responsibilities

3.1 Overview

Generally, emergencies are managed at the lowest jurisdictional level possible for effective response. Therefore, in most cases, the state's role is to coordinate support for local and tribal governments, including sending some requests to other states, federal agencies, or international partners as necessary.

This coordinating role will be fulfilled through the state Emergency Coordination Center (ECC). Chapter 5 has additional information regarding the organization of the ECC, but general outlines of roles and responsibilities for emergency management by the state of Oregon are found in this chapter.

Emergency management structure begins with Oregon Revised Statutes section 401.035, which establishes the Governor as responsible for the emergency services system in the state of Oregon.

3.2 Legislative Assembly

The Legislative Assembly, composed of the House of Representatives and the Senate, approves the allocation of state resources and defines in law the authorities of all state agencies in accordance with the Oregon Constitution.

The Legislative Assembly is responsible for ensuring that the state's laws and funding appropriations enable the Executive Branch to meet the needs of its citizens. In a recovery situation, the Legislative Assembly may be asked to specifically authorize and/or redirect state funds to support response efforts, or may initiate such action at its own behest.

3.3 Governor's Office and Executive Branch

As the state's chief executive, the Governor directs the state's response to an emergency. The Governor has the authority to shift state resources to respond effectively, as allowed under state law. The Governor's Office is responsible for:

- Providing strategic guidance for state resources to prevent, mitigate, prepare for, respond to and recover from incidents of all types.
- Making, amending or suspending certain orders or regulations associated with response through executive orders in accordance with state law.
- Commanding the state's National Guard personnel not in federal service.
- Requesting federal assistance including, if appropriate, a Presidential declaration under the Stafford Act, when it becomes clear that state capabilities will be insufficient.
- Coordinating with impacted tribal governments within the state and initiating requests for a Presidential declaration under the Stafford Act on behalf of impacted tribes when requested.

3.3.1 State Emergency Management Agency

During an emergency, OEM's mission is to execute the responsibility of the Governor to establish, maintain, and implement an emergency services system in the state of Oregon. This requires that OEM coordinate with local jurisdictions to develop and maintain city and county emergency operations plans, and with tribal governments to support emergency management planning.

The State EOP is a critical element of that system.

3.3.2 Oregon Emergency Response System Council

The Oregon Emergency Response System (OERS) Council is composed of approximately thirty member agencies, and chaired by OEM. The Oregon Emergency Response System that the council interacts with refers to an administrative unit of Oregon State Police that functions as the 24-hour warning point for Oregon; more information about OERS itself can be found under Oregon State Police, below.

Representatives from the agencies on OERS Council fill many of the staff positions in the ECC and execute the decisions and response priorities made there.

The OERS Council is structured by the following ORS and guidance frameworks:

- 401.052 establishes OEM as the responsible party for emergency prevention, preparation, response, and recovery.
- 401.054 requires key state agencies to establish a liaison with OEM.
- 401.168 establishes Governor's authority over all executive agencies of state government during a state of emergency, as well as authority to suspend provisions of any order or rule of any state agency.

3.3.3 State Agency Directors

All directors of state agencies are responsible for contributing their agencies' resources to state response efforts as requested by the State ECC, within the limits of their legal authorities and available resources. Generally, this includes establishing an agency operations center (AOC) during response, and sending at least one representative to the State ECC during activation.

3.3.4 Emergency Support Functions

Emergency Support Functions (ESFs) are the organizing principle behind the state's coordination of its response efforts and support to local and tribal partners.

Each ESF includes Primary and Supporting Agencies, designated as such due to the frequency and degree of involvement in the function's scope of operations. More information on the composition and function of ESFs can also be found in Chapter 5—Emergency Coordination.

See Figure 3-1 for a list of all State ESFs including a description of the function's scope, and identification of primary, supporting, and adjunct agencies.

Figure 3-1, ESFs and Corresponding Agencies

Oregon ESF Agency Table		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
Effective Date: 10 November 2016		Transportation	Communications	Public Works	Firefighting	Information and Planning	Mass Care	Resource Support	Health and Medical	Search and Rescue	Hazardous Materials	Food and Water	Energy	Military Support	Public Information**	Volunteers and Donations	Law Enforcement	Agriculture and Forestry	Business and Industry
Administrative Services (DAS)		●	▲	●			●	▲	●			●	●		●	●	●		
Agriculture (ODA)							●		●			●			●			▲	
Aviation (AERO)		●								●									
Business Development Dept (OBDD)			◇	●					●										▲
Consumer and Business Services (DCBS)				●					●		●					●			●
Corrections (DOC)		●										●					●		
Education (ODE)						●						●							
Emergency Management (OEM)			●		▲					▲				●	▲	▲		●	●
Employment Department (OED)																			●
Energy (ODOE)		●									●	▲			●				
Environmental Quality (DEQ)				●							▲	●	▲		●			●	
Fish and Wildlife (ODFW)									●		●	●						●	
Forestry (ODF)		●	●		▲			●			●	●			●			●	
Geology and Mineral Industry (DOGAMI)				●															
Health Authority (OHA)							●		▲		●	●	●		●	●		●	
Housing and Community Services (OHCS)							●				●	●							
Human Services (DHS)							▲		●		●	▲	●		●				
Judicial Department (OJD)																	●		
Justice (DOJ)																	●		
Land Conservation & Development (DLCDD)																			●
Military Department (OMD)		●	●	●	●		●	●	●	●		●	●	▲	●		●		
Public Safety Standards & Training (DPSST)																			
Public Utility Commission (OPUC)			▲									▲			●				
Secretary of State (SecState)																			●
State Lands (DSL)		●		●							●							●	
State Police (OSP)		●	●								●	●			●		▲	●	
State Fire Marshal			●		▲					●	▲				●				
Transportation (ODOT)		▲	●	▲				●		●	●		●		●	●			
Travel Oregon																			●
Veteran's Affairs (ODVA)							●					●							
Water Resources Department (WRD)				●								●							
American Red Cross							◇		◇	◇		◇				◇			
Amateur Radio Services			◇																
Civil Air Patrol		◇	◇					◇		◇									
Oregon Food Bank							◇					◇							
ORVOAD							◇									◇			
ORWARN				◇															

*-Numerous agencies contribute to ESF 5-Information & Planning, but OEM sets the structure of the ESF.

**-Similar to ESF 5, numerous agencies contribute to ESF 14 on an adjunct basis, but are not listed here.

3.4 Individual State Agency Roles and Responsibilities

3.4.1 Administrative Services, Oregon Department of (DAS)

The Department of Administrative Services (DAS) is the central administrative agency of Oregon state government. As part of this effort, DAS works with private enterprise, citizens, and other government entities to develop an efficient service delivery system.

DAS incorporates numerous functions that might be utilized in the course of emergency management, including:

- providing centralized contracting and emergency procurement services
- providing network services to state agencies, including managing the state data center
- providing real estate services such as facilities lease management and negotiation
- coordinating Geographic Information Systems (GIS) data

Many of these are implemented by different divisions within the agency, but all initial requests will be made through a single point of contact via the State ECC.

3.4.2 Agriculture, Oregon Department of (ODA)

During an emergency, the Department of Agriculture advises the Governor on matters pertaining to the safety and conservation of agricultural resources. The response of the Oregon Department of Agriculture is 1) to ensure food safety, animal health, and provide consumer protection; 2) to protect the natural resource base for present and future generations of farmers and ranchers, and 3) to protect economic development and expand market opportunities for Oregon agricultural products. ODA coordinates with the State Public Health Officer and works closely with the Oregon Health Authority. Some responsibilities throughout the State EOP include:

- The Animal Health and Identification Division provides veterinary services to control and eradicate animal diseases, especially those transmissible to humans, livestock, and birds.
- The Food Safety Division's team inspects and regulates all facets of the food processing and distribution system, except restaurants, to ensure that food is safe for distribution and consumption.
- Laboratory facilities provide analysis for food and dairy samples, animal diseases, animal feeds, shellfish, fertilizer, water, plant pest and disease, pesticides, and market assurance analysis. Analyses are also provided for the Food Emergency Response Network (FERN) and the National Animal Health Laboratory Network (NAHLN).
- The Natural Resources Division's response mission is to conserve and protect natural resources on public and private lands.
- Additionally, Oregon Department of Agriculture cooperates with OEM and local and tribal governments to develop plans for evacuation and sheltering of animals, including companion and service animals.

3.4.3 Aviation, Oregon Department of (AERO)

The Oregon Department of Aviation supports Oregon communities by preserving and enhancing aviation resources. Key responsibilities for the Oregon Department of Aviation include:

- Provide staff members and equipment to assist in emergency airport repairs.
- Facilitate the acquisition of aviation assets in an emergency to support state requirements.

3.4.4 Business Development Department, Oregon (OBDD)

Also known as Business Oregon, OBDD is the state's economic development agency. Key responsibilities for Business Oregon include:

- Facilitate a community-driven approach to economic recovery through the Regional Solutions program.
- Coordinate business impact and damage assessment.
- Coordinate resources for small business recovery assistance.
- Identify and help coordinate assignment of volunteer staff from economic development partners to affected organizations.
- Assist local economic development organizations or major employers needing immediate assistance for displaced workers, and assist in identification of short- and long-term employment needs.

3.4.5 Consumer and Business Services, Oregon Department of (DCBS)

Department of Consumer and Business Services is Oregon's largest consumer protection and business regulatory agency, and is the parent organization of the Building Codes Division and the Oregon Occupational Safety and Health Division (OR-OSHA).

- Oregon OSHA: Coordinate and perform the actions identified within the Worker Safety & Health Support Annex of the National Response Framework, or state equivalent; provide occupational safety and health technical support to other state and local entities; assess responder safety and health resource needs, e.g., OSHA on-site assistance, incident-specific personal protective equipment protocols, training, safety and health monitoring; investigating workplace fatalities, major accidents, and safety and health complaints.
- Building Codes Division:
 - Enforce the state's building code. BCD maintains a list of individuals certified to perform post-earthquake damage assessment.
 - Certify building officials and inspectors.

3.4.6 Corrections, Oregon Department of (DOC)

ODOC mission is to promote public safety by holding offenders accountable for their actions and reducing the risk of future criminal behavior. The ODOC is responsible for the control and custody of inmates housed in prisons throughout Oregon. Oregon houses offenders in 14 state prisons state-wide.

The ODOC provides administrative oversight and funding for the community corrections activities of the 34 Oregon counties that manage their own offenders who are subject to jail, parole, post-prison supervision and probation.

In the aftermath of a catastrophic incident causing broad geographical impact, it will be necessary for ODOC to account for staff and inmate presence and welfare. Each institution will continue to operate, or reinstate, secure and orderly operations. Initially, it may be necessary to allocate ODOC resources and request other agency assistance to achieve this objective. Once achieved, available ODOC resources can be reallocated.

- A State of Emergency declaration will enable inmate work crews to be dispatched to needed locations in support of response, prevention, or recovery efforts depending on the transportation infrastructure. Typically, the work crew will be transported, equipped and supervised by DOC personnel for assignments such as:
 - Support mass feeding operations
 - Mobile showers
 - Debris mitigation/removal
 - Wildland firefighting and mop up
 - Sandbagging
- Additionally, ODOC holds a variety of specialized equipment and contracts to support their own operations that can be re-directed during an emergency in support of a wide variety of response activities (e.g., potable water transport, power generation, or bulk distribution of emergency items).
- In support of other law enforcement agencies, small numbers of ODOC staff are trained in the following functions:
 - Inmate/high risk transport
 - Public Information Officers
 - Critical Incident Stress Management
 - Crisis Negotiations

3.4.7 Education, Oregon Department of

The Oregon Department of Education (ODE) oversees the education of over 560,000 students in Oregon's public K–12 education system. ODE is also in charge of public preschool programs, the state School for the Deaf, regional programs for children with disabilities, and education programs in Oregon youth corrections facilities.

As a State Distributing Agency, coordinate provision of USDA Food and Nutrition Service (FNS) commodities (School Lunch Program).

3.4.8 Employment, Oregon Department of

OED is responsible for supporting economic stability during times of unemployment and serving businesses through workforce development and provision of workforce and economic information. Key responsibilities for OED include:

- Facilitate support and disaster unemployment insurance for workers whose jobs are impacted by a disaster.

- Provide technical assistance to business and industry partners regarding workforce development after a disaster.

3.4.9 Energy, Oregon Department of (ODOE)

ODOE's role is to provide leadership on energy conservation, renewable energy, and protection of the Columbia River from leaking radioactive waste at the Hanford Nuclear Site. The department also engages in energy planning and siting of energy facilities, provides an objective source of energy information, and investigates emerging energy technologies. Some responsibilities throughout the State EOP include:

- The Oregon Department of Energy is responsible for planning, preparedness, response, and recovery from petroleum disruptions (ORS 176), liquefied natural gas mishaps (496), and radiological emergencies (496).
- ODOE operates an agency Emergency Operations Center (EOC) in Salem. The agency EOC serves as the state-wide coordination point for ODOE emergency response activities. ODOE provides a liaison to the state Emergency Coordination Center (ECC) when activated. ODOE maintains six 24/7 duty officers. ODOE is responsible for ensuring state and local emergency response organizations are trained and prepared to respond to petroleum, LNG, and radiological emergencies.
- Petroleum Emergency Preparedness and Response - ODOE maintains Oregon's Petroleum Contingency Plan. The purpose of the plan is to ensure an effective, well-coordinated response with industry, federal, state, and local emergency response organizations to protect public health and safety, the environment, and the region's economy. The plan applies a free market approach with government intervention only when it becomes necessary to protect public health and safety.
- Lead agency for ensuring a coordinated response to severe or long-term petroleum emergencies that impact the state. ODOE developed and maintains the *Oregon Petroleum Contingency Plan* that includes a state-wide fuel allocation program. ODOE is also the lead agency for ensuring a coordinated response to transportation, transmission and distribution emergencies involving Liquid Natural Gas (LNG) vessels, pipelines, and facilities.
- Nuclear Emergency Preparedness and Response - ODOE is the lead state agency on nuclear emergency preparedness, response, and recovery. This includes incidents involving fixed nuclear facilities, Independent Spent Fuel Storage Installations (ISFSI), Research Reactors, and radioactive materials transport on Oregon highways (ORS 469). ODOE developed and maintains the Oregon CGS/Hanford Emergency Response Plan, Trojan ISFSI Plan, and the Radioactive Materials Transportation Plan. These plans define the state's role and responsibilities to prepare for, respond to, and recover from radiological emergencies that threaten the health and safety of Oregon citizens, the environment, and the region's economy. ODOE also reviews Oregon State University and Reed College Research Reactor Emergency Response Plans.

3.4.10 Environmental Quality, Oregon Department of (DEQ)

The Department of Environmental Quality (DEQ) is responsible for protecting and enhancing Oregon's water and air quality, managing the proper disposal of solid and hazardous wastes, providing assistance

in cleaning up contaminated properties, and enforcing Oregon's environmental laws. Some responsibilities throughout the State EOP include:

- Provide expertise on environmental effects of oil discharges or releases of hazardous materials, and environmental pollution control techniques.
- Provide investigative support and expertise on environmental and public health issues related to oil and hazardous material incidents
- Serve as a member of the Regional Response Team/Northwest Area Committee which Northwest Area Contingency Plan.
- DEQ may assist with hazardous materials clean up.
- DEQ also develops comprehensive plans and programs for air and water pollution control and solid and hazardous waste disposal.
- Coordinate with special teams (OSFM Hazardous Materials Teams, ODOT Incident Response Teams, USCG, EPA, local emergency responders and others).

3.4.11 Fish and Wildlife, Oregon Department of (ODFW)

ODFW is responsible for protecting the state's fish and wildlife and their habitats. Some responsibilities throughout the State EOP include:

- Serve as the point of contact for any zoonotic diseases involving wildlife.
- Assist in responding to a highly contagious/zoonotic disease, biohazard event, or other emergency involving wildlife.
- Maintain veterinary support capacity through the State Wildlife Veterinarian.
- Serve as a potential resource of feed for livestock shelter operations.
- Provide technical assistance related to the impacts of a disaster on threatened and endangered animal species.

3.4.12 Forestry, Oregon Department of (ODF)

ODF is responsible for protecting the state's forestlands and conserving forest resources. Some responsibilities throughout the State EOP include:

- Devise and use environmentally sound and economically efficient strategies which minimize the total cost to protect Oregon's timber and other forest values from loss.
- Work in conjunction as a fire protection agency with the Oregon State Fire Marshal's office and other agencies as needed.
- As described under ORS 477.005, preserve forests and the conserve forest resources through the prevention and suppression of forest fires in the state of Oregon.
- ODF operates within a complete and coordinated system of federal, state and local fire jurisdictional partners to meet its primary mission of protecting forest resources, second only to

saving lives. Structural protection, though indirect, shall not inhibit protection of forest resources.

- Through the Fire Mobilization Plan, mobilize response to emergencies including incident management teams, public information personnel, radio systems, communications trailers, kitchens, shower units, and other support services.
- Support at least three, thirty-three person Type 1 incident management teams. The teams are staffed with ODF employees across the state plus one Fire Service - structural liaison for each team.
- ODF operates the Salem Coordination Center, which is responsible to coordinate the distribution of ODF assets statewide. Area Headquarters located throughout the state direct response activities of ODF assets.

3.4.13 Geology and Mineral Industries, Oregon Department of (DOGAMI)

DOGAMI's mission is to provide earth science information and regulation to make Oregon safe and prosperous.

The department studies and maps geologic hazards, informs governments and the public about the hazards, and works actively to reduce future loss of life and property.

3.4.14 Health Authority, Oregon (OHA)

OHA is responsible for protecting the public health of all Oregonians and is responsible for the state's public health emergency preparedness programs:

- Health Security Preparedness & Response Program (HSPRP) improves public health preparedness capacity by ensuring coordination among tribes, local, regional, state and federal agencies and private health care partners before, during and after emergency events where the public's health is an issue. The Program Planning and Evaluation section manages the training of public health, hospital, and other relevant partners in various aspects of preventing and responding to public health emergencies.
- Epidemiology and Surveillance Program is responsible for the identification, investigation, and prevention of diseases caused by infectious agents. This program conducts disease surveillance; collects and analyzes surveillance data; publishes public health recommendations; develops disease prevention, preparedness and response guidelines; and investigates and helps control disease outbreaks.
- Acute and Communicable Disease Prevention Program provides epidemiologic and clinical expertise and guidance to the Incident Commander and develops guidance on disease related risks.
- Public Health Laboratory serves as a level 3 bio-safety facility for biological clinical and unknown environmental sample testing (human chemical testing is provided by state public health labs in Alaska, Washington and Idaho).

- Provides biological confirmatory testing, and chemical specimen collection and specimen referral guidance to Oregon Sentinel Laboratory Response Network (LRN) laboratories.
- Manages the Oregon Laboratory Response Network that supports environmental and human testing of unknown biological and chemical threat agents.
- Emergency Medical Services (EMS) Section develops situational awareness of EMS resources; communicates with EMS providers; and coordinates realignment of EMS resources during a surge event. They coordinate statewide trauma system planning, ambulance service area planning, and develops standards for ambulance personnel and emergency medical technicians.
- Office of Environmental Public Health (OEPH) assures statewide control of environmental hazards through drinking water protection, radiation protection, environmental toxicology and epidemiology programs and regulation of food, pool and lodging facilities.
 - Drinking Water Program administers and enforces drinking water quality standards for public water systems. It provides guidance on prevention of and response to water system contamination.
 - Radiation Protective Service provides radiation monitoring expertise and is the state's primary radiological response organization. It also provides radiation monitoring training to local government emergency response agencies.
 - Environmental Toxicology Section protects the health and safety of the public from environmental hazards.

3.4.15 Housing and Community Services, Oregon (OHCS)

Oregon Housing and Community Services is Oregon's housing finance agency, providing financial and program support to create and preserve opportunities for quality, affordable housing for Oregonians of lower and moderate income.

OHCS administers programs that provide housing stabilization – from preventing and ending homelessness, assisting with utilities to keep someone stable, to financing multifamily affordable housing, to encouraging homeownership. Some responsibilities throughout the State EOP include:

- Provide financial and program support to create and preserve opportunities for quality, affordable housing and supportive services for moderate, low, and very-low income Oregonians.
- Lead the State Disaster Housing Task Force.

3.4.16 Human Services, Oregon Department of

ODHS is the principal human services agency for the state including services for those Oregonians who are least able to help themselves. ODHS provides services for low-income Oregonians, seniors, persons with disabilities, and other populations with special needs. Some responsibilities throughout the State EOP include:

- Provide a State Individual Assistance Officer (State IAO) under a Presidential Individual Assistance declaration.
- Activate certain activities related to children's services, senior services, and disability services programs.
- As a State Distributing Agency, coordinate provision of USDA Food and Nutrition Service (FNS) commodities (Supplemental Nutrition Assistance Program [SNAP]).
- As a State Distributing Agency, coordinate provision of USDA Food and Nutrition Service (FNS) commodities (Temporary Emergency Food Assistance Program).

3.4.17 Judicial Department, Oregon (OJD)

Oregon state courts include the Supreme Court, Court of Appeals, Tax Court, and 36 circuit courts in 27 judicial districts. These state courts are part of the Oregon Judicial Department. The Chief Justice of the Supreme Court is the administrative head of the Oregon Judicial Department, which is a statewide, unified court system with almost 200 judges.

- Security and Emergency Preparedness Office (SEPO) manages personal and physical security, emergency preparedness and business continuity for the Oregon Judiciary.

3.4.18 Justice, Oregon Department of (ODOJ)

DOJ is responsible for general counsel and supervision of all civil actions and legal proceedings in which the state is a party or has an interest. The DOJ, through the Attorney General, also has full charge and control of all the state's legal business that requires the services of an attorney or legal counsel. Key responsibilities for the DOJ include:

- Facilitate operation of the Oregon TITAN Fusion Center.
- Develop and maintain a liaison between local, state and federal law enforcement agencies in Oregon, assisting them in the investigation and suppression of organized criminal activity and encouraging cooperation among those agencies.
- Conduct comprehensive factual studies of organized criminal activity in Oregon, outlining existing state and local policies and procedures with respect to organized crime and formulating and proposing such changes in those policies and procedures as the Department may deem appropriate.
- The Crime Victims Services Division of the DOJ hosts a statewide team of multidisciplinary trained crisis responders to assist in the aftermath of a disaster. The Crisis Response Team (CRT) has the capacity to mobilize on a county or state level to help groups of affected people to cope with immediate crisis reactions and plan for ongoing support in the aftermath of an incident of criminal mass trauma. The Division is also responsible for assisting victims in accessing emergency Crime Victims' Compensation and ensuring that victims' rights notification takes place and that victims' rights are honored. The Division works in collaboration with local Victim Assistance and non-profit victim service programs, the FBI Victim Assistance, the Red Cross, DHS Behavioral Health staff and the National Organization for Victims' Assistance (NOVA).

3.4.19 Land Conservation and Development, Oregon Department of (DLCD)

The Department of Land Conservation and Development (DLCD) administers Oregon's statewide land use planning program, and is responsible for ensuring that all cities and counties have adopted comprehensive plans that meet the state's planning goals. Some responsibilities throughout the State EOP include:

- Provide technical assistance to local and private sector partners regarding facilitation of economic recovery activities that require permits or waivers of state land use requirements
- Assist local and tribal partners in economic development activities.

3.4.20 Military Department, Oregon (OMD)

The Oregon Military Department's purpose is to administer, house, equip and train the Oregon National Guard - a ready force to support the Governor during unrest or natural disaster and as a reserve force to the United States Air Force and the United States Army.

- Activate and operate the Oregon National Guard Joint Operations Center.
- Provide support to civil authorities consistent with designated mission and capabilities.
- Direct use of state military resources.

3.4.21 Public Utility Commission, Oregon (OPUC)

PUC regulates customer services of the state's investor-owned electric, natural gas and telephone utilities; and certain water companies. Some responsibilities throughout the State EOP include:

- Serve as the liaison to the utilities and coordinate efforts for the response and restoration of impacted communications infrastructure during an incident or event.
- Facilitate the coordinated recovery of systems and applications from cyber-attacks.
- Assist in the coordination of transfer of personnel and resources from outside a disaster-affected area in accordance with existing Mutual Aid Agreements (MAAs), as needed.
- Coordinate with utility partners to evaluate needs and coordinate assets and capabilities to address shortages or outages.
- Communicate and coordinate with interstate partners to address ingress and egress amongst neighboring states.
- Communicate with federal partners to maintain situational awareness when incident impairs interstate services.
- Ensure that utilities and companies have adequate emergency preparedness plans in place.

3.4.22 Secretary of State's Office, Oregon (SecState)

The Oregon Secretary of State's Office is comprised of several divisions, including the Archives Division, Audits Division, the Office of Small Business Assistance, the Human Resources Division, the Executive Office, and two additional divisions detailed below.

The Elections Division is responsible for supervising all elections, local and statewide.

The Corporation Division is responsible for providing a one stop shop for Oregon businesses to register and start operations. Some responsibilities throughout the State EOP include:

- Maintain a statewide database of registered businesses.
- Provide technical assistance to support small businesses during response and recovery.
- Ensure adequate security measures are implemented to protect the state against cyber-attacks.

3.4.23 State Lands, Oregon Department of (DSL)

DSL is responsible for management of state-owned grazing and agricultural land as well as off-shore land, estuarine tidelands, and submerged submersible lands of the state's navigable waterway system. Some responsibilities throughout the State EOP include:

- Provide vital information to Public Utilities Commission and other primary or supporting state agencies regarding locations and access to all state-owned lands and waterways.
- Issue special permits for access across controlled or private lands and waterways.
- Administer the state's removal-fill law to protect state waterways after a disaster.

3.4.24 State Police, Oregon (OSP)

The State Police are empowered to enforce all Oregon Statutes without limitation by county or other political subdivision. During emergency incidents, however, law enforcement within the affected area remains the responsibility of local authorities along established jurisdictional boundaries, unless state assistance is requested or required by statute.

Because OSP is often first on-scene during an emergency, it may act as an initial incident command agency until the local incident command agency is on-scene, or if no local agency is available. In addition to enforcement and specific services, OSP provides for the protection of life and property, traffic control, crowd control, communications, emergency first aid, site security, and security for vital state facilities and critical infrastructure. In addition, the following specific functions or divisions are a part of OSP:

- Oregon Emergency Response System (OERS): OERS is the 24-hour primary point of contact by which any public agency provides the state notification of an emergency or disaster, or requests additional resources.
- Criminal Justice Information Systems (CJIS): Law Enforcement Data Systems (LEDS). CJIS/LEDS is the focal point and "control agency" for access by law enforcement and criminal justice agencies in Oregon to the online information in the Federal Bureau of Investigations (FBI) National Crime Information Center (NCIC). Since CJIS/LEDS computer terminals are located statewide in all law enforcement agencies and most public safety agencies, the system is used to relay critical public safety information both day-to-day and during disasters.
- Medical Examiner Division: The purpose of the Medical Examiner Division is to provide direction and support to the state death investigation program. The Medical Examiner

manages all aspects of the state medical examiner program and has responsibility for technical supervision of county offices in each of the 36 counties of Oregon. The main activity of the division is to certify the cause and manner of a death requiring investigation within the authority of ORS Chapter 146.

3.4.25 State Fire Marshal, Office of (OSFM)

As a division of Oregon State Police, OSFM is charged with protecting citizens, their property, and the environment from fire and hazardous materials.

- Manage the response to hazardous material spills.
- Oversee the training, equipment and response activities of the state's 14 regional hazardous materials (HAZMAT) response teams.
- Direct the maintenance and use of the statewide Fire Net/HAZMAT microwave relay radio system.
- Responsible for the duties of the State Emergency Response Commission under SARA Title III and Oregon statute. OSFM coordinates and oversees Local Emergency Planning Committees throughout Oregon.
- Ensure that parties responsible for the incidents are billed for the cost of mitigation and that the contracted teams are compensated for the allowable expenses.
- Manage and coordinate Oregon's firefighting activities by mobilizing firefighting resources in support of state, federal, and local wildland, rural, and urban firefighting agencies.
- As described in the *State Fire Service Mobilization Plan*, coordinate and direct the activities of all structural firefighting resources of the state through the organization of state and county fire defense boards and their respective mutual aid agreements.
- Planning and implementing response by structural firefighting forces called up by the Governor under the *Conflagration Act* (ORS 476.510 to 476-610).
- Additionally, OSFM is responsible to coordinate and direct the training, equipment and use of the state's structural collapse resources.

3.4.26 Transportation, Department of (ODOT)

The role of ODOT is to provide a safe, efficient transportation system that supports economic opportunity and livable communities for Oregonians. ODOT develops programs related to Oregon's system of highways, roads, and bridges; railways, public transportation services, transportation safety programs; driver and vehicle licensing; and motor carrier regulation. As the designated road authority for state highways (including Interstates), ODOT, in addition to the Governor, is authorized by ORS 810.030 to close state highways and re-route traffic. Oregon State Police and local law enforcement agencies assist with this activity. ODOT provides barricades and personnel to implement a closure or detour. ODOT Motor Carrier Transportation Division and the Driver and Motor Vehicle Services Division provide information about drivers, motor carriers, and vehicles to law enforcement through CJIS/LEDS. ODOT preparedness, response, and business continuity activities are described in the ODOT Emergency Operations Plan. ODOT also maintains Oregon's Emergency Highway Traffic Regulation (EHTR) Plan

which contains coordination procedures for supporting military deployments while managing civilian traffic during national security emergencies.

- ODOT maintains an extensive radio network allowing direct communications with ODOT personnel in the field. The ODOT radio network is accessible from the OERS Communications Center and from the Northwest Transportation Operations Center in Salem.
- The Highway Division is responsible for maintaining Oregon's highways, bridges and other infrastructure. Since many of the Operations' personnel and equipment are permanently assigned to all areas of the state, they comprise an invaluable source of authoritative information on local conditions. ODOT personnel, to include retirees, provide essential assistance to the state in emergencies where public infrastructure is affected.
- ODOT provides receipt, storage, and staging support for and transportation of the Strategic National Stockpile when deployed in the State of Oregon.
- ODOT provides transportation of the Oregon Urban Search and Rescue Task Force equipment trailers and also provides Structural Specialist members of the Task Force.
- ODOT operates an Agency Operations Center in Salem, and five Regional Emergency Operations Centers throughout the state. The Agency Operations Center serves as the agency-wide coordination point for ODOT emergency response activities. Its duties also include coordinating ODOT activities needed under the Federal Highway Administration's Emergency Relief Program.
- The function of each Regional Operations Center is to control and direct ODOT activities within the region. The Regional Operations Centers' locations are:
 - Region 1 In Portland
 - Region 2 in Salem
 - Region 3 in Roseburg
 - Region 4 in Bend
 - Region 5 in La Grande

3.4.27 Water Resources Department (WRD)

Water Resources manages Oregon's public water supply to sustain the economy, quality of life and natural heritage. By law, all surface and groundwater in Oregon is public. WRD monitors water levels at hundreds of stream, reservoir and well gauging stations statewide, maps and studies underground aquifers, and helps design long-term water plans for river basins.

The dam safety program reviews and approves for construction, rehabilitation or modification the designs for hydraulic structures that exceed height and storage capacity defined by statute. The agency licenses well drillers, and enforces the proper construction and abandonment of all subsurface well penetrations, with few exceptions. Following a Governor's Drought Declaration, WRD may exercise emergency water rights authority by waiving or changing policies and procedures following an event that requires such action.

3.4.28 Other Agencies

Agencies respond as required by the situation or Governor Executive Order. In addition, the following non-governmental organizations may be critical partners in response:

American Red Cross (ARC)

ARC provides a representative to the State ECC when activated to serve as a liaison between state agency response, local county efforts, and Oregon Volunteer Organizations Active in Disaster (ORVOAD) groups. ARC coordinates efforts to provide sheltering, mass feeding, disaster welfare information and assist in management of donated goods to people who have been affected following a disaster. ARC serves as the triggering mechanism to involve those VOAD agencies necessary to assist in victim relief. ARC also acts as a liaison with the FEMA Volunteer Agencies (VOLAG) and with the Joint Field Office (JFO).

See ESF 6 – Mass Care, Emergency Assistance, Housing and Human Services for additional information.

Amateur Radio Services

Amateur radio services groups are volunteers trained in the operation of amateur radio equipment. They are often utilized before, during and after an emergency or disaster where normal radio, phone, cellular, or internet communications are not functioning. In a disaster or event which requires activation of these systems, volunteers use the pre-positioned and mobile amateur radio equipment to provide communication support between all levels of government and agencies to support the response and recovery efforts. The operators in the State ECC facilitate communication to ensure that requests for state supplies and resources are received by emergency management personnel.

See ESF 2 – Communications for additional information.

Civil Air Patrol (CAP)

CAP is a volunteer organization that equips and staffs, as requested, a communications position for the ECC. CAP directly supports agencies by providing such services as airborne search, airborne disaster assessment, airborne and ground Electronic Locator Transmitter (ELT) tracking, transportation of officials, and assistance in a variety of ground operations. It also has an extensive communications network.

Oregon Voluntary Organizations Active in Disaster

Consisting of voluntary organizations with disaster relief roles, Oregon Voluntary Organizations Active in Disaster (ORVOAD), in partnership with the state and local governments, assists in post-disaster clean-up; shelter and mass care, water, and food; transportation; child and animal care; disaster welfare inquiry; counseling; building repair; warehousing and disbursement of donations, such as clothing, building materials, and money; as well as the provision and management of volunteers.

ORVOAD is a member organization that operates under bylaws, and is part of a larger family of state VOADS, organized under a national umbrella known as the National Voluntary Organizations Active in Disaster (NVOAD).

In addition to its response and recovery roles, ORVOAD serves as a forum where organizations share knowledge and resources throughout the disaster cycle; it provides training to members to increase

preparedness; encourages the formation of county-level VOADs; gives guidance to state and regional volunteer organizations active in disaster response; and supports appropriate legislation.

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4 Concept of Operations

4.1 General

Across Oregon, emergencies and disasters are managed at the lowest jurisdictional level possible for effective response. Thus, many incidents are resolved every day by public safety responders within the parameters of their standard resources. In all incidents, life safety is the top priority of state agencies and emergency response personnel.

As the state emergency management agency, OEM is designated by the governor to coordinate the state response to events that ‘causes or threatens widespread loss of life, injury to person or property, human suffering or financial loss.’ (ORS 401.025). This includes coordination with counties and tribes on emergency management activities in their areas.

This coordination is enacted through the activation and staffing of OEM duty officers and the State Emergency Coordination Center, which is described in greater detail in Chapter 5—Emergency Coordination. The State ECC is also the designated contact for requesting resources from out of state, or from federal agencies.

The OEM Director also advises the governor on and directs the preparation of any request for a Presidential disaster declaration.

4.2 Disaster Declaration Process

The Governor can declare a state of emergency by an executive order under authority granted in Oregon Revised Statutes.

Under a declaration, the Governor has complete authority over all state agencies including personnel, equipment and facilities for response to the emergency. This authority is executed as strategic direction, enacted via the State ECC, with operational control of resources most often resting with local public safety command structures.

Likewise, in a declaration the Governor may also suspend orders or administrative rules if compliance would impede response to the emergency. There are some related but lower-order actions related to emergency response activities—including emergency medical services provider licensing and utility crew highway requirements—that can be enacted by other state officials or are already established in law. In some of those actions, a declaration by the governor may not be necessary.

Generally, state declarations of emergency are made in response to requests from local or tribal emergency management programs, and will cover a geographic area limited to the impacts of the emergency. During widespread or catastrophic disasters, however, the Governor may declare a statewide emergency specific to that event.

Further, there are several specific types of declarations available, depending on the nature of the emergency. These include fires, public health events, energy resource emergencies, and droughts. Each of them is defined by a section of the Oregon Revised Statutes, and procedures are maintained by agencies responsible for those types of events. Incident Annexes or ESF Annexes in this plan contain

additional information, as does the document ‘Declaration Guidelines for Local Elected and Appointed Officials,’ published by OEM and available on the OEM website.

4.3 Governmental Coordination

Local governments may declare a disaster, depending on their statutes, in order to effect incident response actions within their jurisdiction. If local resources are exhausted and further assistance is needed, then the executives or elected officials of those governments may request a declaration and additional state resources from the Governor.

Oregon Revised Statutes define some coordinating relationships among state and local emergency management programs. Counties must develop emergency management programs, and cities may do so, but cities must act through their contiguous counties in order to request state assistance.

Sovereignty of tribal nations introduces a different aspect of coordination, particularly since Public Law 280 and Public Law 638—and, in some cases, still-extant treaties--create a variety of relationships with state and federal government.

Thus, the Stafford Act establishes two paths for tribal nations to choose between when declaring a disaster—they may either participate with counties and request a declaration from the Governor, or they may individually declare directly to the FEMA Regional Administrator.

5 Emergency Coordination

5.1 Introduction

The State of Oregon has established a system for emergency management under the direction and control of the Governor that is coordinated by the Director of the Oregon Office of Emergency Management (OEM).

ORS 401.092 states that the Director of OEM is responsible for coordinating all public and private organizations that provide emergency services within Oregon and for staffing the State of Oregon Emergency Coordination Center (State ECC).

This section of the Basic Plan describes the emergency management system. It describes how the state's emergency decision-makers and emergency management personnel are organized and how the state will carry out its functions in any incident that requires State ECC activation.

5.2 State Emergency Coordination Center (State ECC)

The purpose of the State ECC is to provide a centralized location during emergencies and disasters where state officials may coordinate activities and implement direction from the Governor to provide an integrated state response. The primary responsibility of the State ECC is to provide information, policy direction, and resource coordination in response to an emergency or disaster.

The State ECC is a dual-function facility located within the day-to-day office of OEM, which is a controlled access facility at all times.

5.3 Activation

The following individuals have the authority to activate the State ECC:

- The Governor
- Governor's Public Safety Policy Advisor
- The Adjutant General
- OEM Director
- OEM Deputy Director
- OEM Executive Duty Officer

Incidents within Oregon are monitored and managed in three different stages, described in greater detail below:

5.3.1 Oregon Emergency Response System (OERS)/Steady State

The OERS Communication Center serves as the 24x7 answering point for notifications of all incidents, whether natural, technological, or human-caused. Based on the situation, appropriate local, state and federal agencies may be notified.

5.3.2 OEM Duty Officer Monitoring/Enhanced Watch

If OEM's Executive Duty Officer (EDO) is notified of an event by OERS s/he may begin monitoring of the incident or assign an OEM Staff Duty Officer (SDO) to maintain situational awareness. Should the situation escalate, or it requires assistance from several State agencies, or more than one County or Tribe has been impacted by the event, the State ECC may be activated at the direction of OEM's EDO.

5.3.3 State ECC Activation

During an activation, all appropriate State ECC positions are filled. The ECC Manager will notify the appropriate State agencies and partners they are required to send staff to the State ECC. Representatives of the Oregon Military Department, Department of Administrative Services, Oregon Department of Transportation, Oregon Department of Environmental Quality, Oregon State Police, and the Oregon Health Authority represent a core group that is essential to handle most major emergencies. The situation may require the participation of other key agencies, depending on the nature of the incident, as well as 24x7 staffing.

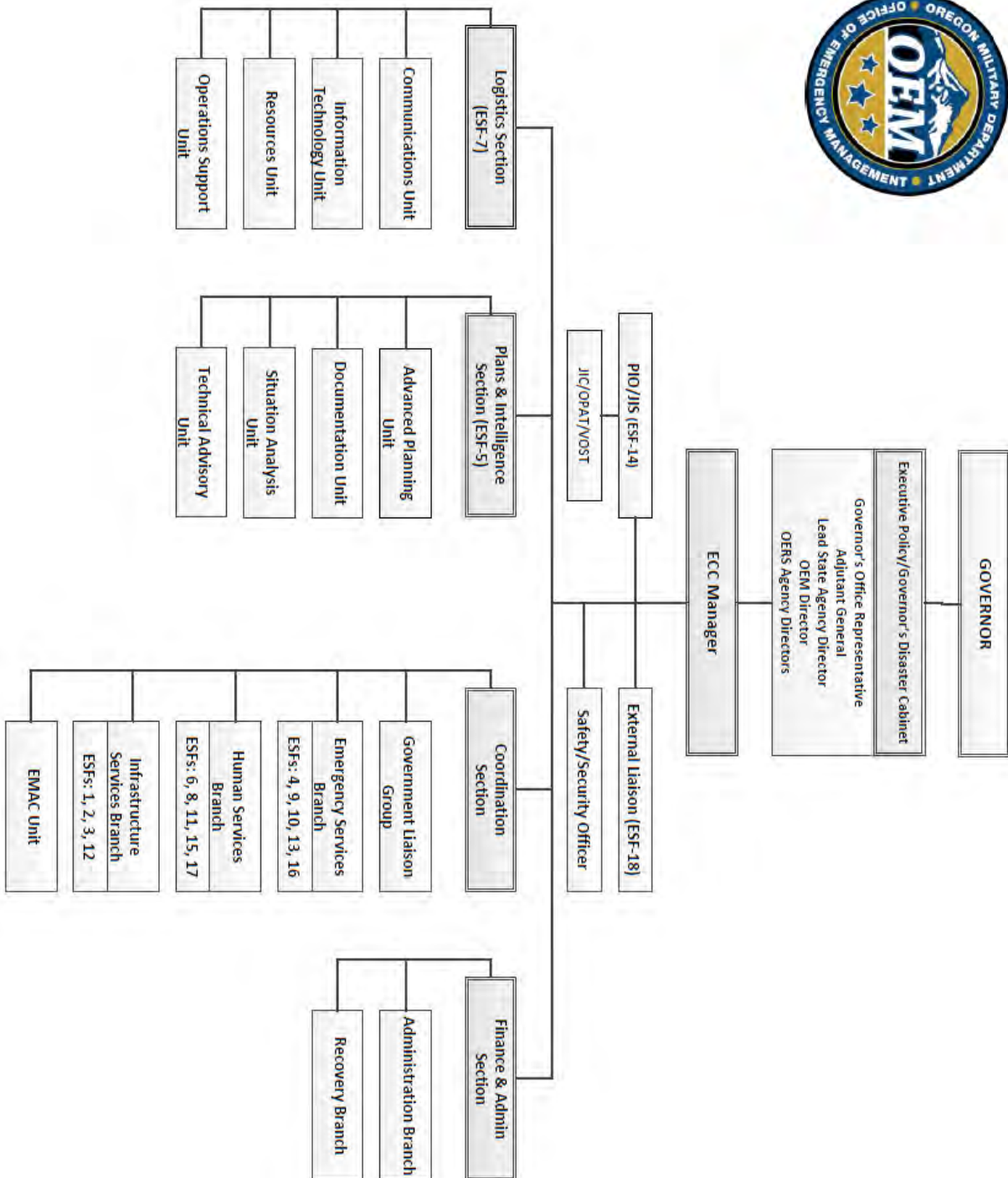
5.4 Notification

Once it is determined the State ECC will be activated, the EDO notifies the on-duty ECC Manager. The ECC Manager notifies applicable OEM staff and ensures notifications occur to the needed state agencies, based on the situation and hazard.

5.5 State ECC Organization

When activated the State ECC is organized as depicted in Figure 5-1 and is intended to coordinate with the federal Emergency Support Functions (ESFs). State, federal and non-governmental agency representatives staffing the State ECC are organized as listed below. Each position described below is fully defined by position description and standard operating guidelines.

1. Executive Policy Group
2. Coordination Section
3. Plans and Intelligence Section
4. Logistics Section
5. Finance and Recovery Section



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5.6 ECC Functions

5.6.1 Executive Policy Group

This group provides direction and leadership during the incident. The Executive Policy Group includes the Governor, the Adjutant General, the OEM Director and the Lead State Agency Director and/or their respective designees.

The Governor may choose to activate the Governor's Disaster Cabinet (GDC). The GDC is comprised of the directors of each OERS Council agency, is chaired by the Director of the Department of Administrative Services or other Governor's designee, and includes The Secretary of State and State Treasurer. The GDC is an expanded version of the Executive Policy Group. The OEM Director serves as the liaison to the State ECC for both the GDC and the Executive Policy Group.

ECC Manager. This position provides direction and control within the State ECC and ensures appropriate ESF, state agency and non-governmental representatives are present. The position reports to the Executive Policy Group.

External Liaison. This position serves as the point of contact and information for agencies not represented in the State ECC. Serves as a primary point of contact for FEMA or other federal partner representatives. This position reports to the ECC Manager.

Public Information Officer. This position provides information about emergency conditions, actions being taken to respond to the emergency and any instructions or actions that should be taken to protect or warn the public. May establish a Joint Information Center (JIC) if the emergency involves multiple jurisdictions and/or several responding state agencies. This position reports to the ECC Manager.

5.6.2 Coordination Section

The Coordination Section implements the goals and objectives of the Executive Policy Group by directing state agency response to local and tribal governments.

Coordination Section Chief. This position is responsible for assigning local and tribal requests for assistance to state agencies. In the absence of a state owned asset, the Coordination Section Chief determines if the Logistics Section will be assigned to rent, lease, or purchase said asset; an Emergency Management Assistance Compact (EMAC) or Pacific Northwest Emergency Management Arrangement (PNEMA) request will be issued; or a request for federal assistance will be sent to FEMA. The position reports to the ECC Manager.

EMAC Unit. This unit is responsible for submitting requests for assistance to EMAC and/or PNEMA partners at the direction of the Coordination Section Chief. Negotiates the contract between Oregon and the responding State/Province. Tracks and monitors all EMAC/PNEMA assets deployed within Oregon. This position reports to the Coordination Section Chief.

Government Liaison Unit. This unit, typically staffed by OEM personnel, serves as the primary point of contact with affected county and tribal jurisdictions. They process requests for assistance, provide information to and from the State ECC and collect and file important documents (such as declarations and situation reports) related to a specific jurisdiction. This position reports to the Coordination Section Chief.

ESF 1-18 and State Agencies Representatives. State agency representatives serve as a liaison between the State ECC and their respective agency operation centers (AOC). State agencies in this group are tasked with mission assignments by the Coordination Section Chief and allocate available resources from their agencies. Each agency is responsible for tracking their available and deployed resources. They coordinate with counterparts from federal and other state governments.

In the event of an activation, ESF branches may be established based on operational need or span of control; other organizations may include task forces, composed based on the circumstances of the emergency or disaster. ESFs are frequently organized as follows:

- **Emergency Services Branch**
 - ESF 4, 9, 10, 13, 16
- **Health and Human Services Branch**
 - ESF 6, 8, 11, 15, 17
- **Infrastructure/Private Sector Branch**
 - ESF 1, 2, 3, 12, 18

Non-Governmental Organizations are also sometimes included in State ECC activations.

- **ESF-6, 11 & 15:** The American Red Cross (ARC), Oregon Food Bank and Oregon Volunteer Organizations Active in Disasters (ORVOAD) are typically activated when sheltering, feeding, or management of volunteers or donations is imminent.
- **ESF-18:** Select private sector partners or associations may be activated based on the hazard and situation and the need for specific technical advice or assistance.

5.6.3 Plans and Intelligence Section (ESF-5)

The Plans and Intelligence Section collects, evaluates and disseminates information about developing emergencies and monitors the deployment of state resources. This section examines existing conditions and plans an appropriate response.

Planning Section Chief. This individual is responsible for the collection, evaluation, dissemination and use of information about the development of the incident and the status of resources. Information is needed to understand the current situation, predict the probable course of incident events and prepare alternative strategies for the incident. This position reports to the ECC Manager.

Situation/Analysis and Intel Unit. Collects information and maintains a log of significant events in the State ECC. Records briefing notes and prepares the ECC Situation Report (SITREP) and ECC Action Plan (EAP) by working with ECC Section Chiefs. This position reports to the Planning Section Chief.

GIS Unit. Generates and updates maps of the affected regions and manages the RAPTOR data tool. This position reports to the Planning Section Chief.

Technical Specialists. This group consists of agency representatives who understand the technical implications of the hazard(s) at hand. State agencies that respond to hazard specific events may provide technical specialists and planners. This position reports to the Planning Section Chief.

5.6.4 Resource Management (Logistics) Section (ESF-7)

Procures resources requested by local and tribal governments in the absence of other state agencies being able to provide the assistance and provides logistical support to the State ECC.

Logistics Section Chief. This position is responsible for providing facilities, services, and material in support of the incident. This position reports to the ECC Manager.

ECC Support Branch. This is staffed primarily by OEM personnel. The Unit provides or orders the resources necessary for management of the State ECC and its associated facilities, including office supplies, meals, maintenance, and facility security services. This position reports to the Logistics Section Chief.

Procurement Unit. Coordinates with state agencies on the emergency use of state credit cards for purchasing items in support of the disaster. This position reports to the Logistics Section Chief.

Auxiliary Emergency Communication Unit. Provides alternate means of communications between the State ECC and affected jurisdictions. This position reports to the Logistics Section Chief.

Information Technology Unit. Maintains the local area network and computer work stations for the State ECC. Provides technical assistance as required, including for systems such as OpsCenter. This position reports to the Logistics Section Chief.

5.6.5 Finance and Recovery Section

This section collects and evaluates initial damage assessment (IDA) information (including financial figures) from local, tribal, and state governments. The information is used as a basis to determine the need for a joint local-state-federal preliminary damage assessment (PDA), which is the basis for receiving a federal emergency or disaster declaration. This section determines potential funding sources for response and recovery efforts. It advises state agencies about financial aspects of their coordination with federal officials in major disasters. While OEM provides the basic staff, the section chief may request that financial managers be recruited from other agencies if necessary.

Finance and Recovery Section Chief. During the transition from response to recovery, this position serves as the primary point of contact with the Federal Emergency Management Agency (FEMA). Typically the Finance Section Chief is named as the State Coordinating Officer (SCO) once a federal Joint Field Office (JFO) is established. This position reports to the ECC Manager.

Administrative Branch. This branch collects data on costs associated with state government response to the disaster. It also tracks costs associated with the activation and staffing of the State ECC.

Recovery Branch. This branch collects and analyzes initial damage assessment forms for both IDA and PDA. Staff coordinates with FEMA on the state's federal disaster declaration request. This Branch is the first to transition to a JFO once recovery is initiated.

5.7 Demobilization

As the event transitions from response to recovery, State ECC operations scale down accordingly. The ECC Manager and Coordination Section Manager release staff members as the situation dictates until the State ECC is officially de-activated for the incident.

Debriefings are scheduled and conducted by the ECC Manager or Executive Duty Officer. All logs and records are provided to the Planning Section or ECC Manager to become part of the official record of the event. An after-action report on the State ECC activation is developed and distributed by a designee from the OEM Director. Areas needing improvement or corrective action are tracked and monitored for completion by the same designated OEM staff member.

A Forms and Templates

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B Acronyms and Glossary

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LIST OF ACRONYMS

AERO	Department of Aviation
AOC	Agency Operations Center
CAP	Civil Air Patrol
CBRNE	Chemical, Biological, Radiological, Nuclear, Explosive
CI/KR	Critical Infrastructure / Key Resource
DAS	Department of Administrative Services
DCBS	Department of Consumer and Business Services
DEQ	Department of Environmental Quality
DHS	Department of Homeland Security
DHS	Department of Human Services
DLCD	Department of Land Conservation and Development
DOC	Department of Corrections
DOGAMI	Department of Geology and Mineral Industries
DOJ	Department of Justice
DSL	Department of State Lands
ECC	Emergency Coordination Center
EHTR	Emergency Highway Traffic Regulation
ELT	Electronic Locator Transmitter
EMP	Emergency Management Plan
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FBI	Federal Bureau of Investigation
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
GIS	Geographic Information System

HAZMAT	Hazardous Materials
HSPD	Homeland Security Presidential Directive
IAP	Incident Action Plan
ICS	Incident Command System
IDA	Initial Damage Assessment
JIC	Joint Information Center
JFO	Joint Field Office
LEDS	Law Enforcement Data System
NCP	National Oil and Hazardous Substance Pollution Contingency Plan
NIMS	National Incident Management System
NGO	Non-Governmental Organization
NOAA	National Oceanic and Atmospheric Administration
NRF	National Response Framework
ODA	Oregon Department of Agriculture
ODE	Oregon Department of Education
ODOE	Oregon Department of Energy
ODF	Oregon Department of Forestry
ODFW	Oregon Department of Fish and Wildlife
ODOT	Oregon Department of Transportation
OEM	Oregon Office of Emergency Management
OERS	Oregon Emergency Response System
OHA	Oregon Health Authority
OHSU	Oregon Health Sciences University
OMD	Oregon Military Department
OR-OSHA	Oregon Occupational Safety and Health Division
ORS	Oregon Revised Statute
ORVOAD	Oregon Volunteer Organizations Active in Disasters
OSFM	Oregon State Fire Marshal
OSP	Oregon State Police

PDA	Preliminary Damage Assessment
PUC	Public Utility Commission
SCO	State Coordinating Officer
SITREP	Situation Report
SSF	State Support Function
USCG	United States Coast Guard
USDA	United States Department of Agriculture
VOAD	Volunteer Organizations Active in Disasters
VOLAG	Voluntary Agencies
WRD	Water Resources Department

GLOSSARY

Actual Event: A disaster (natural or man-made) that has warranted action to protect life, property, environment, public health, or safety. Natural disasters include earthquakes, hurricanes, tornadoes, floods, etc.; man-made (either intentional or accidental) incidents can include chemical spills, terrorist attacks, explosives, biological attacks, etc.

Adjunct Agencies: Organizations within the State ECC that may not be a part of state government but have direct interest in effective disaster recovery. Adjunct agencies may contribute expertise and assets to the response and recovery process.

Agency Operations Center (AOC): The location or locations from which individual state agencies control their resources and operations. Most state agencies have a single AOC, some have several regional AOCs.

Agency Representative: A person assigned by a primary, assisting, or cooperating state, local, or tribal government agency or private entity that has been delegated authority to make decisions affecting that agency's or organization's participation in incident management activities following appropriate consultation with the leadership of that agency.

Agency: A division of government with a specific function offering a particular kind of assistance. In ICS, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance).

All Hazards: Any incident caused by terrorism, natural disasters, or any CBRNE accident. Such incidents require a multi-jurisdictional and multi-functional response and recovery effort.

Assessment: The evaluation and interpretation of measurements and other information to provide a basis for decision-making.

Assignments: Tasks given to resources to perform within a given operational period that are based on operational objectives defined in the IAP.

Available Resources: Resources assigned to an incident, checked in, and available for a mission assignment, normally located in a Staging Area.

Branch: The organizational level having functional or geographical responsibility for major aspects of incident operations. A branch is organizationally situated between the section and the division or group in the Operations Section, and between the section and units in the Logistics Section. Branches are identified by the use of Roman numerals or by functional area.

Catastrophic Incident: Any natural or manmade incident, including terrorism that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions. A catastrophic event could result in sustained national impacts over period of time; almost immediately exceed resources normally available to state, local, regional, tribal and private-sector authorities in the impacted area; and significantly interrupt governmental operations and emergency services to such an extent that national security could be threatened. All catastrophic events are Incidents of National Significance.

Chief: The ICS title for individuals responsible for management of functional sections: Operations, Planning, Logistics, Finance/Administration, and Intelligence (if established as a separate section).

Command Staff: In an incident management organization, the Command Staff consists of the Incident Command and the special staff positions of Public Information Officer, Safety Officer, Liaison Officer, and other positions as required, who report directly to the Incident Commander. They may have an assistant or assistants, as needed.

Command: The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.

Coordinate: To advance systematically an analysis and exchange of information among principals who have or may have a need to know certain information to carry out specific incident management responsibilities.

Corrective Action: Improved procedures that are based on lessons learned from actual incidents or from training and exercises.

Critical Infrastructure: Systems and assets, whether physical or virtual, so vital to the United States that the incapacity or destruction of such systems and assets would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters. (Department of Homeland Security, *National Infrastructure Protection Plan, 2006*, Glossary of Key Terms)

Cyber: Pertaining to computers and their support systems, such as servers, routers, and switches, which support critical infrastructure.

Damage Assessment: The appraisal or determination of estimated damage, losses, and impacts resulting from an emergency or disaster. This estimate of the damages to a geographic area is made after a disaster has occurred and may serve as the basis for the Governor's request for a Presidential Major Disaster Declaration or other request for federal assistance. It also helps local, state, and federal agencies to determine resources that may be needed for recovery in the damaged areas.

Disaster: (See Major Disaster)

Disciplines: A group of personnel with similar job roles and responsibilities. [e.g. law enforcement, firefighting, Hazardous Materials (HazMat), Emergency Medical Services (EMS)].

Emergency Coordination Center (ECC): The purpose of the State ECC is to provide a centralized location where state officials may coordinate activities and implement direction from the Governor. The primary responsibility of the State ECC is to provide information, policy direction and coordination for a major emergency or disaster. This is achieved through a unified management approach.

Emergency Management Assistance Compact: The Emergency Management Assistance Compact is an interstate mutual aid agreement that allows states to assist one another in responding to all kinds of natural and man-made disasters. It is administered by the National Emergency Management Association.

Emergency Operations Center (EOC): The location at which the coordination of information and resources to support incident activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., federal, state regional, county, city, tribal) or by some combination thereof.

Emergency Support Functions (ESF): A functional area of response activity established to facilitate the delivery of Federal assistance required during the immediate response phase of a disaster to save lives, protect property and public health, and to maintain public safety. ESF represent those types of federal assistance that the state would most likely need because of the overwhelming impact of a catastrophic or significant disaster on its own resources and response capabilities or because of the specialized or unique nature of the assistance required. ESF missions are designated to supplement state and local response efforts.

Emergency: As defined by ORS 401.025: “Includes any man-made or natural event or circumstance causing or threatening loss of life, injury to person or property, human suffering or financial loss, and includes, but is not limited to, fire, explosion, flood, severe weather, drought, earthquake, volcanic activity, spills or releases of oil or hazardous material as defined by ORS 466.605, contamination, utility or transportation emergencies, disease, blight, infestation, civil disturbance, riot, sabotage, and war.”

Emergency: As defined by the Stafford Act (Public Law 93-288) “An emergency is any occasion or instance for which, in determination of the President, Federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.”

Evaluation: The process of observing and recording exercise activities, comparing the performance of the participants against the objectives, and identifying strengths and weaknesses.

Event: A planned, non-emergency activity. ICS can be used as the management system for a wide range of events, e.g., parades, concerts, or sporting events.

Exercise: Exercises are a planned and coordinated activity allowing homeland security and emergency management personnel (from first responders to senior officials) to demonstrate training, exercise plans, and practice prevention, protection, response, and recovery capabilities in a realistic but risk-free environment. Exercises are a valuable tool for assessing and improving performance, while demonstrating community resolve to prepare for major incidents.

Federal Assistance: Aid to those affected by disaster and state or local governments by federal agencies authorized to provide assistance under federal statutes.

Federal Coordinating Officer (FCO): The Federal Officer who is appointed to manage Federal resource activities related to Stafford Act disasters and emergencies. The FCO is responsible for coordinating the timely delivery of Federal Disaster assistance resources and programs to the affected state and local governments, individuals affected by a disaster, and the private-sector.

Federal Emergency Management Agency: The federal agency created in 1979 to provide a single point of accountability for all federal activities related to disaster mitigation and emergency preparedness, response, and recovery. The Federal Emergency Management Agency manages the President’s Disaster Relief Fund and coordinates the disaster assistance activities of all federal agencies in the event of a Presidential Disaster Declaration. On March 1, 2003, FEMA became part of the U.S. Department of Homeland Security (DHS). FEMA’s continuing mission within the new department is to lead the efforts to prepare the nation for all hazards and effectively manage federal response and recovery efforts following any national incident. FEMA also initiates proactive mitigation activities, trains first responders, and manages the National Flood Insurance Program.

Federal: Of or pertaining to the Federal Government of the United States of America.

Activation: During an activation of the State ECC, all essential staff positions are filled. The State ECC may be staffed on a 24-hour basis with representatives of OSP, ODOT, OMD, and other key agencies.

Function: Function refers to the five major activities in ICS: Command, Operations, Planning, Logistics, and Finance/Administration. The term function is also used when describing the activity involved, e.g., the planning function. A sixth function, Intelligence, may be established, if required, to meet incident management needs.

General Staff: A group of incident management personnel organized according to function and reporting to the Incident Commander. The General Staff normally consists of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief.

Governor's Authorized Representative (GAR): The individual empowered by the Governor, in accordance with the FEMA-State Letter of Agreement, to manage and coordinate the state's disaster response and recovery efforts following a federal Declaration of Emergency. Under **ORS 401.270** the OEM Director is designated as the GAR for certain disaster response and recovery activities.

Group: Established to divide the incident management structure into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. Groups, when activated, are located between branches and resources in the Operations Section.

Hazard Mitigation Plan: As defined by **44 CFR 206.401**: "Hazard mitigation plan means the plan resulting from a systematic evaluation of the nature and extent of vulnerability to the effects of natural hazards present in society and includes the actions needed to minimize future vulnerability to hazards. . ."

Hazard: Any situation with the potential for causing damage to people, property or the environment.

Hazardous Materials (HAZMAT): A flammable, corrosive, reactive or toxic chemical, infectious biological (etiological) agent, or radioactive material. A hazardous material can be either a material intended for use or a waste intended to be treated or disposed.

Homeland Security Presidential Directive (HSPD): Directive used by the President on matters pertaining to Homeland Security.

Incident Action Plan: An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

Incident Command System (see National Incident Management System)

Incident Commander (IC): The individual in charge of operations at any given time during an incident, emergency, major emergency, or disaster. In cases of multiple events or multiple locations there may be multiple Incident Commanders.

Incident Management Team: The IC and appropriate Command and General Staff personnel assigned to an incident.

Incident Objectives: Statements of guidance and direction necessary for selecting appropriate strategy(s) and the tactical direction of resources. Incident objectives are based on realistic

expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow strategic and tactical alternatives.

Incident: An occurrence or event, natural- or human-caused, that requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, wildland and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

Infrastructure: The manmade physical systems, assets, projects, and structures, publicly and/or privately owned, that are used by or provide benefit to the public. Examples of infrastructure include utilities, bridges, levees, drinking water systems, electrical systems, communications systems, dams, sewage systems, and roads.

Initial Response: Resources initially committed to an incident.

Interagency: An organization or committee comprised of multiple agencies.

Joint Field Office (JFO): A temporary Federal facility established locally to provide a central point for federal, state, local and tribal executives with responsibility for incident oversight, direction, and/or assistance to effectively coordinate protection, prevention, preparedness, response, and recovery actions. The JFO will combine the traditional functions of the JOC, the FEMA DFO and the JIC within a single federal facility. In the event of multiple incidents, multiple JFOs may be established at the discretion of the Secretary.

Joint Information Center (JIC): A facility staffed by officials of all affected jurisdictions or agencies to jointly coordinate the Public Information function during an emergency or disaster.

Joint Operations Center: The focal point for all investigative law enforcement activities during a terrorist or potential terrorist incident or any other significant criminal incident. The JOC is managed by the FBI's Special Agent in Charge (FBI SAC). The JOC becomes a component of the JFO when the JFO is established.

Jurisdiction: A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., city, county, tribal, state, or federal boundary lines) or functional (e.g., law enforcement, public health).

Lead State Agency: Within the State ECC, the state agency representative that provides technical direction and expertise in the Director's Section. The Lead State Agency is determined by plan, statute, Governor's direction or operational need.

Liaison Officer: A member of the Command Staff responsible for coordinating with representatives from cooperating and assisting agencies.

Liaison: A form of communication for establishing and maintaining mutual understanding and cooperation.

Local Government: A county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under state law), regional or interstate

government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal organization, or in Alaska a Native village or Alaska Regional Native Corporation; a rural community, unincorporated town or village, or other public entity. See Section 2 (10), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

Logistics Section: The section responsible for providing facilities, services, and material support for the incident.

Logistics: Providing resources and other services to support incident management.

Major Disaster: As defined under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5122), a major disaster is “any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this Act to supplement the efforts and available resources of states, tribes, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.”

Mitigation: (Part of the Emergency Management Cycle) Activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often developed in accordance with lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.

Mobilization: The process and procedures used by all organizations-state, local, and tribal-for activating, assembling, and transporting all resources that have been requested to respond to or support an incident.

Mutual Aid Agreement: Written agreement between agencies and/or jurisdictions that they will assist one another on request, by furnishing personnel, equipment, and/or expertise in a specified manner.

National Incident Management System: A system mandated by HSPD-5 that provides a consistent, nationwide approach for federal, state, local, and tribal governments; the private-sector; and NGO’s to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents regardless of cause, size, or complexity. To provide for interoperability and compatibility among federal, state, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the Incident Command System (ICS); multi-agency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

National Infrastructure Protection Plan: Provides a coordinated approach to critical infrastructure and key resources (CI/KR) protection roles and responsibilities for federal, state, local, tribal, and private-sector security partners. The NIPP sets national priorities, goals and requirements for effective distribution of funding and resources which will help ensure that our government, economy, and public services continue in the event of a terrorist attack or other disaster.

National Response Framework: A guide to how the Nation conducts all-hazards incident management. It is built upon flexible, scalable, and adaptable coordinating structures to align key roles and responsibilities across the Nation. It is intended to capture specific authorities and best practices for managing incidents that range from the serious but purely local, to large-scale terrorist attacks or catastrophic natural disasters. The National Response Framework replaces the former National Response Plan.

Non-Governmental Organization (NGO): A nonprofit entity that is based on interests of its members, individuals, or institutions and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit.

Operational Period: The time scheduled for executing a given set of operation actions, as specified in the Incident Action Plan. Operational periods can be of various lengths, although usually not over 24 hours.

Operations Section: The section responsible for all tactical incident operations. In ICS, it normally includes subordinate branches, divisions, and/or groups.

Oregon Emergency Response System (OERS): OERS is a service provided 24 hours a day as prescribed by **ORS 401.275**. OERS provides a coordinated state and federal response to incidents involving chemicals, petroleum products, biological agents, radioactive materials, and other technological and natural hazards. OERS is the point of contact for initiating state assistance in Search and Rescue activities. It is the only telephone number that local agencies need to call in order to notify the appropriate state and federal agencies (1-800-452-0311 or (503) 378-6377). OERS activities are governed by the OERS Council.

Oregon Volunteers Active in Disaster (OR-VOAD): An umbrella organization that brings together volunteer agencies whose missions are to provide emergency relief to Oregon's citizens beyond what is normally provided by government during emergencies and disasters.

Planning Section: Responsible for the collection, evaluation, and dissemination of operational information related to the incident, and for the preparation and documentation of the IAP. This section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

Planning: A method to developing objectives to be accomplished and incorporated into an EOP.

Preparedness (Part of the Emergency Management Cycle): The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process involving efforts at all levels of government and between government and private-sector and non-governmental organizations to identify threats, determine vulnerabilities, and identify required resources.

Presidential Declaration: A formal declaration by the President that an Emergency or Major Disaster exists based on the request for such a declaration by the Governor and with the verification of FEMA preliminary damage assessments.

Prevention: (Part of the Emergency Management Cycle) Actions taken to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions taken to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance

and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

Private Sector: Organizations and entities that are not part of any governmental structure. It includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, and private voluntary organizations.

Processes: Systems of operations that incorporate standardized procedures, methodologies, and functions necessary to provide resources effectively and efficiently. These include resource typing, resource ordering and tracking, and coordination.

Public Assistance Program: The program administered by FEMA that provides supplemental Federal disaster grant assistance for debris removal and disposal, emergency protective measures, and the repair, replacement, or restoration of disaster-damaged, publicly owned facilities and the facilities of certain private nonprofit organizations.

Public Health: Protection, safety, improvement, and interconnections of health and disease prevention among people, domestic animals and wildlife.

Public Information Officer (PIO): A member of the Command Staff responsible for interfacing with the public and media or with other agencies with incident-related information requirements.

Qualification and Certification: This subsystem provides recommended qualification and certification standards for emergency responder and incident management personnel. It also allows the development of minimum standards for resources expected to have an interstate application. Standards typically include training, currency, experience, and physical and medical fitness.

Recovery Plan: A plan developed by a state, local, or tribal jurisdiction with assistance from responding Federal agencies to restore the affected area.

Recovery: (Part of the Emergency Management Cycle) The development, coordination, and execution of service- and site-restoration plans for impacting communities and the reconstitution of government operations and services through individual, private-sector, non-governmental, and public assistance programs that identify needs and define resources; provide housing and promote restoration; address long-term care and treatment of affected persons; implement additional measures for community restoration; incorporate mitigation measures and techniques, as feasible; evaluate the incident to identify lessons learned; and develop initiatives to mitigate the efforts of future incidents.

Resource Management: Efficient incident management requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under the NIMS includes mutual-aid agreements; the use of special state, local, and tribal teams; and resource mobilization protocols.

Resources: Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an EOC/ECC.

Response: (Part of the Emergency Management Cycle) Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of incident mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include: applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into the nature and source of the threat; ongoing public health and agricultural surveillance, and testing processes; immunization, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bring them to justice.

Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act): Public Law (PL) 93-288, as amended, gives the President broad powers to supplement the efforts and available resources of state and local governments in carrying out their responsibilities to alleviate suffering and damage resulting from disasters.

Safety Officer: A member of the Command Staff responsible for monitoring and assessing safety hazards or unsafe situations and for developing measures for ensuring personnel safety.

Search and Rescue (SAR): The act of searching for, rescuing, or recovery by means of ground, marine, or air activity any person who becomes lost, injured, or is killed while outdoors or as a result of a natural or human caused event, including instances of searching for downed aircraft when ground personnel are used.

Section: The organizational level having responsibility for a major functional area of incident management, e.g., Operations, Planning, Logistics, Finance/Administration, and Intelligence (if established). The section is organizationally situated between the branch and the Incident Command.

Span of Control: The number of individuals a supervisor is responsible for, usually expressed as the ratio of supervisors to individuals. (Under the NIMS, an appropriate span of control is between 1:3 and 1:7.)

Staging Area: Location established where resources can be placed while awaiting a tactical assignment. The Operations Section manages Staging Areas.

Standard Operating Procedures: A complete reference document that details the procedures for performing a single function or a number of independent functions.

State Coordinating Officer (SCO): The individual appointed by the Governor to act in cooperation with the Federal Coordinating Officer (FCO) to administer disaster recovery efforts. The SCO may also function as the alternate Governor's Authorized Representative.

State: When capitalized, refers to any state of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the United States. See Section 2 (14), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

Strategic Plan: A plan that addresses long-term issues such as impact of weather forecasts, time-phased resource requirements, and problems such as permanent housing for displaced people affected by a disaster, environmental pollution, and infrastructure restoration.

Strategic: Strategic elements of incident management are characterized by continuous, long-term, high-level planning by organizations headed by elected or other senior officials. These elements involve the adoption of long-range goals and objectives, the setting of priorities, the establishment of budgets and other fiscal decisions, policy development, and the applications of measures of performance or effectiveness.

Strategy: The general direction selected to accomplish incident objectives set by the IC.

Strike Team: A set number of resources of the same kind and type that have an established minimum number of personnel.

Subject Matter Expert (SME): An individual who is a technical expert in a specific area or in performing a specialized job, task or skill.

Support Agencies: Within the State ECC, support agencies provide resources and staffing that contribute to the overall accomplishment of the mission of the State Support Function. Not every Support Agency will have input to, or responsibilities for, the accomplishment of every mission assigned to the SSF.

Task Force: Any combination of resources assembled to support a specific mission or operational need. All resource elements within a Task Force must have common communications and a designated leader.

Technical Assistance: Support provided to state, local, and tribal jurisdictions when they have the resources but lack the complete knowledge and skills needed to perform a required activity (such as mobile-home park design and hazardous material assessments).

Terrorism: Any activity that (1) involves an act that (a) is dangerous to human life or potentially destructive of critical infrastructure or key resources; and (b) is a violation of the criminal laws of the United States or any state or other subdivision of the United States; and (2) appears to be intended (a) to intimidate or coerce a civilian population; (b) to influence the policy of a government by intimidation or coercion; or (c) to affect the conduct of a government by mass destruction, assassination, or kidnapping.

Threat: An indication of possible violence, harm, or danger.

Tools: Those instruments and capabilities that allow for the professional performance of tasks, such as information systems, agreements, doctrine, capabilities, and legislative authorities.

Training: Specialized instruction and practice to improve performance and lead to enhanced emergency management capabilities.

Tribal: Any Indian tribe, band, nation, or other organized group or community, including any Alaskan Native Village as defined in or established pursuant to the Alaskan Native Claims Settlement Act (85 stat. 688) (43 U.S.C.A. and 1601 et seq.), that is recognized as eligible for the special programs and services provided by the United States to Indians because of their status as Indians.

Type: A classification of resources in the ICS that refers to capability. Type 1 is generally considered to be more capable than Types 2, 3, or 4, respectively, because of size; power; capacity; or, in the case of incident management teams, experience and qualifications.

Unified Command: An application of ICS used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the Unified Command to establish their designated Incident Commanders at a single ICP and to establish a common set of objectives and strategies and a single Incident Action Plan.

Unit: The organizational element having functional responsibility for a specific incident planning,

Utility: Structures or systems of any power company or co-op, water storage, supply, or distribution, sewage collection and treatment, telephone, transportation, or other similar public service.

Volunteer Organization (VOLAG): Any chartered or otherwise recognized tax-exempt local, state, or national organization which has provided or may provide services to the state, local or tribal governments, or individuals in a disaster or emergency.

Volunteer: For purposes of the NIMS, a volunteer is any individual accepted to perform services by the lead agency, which has authority to accept volunteer services, when the individual performs services without promise, expectation, or receipt of compensation for services performed. See, e.g., 16 U.S.C. 742f(c) and 29 CFR 553.101.

Vulnerability: Susceptibility of life, property, or the environment to damage if a hazard manifests to potential. A level of vulnerability is also assessed on the resources and capability of a jurisdiction to respond to emergencies and disasters.



ESF 1 – Transportation

Last Updated: 4 March 2016

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ESF 1 Tasked Agencies	
Primary Agency	Oregon Department of Transportation (ODOT)
Supporting Agencies	Oregon Department of Administrative Services (DAS) Oregon Department of Aviation (AERO) Oregon Department of Corrections (DOC) Oregon Department of Energy (ODOE) Oregon Department of Forestry (ODF) Oregon Military Department (OMD) Oregon Department of State Lands (DSL) Oregon State Police (OSP)
Adjunct Agency	Civil Air Patrol (CAP)

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 1 describes how the State of Oregon will coordinate emergency transportation needs during a time of emergency including assessing damage to and restoring and maintaining transportation networks, specifically roads and bridges.

1.2 Scope

Activities encompassed within the scope of ESF 1 include:

- Identify obstructions and damage to transportation infrastructure, as well as general impact assessments.
- Coordinate the repair and restoration of the state’s transportation network.
- Process and coordinate requests for transportation support from local and tribal partners.
- Monitor, control, and coordinate vehicular traffic flow.
- Coordinate reporting on damage to and status of transportation infrastructure for all modes of transportation.
- Provide logistical transportation of evacuees, personnel, equipment, and materials and supplies.
- Provide maps for all modes of transportation.
- Prioritize and initiate emergency work tasking to clear debris and obstructions from, and make emergency repairs to, the transportation infrastructure.

1.3 Related Functions

ESF 1 often works closely with other State ESFs as a part of coordinated response and recovery activities. The following ESFs support transportation related to activities:

- **ESF 3 – Public Works.** Support in assessment and restoration of the transportation network including debris clearance.
- **ESF 16 – Law Enforcement.** Assist in traffic control and escort of emergency supplies.

2 Situation and Assumptions

2.1 Situation

Oregon is faced with a number of hazards that may require transportation support. Oregon's transportation system consists of a complex network of road, rail, and air systems. Considerations that should be taken into account when planning for and implementing ESF 1 activities include:

- A significant emergency or disaster may severely damage transportation infrastructure.
- The movement of people, equipment, and supplies may be much less efficient in emergency conditions than under normal circumstances.
- Many localized transportation activities may be disrupted or hindered by damaged surface transportation infrastructure.
- In anticipation or reaction to a disaster evacuations that overwhelm standard routes may require resources beyond the reach of a local community.

2.2 Assumptions

ESF 1 is based on the following planning assumptions:

- The local transportation infrastructure will likely sustain damage during an emergency. The damage, depending upon the integrity of the transportation network, will determine the effectiveness and efficiency of response and recovery.
- Operations may require traffic control to divert traffic around damaged, isolated, or evacuated areas.
- The immediate use of transportation systems for emergency operational activities may exceed local capabilities, thus requiring assistance from neighboring jurisdictions and/or State and Federal government.

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- Rapid damage assessments of impacted areas will assist in the determination of response priorities and transportation demands

3 Roles and Responsibilities

The following section outlines the roles and responsibilities assigned to state agencies and community partners to ensure ESF 1 activities are performed in an efficient and effective manner to support response and recovery. This document does not relieve tasked agencies with the responsibility for emergency planning and agency plans should adequately provide for the capability to implement the actions identified below.

3.1 Primary Agency

The primary agency for ESF 1 is the Oregon Department of Transportation (ODOT). ODOT is responsible for the following overarching coordination activities:

- Coordinate regular review and update of the ESF 1 annex with supporting agencies.
- Facilitate collaborative planning to ensure state capability to support ESF 1 activities.
- Provide a representative to the State ECC, when requested, to support ESF 1 activities.
- Facilitate transition to recovery.

3.1.1 Oregon Department of Transportation

ODOT is responsible for maintenance of the state's transportation system. Key ESF 1 responsibilities for ODOT include:

- Coordinate all transportation-related missions in support of the state Emergency Operations Plan.
- Work with other agencies as needed to determine the usable portions of the state transportation system, including roads and bridges, railroads, transit systems, and motor carrier facilities.
- Work with local road authorities and the Federal Highway Administration (FHWA) to implement the Federal-Aid Highway Emergency Relief (ER) program for federal-aid highways in Oregon.
- Coordinate and control emergency highway traffic regulation in conjunction with the OSP, OMD, and the FHWA.
- Maintain liaison with the Oregon Chapter of the Association of General Contractors and construction and equipment rental companies.

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- Work with the Oregon AERO in regard to aviation-related response activities, including the use of state owned airports.
- Conduct aerial reconnaissance and photographic missions, as requested, provided resources are available.
- Provide transportation-related public information and mapping support to the Governor's Office, the Oregon ECC, or the lead state response agency, in addition to the public information and mapping support work done within ODOT, during response and recovery activities.
- Coordinate with the U.S. Department of Transportation Region 10 Regional Emergency Transportation Coordinator (RETCO) or designee, to obtain federal transportation support.

3.2 Support Agencies

Supporting agencies contribute to the overall accomplishment of the mission of the ESF. Not every support agency will have input to, or responsibility for, the accomplishment of every mission assigned to the ESF.

3.2.1 Oregon Department of Administrative Services

DAS is the central administrative agency for the state and is a key partner in ensuring efficient delivery of state services. Key ESF 1 responsibilities for DAS include:

- Assist in the identification of sources to contract transportation services needed for execution of the ESF 1 mission. These services include:
 - Manage the State Motor Pool
 - Provide facilities lease management and negotiation
 - Provide centralized services
 - Provide Geographic Information Systems (GIS) mapping
 - Provide printing services to state agencies

3.2.2 Oregon Department of Aviation

The Oregon Department of Aviation supports Oregon communities by preserving and enhancing aviation resources. Key ESF 1 responsibilities for the Oregon Department of Aviation include:

- Provide staff members and equipment to assist in emergency airport repairs.

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- Facilitate of the acquisition of aviation assets in an emergency to support state requirements.

3.2.3 Oregon Department of Corrections

ODC is responsible for the state's correctional institutions including care and feeding of the prison population. Key ESF 1 responsibilities for ODC include:

- Provide Central Distribution Center (CDC) as possible repository for national stockpile operations.

3.2.4 Oregon Department of Energy

ODOE's mission is to reduce the long-term costs of energy for Oregonians. Key ESF 1 responsibilities for the ODOE include:

- Coordinate with ODOT when incidents impact those missions of the Department of Energy.

3.2.5 Oregon Department of Forestry

ODF is responsible for protecting the state's forestlands and conserving forest resources. Key ESF 1 responsibilities for ODF include:

- Coordinate with ODOT for transportation needs of forestry assets following an incident that affects Oregon, and is related to the mission of ODF.

3.2.6 Oregon Military Department

OMD's purpose is to administer, house, equip and train the Oregon National Guard to support the Governor during unrest or natural disaster. Key ESF 1 responsibilities for OMD include:

- Provide air and surface transportation support (e.g., traffic control, resource distribution, potable water transportation, providing aerial surveillance of a disaster area), as available.
- Provide support in accordance with ESF 13 – Military Support.

3.2.7 Oregon Department of State Lands

DSL is responsible for management of state-owned grazing and agricultural land as well as off-shore land, estuarine tidelands, and submerged submersible lands of the state's navigable waterway system. Key ESF 1 responsibilities for DSL include:

- Coordinate with the Oregon Department of Transportation when state lands are affected by a disaster or event, including navigable waterways. DSL can provide information relevant to wetlands, state-owned forestland and easements that exist in Oregon, as well as other

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necessary information consistent with the mission of Department of State Lands.

- Issue rights of way and special use permits for the Army Corps of Engineers, ODOT and other agencies that require access to damaged areas within state lands in Oregon. Can assist in coordinating debris removal through the identification of debris sites.

3.2.8 Oregon State Police

OSP is Oregon's primary law enforcement agency and is tasked with protecting the people, property, and natural resources of the state. Key ESF 1 responsibilities for OSP include:

- Provide personnel on-scene to assist with road closures, traffic redirection and other activities in line with OSP's mission functions.
- Provide a police presence (escort) to vehicles carrying sensitive equipment or supplies.

3.3 Adjunct Agencies

Adjunct agencies are organizations that may not be part of state government but have direct role in the function.

3.3.1 Civil Air Patrol

The CAP's primary mission areas include aerospace education, cadet programs, and emergency services. CAP's emergency services responsibilities include search and rescue, disaster relief, humanitarian services, and air force support. Key ESF 1 responsibilities for the CAP include:

- Serve as the official civilian auxiliary of the U.S. Air Force, provide communications personnel to relay critical messages when there is limited or no telephone support. CAP's communications capability is extensive.

4 Concept of Operations**4.1 General**

The State of Oregon Emergency Operations Plan, including ESF 1, 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 (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; ORS 401.052). OEM, in turn, has assigned responsibility for coordination of the implementation of ESF 1 to the primary and supporting agencies identified above.

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Additionally, Executive Order (EO)-14-XX establishes a Disaster Management Framework to facilitate Oregon's response and recovery actions and provides a flexible instrument for execution of prudent policy and decision-making. The EO establishes the Governor's Disaster Cabinet and Economic Recovery Councils that will serve as the policy making body during a large scale or catastrophic disaster in Oregon.

All ESF 1 activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

4.2 Activation

When a disaster occurs, the OEM Executive Duty Officer will activate the State ECC, establish communications with leadership, and ascertain initial size up to determine an ECC staffing plan and set up operational periods. If the incident requires significant coordination of transportation activities, a notification will be made to ODOT requesting activation of ESF 1. ODOT will coordinate with supporting agencies to assess and report the status of the state's transportation network and current capabilities to the ECC and will activate Agency Operations Centers as appropriate. ODOT and supporting agencies may be requested to send a representative to staff the ECC and facilitate ESF 1 activities.

4.3 ECC Operations

When ESF 1 is staffed in the ECC, the ESF representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to transportation needs.
- Share situation status updates related to transportation with ESF 5, Information and Planning, to inform development of the Situation Report.
- Participate in, and provide ESF-specific reports for, ECC briefings including Disaster Cabinet and Economic Recovery briefings.
- Assist in development and communication of ESF 1 actions to tasked agencies.
- Monitor ongoing ESF 1 actions.
- Share ESF 1 information with ESF 14, Public Information, to ensure consistent public messaging.
- Coordinate ESF 1 staffing to ensure the function can be staffed across operational periods.

4.4 Transition to Recovery

Intermediate- and long-term recovery activities are guided by the State of Oregon Recovery Plan. In the event of a large-scale or catastrophic incident, the Governor may appoint a State Disaster Recovery Coordinator (SDRC) to facilitate state recovery activities and the longer-term aspects of restoration of the transportation infrastructure, coordination may be tasked to State Recovery Function (SRF) 6, Infrastructure. The coordinating team for SRF 6 is comprised of ODOT, ODOE, DAS and PUC. The SDRC and the State Coordinating Officer (SCO) are responsible for agreeing on the timing of transition from response (ESF 1) to recovery (SRF 6).

See the Oregon State Recovery Plan for additional information.

5 ESF Development and Maintenance

ODOT will be responsible for coordinating regular review and maintenance of this ESF Annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

6 Appendices

- None at this time.

Appendix A ESF 1 Work Plan

Last Updated: 1/2/2015

Action	Responsible Department	Point of Contact	Priority	Timeline	Status
Conduct a planning workshop with tasked state agencies to validate the ESF 1 Annex	ODOT in coordination with assigned supporting agencies	TBD	High	2015	To be completed

Appendix B ESF 1 Resources

State

- ESF 1 Primary and Supporting Agency Emergency Plans and Procedures
- State of Oregon Office of Emergency Management, Cascadia Playbook
- State of Oregon Cascadia Subduction Zone Catastrophic Earthquake and Tsunami Operations Plan

Federal

- National Response Framework, ESF 1 – Transportation
- National Disaster Recovery Framework, Infrastructure Recovery Support Function



ESF 2 – Communications

LAST UPDATED: 12/1/2014

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ESF 2 Tasked Agencies	
Primary Agencies	Oregon Department of Administrative Services (DAS) Public Utility Commission of Oregon (OPUC)
Supporting Agencies	Oregon Department of Transportation (ODOT) Oregon State Police (OSP) Oregon Emergency Response System (OERS) Communications Center Oregon Department of Forestry (ODF) Oregon Military Department (OMD) Oregon Office of Emergency Management (OEM) Oregon Office of State Fire Marshal (OSFM)
Adjunct Agencies	Amateur Radio Emergency Services/Radio Amateur Civil Emergency Services (ARES/RACES) Civil Air Patrol (CAP) State Emergency Communications Commission (SECC)

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 2 describes how the State of Oregon will provide communications and information technology support during times of emergency.

1.2 Scope

Activities encompassed within the scope of ESF 2 include:

- Establish and maintain an effective communications system, including state-owned and commercially leased systems, for use in a disaster.
- Maintain a reliable alert and warning system.
- Coordinate the provision of temporary communications capability to state agencies and facilities.
- Coordinate state support to local and tribal communications systems.
- Track the overall status of the state’s communications infrastructure during a disaster.
- Maintain state information technology infrastructure including provision of cybersecurity measures.

1.3 Related Functions

ESF 2 often works closely with other State ESFs as a part of coordinated response and recovery activities. The following ESFs support business and industry related activities:

- **All ESFs.** Support interoperable and redundant communications systems to ensure ESF agencies can communicate with each other and the State Emergency Coordination Center.

2 Situation and Assumptions

2.1 Situation

Oregon is faced with a number of hazards that may require communications support. Considerations that should be taken into account when planning for and implementing ESF 2 activities include:

- Communication is information transfer and involves the technology associated with the representation, transfer, interpretation, and processing of data among persons, places, and machines. It includes transmission, emission, or reception of signs, signals, writing, images, and sounds or intelligence of any nature by wire, radio, optical, or other electromagnetic systems.
- A significant disaster or emergency condition may result in a high volume of requests for services required to save lives and alleviate human suffering.
- Accurate and timely information distribution is critical to guide decision making and response actions within all coordinated agencies and groups.
- A significant disaster or emergency is likely to degrade the infrastructure needed to facilitate efficient communications and therefore overwhelm a community's telecommunication repair capacity.
- Access to and from affected areas will likely be restricted.

2.2 Assumptions

ESF 2 is based on the following planning assumptions:

- Management of resources and personnel will require accurate and timely information on which to base their decisions and focus their response actions.
- Surviving local telecommunication equipment will be utilized though likely diminished in capacity.

ESF 2. Communications

- There are identified frequencies that will be used for primary direction and control.
- Standard forms of communications may be severely interrupted during the early phases of an emergency or disaster.
- The loss of some or all telephone service may reduce or eliminate the effectiveness of the Emergency Coordination Center (ECC) public information lines as well as the majority of the local departments.
- Significant incidents may require evacuation of significant numbers of affected populations. Such evacuations may require extensive coordination of inter- and intra-community communications and may exceed normal radio communication capabilities.
- At a time when the need for real-time electronically processed information is greatest, the capability to produce it may be seriously restricted or nonexistent due to widespread damage to communications and power systems facilities.
- If electronic emergency information systems are not available, paper logs may be used to record events, communications and messages, damage assessments, situation reports, resources utilized, staff hours expended, etc.

3 Roles and Responsibilities

The following section outlines the roles and responsibilities assigned to state agencies and community partners to ensure ESF 2 activities are performed in an efficient and effective manner to support response and recovery. This document does not relieve tasked agencies with the responsibility for emergency planning and agency plans should adequately provide for the capability to implement the actions identified below.

3.1 Primary Agencies

The primary agencies for ESF 2 are the Oregon Department of Administrative Services and the Oregon Department of Transportation for communications systems, and Oregon State Police for alert and warning. These agencies are responsible for the following overarching coordination activities:

- Coordinate regular review and update of the ESF 2 annex with supporting agencies.
- Facilitate collaborative planning to ensure state capability to support ESF 2 activities.
- Provide a representative to the State ECC, when requested, to support ESF 2 activities.

- Facilitate transition to recovery.

3.2.1 Oregon Department of Administrative Services

DAS is the central administrative agency for the state and is a key partner in ensuring efficient delivery of state services. Key ESF 2 responsibilities for DAS include:

- Maintain the state's information technology systems.
- Provide information technology support during times of emergency.
- Coordinate provision of cybersecurity measures.

3.2 Public Utility Commission of Oregon

PUC regulates customer services of the state's investor-owned electric, natural gas and telephone utilities; and certain water companies. In addition to its general responsibilities as the primary agency for ESF 2, PUC is responsible for the following activities supporting military support during a disaster:

- Serve as the liaison to the utilities and coordinate efforts for the response and restoration of impacted communications infrastructure during an incident or event.
- Facilitate the coordinated recovery of systems and applications from cyber attacks.
- Assist in the coordination of transfer of personnel and resources from outside a disaster-affected area in accordance with existing Mutual Aid Agreements (MAAs), as needed.
- Coordinate with utility partners to evaluate needs and coordinate assets and capabilities to address shortages or outages.
- Communicate and coordinate with interstate partners to address ingress and egress amongst neighboring states.
- Communicate with federal partners to maintain situational awareness when incident impairs interstate services.
- Ensure that utilities and companies have adequate emergency preparedness plans in place.

Supporting Agencies

Supporting agencies contribute to the overall accomplishment of the mission of the ESF. Not every support agency will have input to, or responsibility for, the accomplishment of every mission assigned to the ESF.

ESF 2. Communications**3.2.1 3.2.2 Oregon Department of Transportation**

ODOT is responsible for maintenance of the state's transportation system. Key ESF 2 responsibilities for ODOT include:

- Maintain ODOT Radio System.
- Maintain ODOT Transportation Operations Centers (ODOT dispatch) in Portland, Salem, Bend, and Central Point.
- Maintain ODOT Intelligent Transportation System communications devices used in emergency response operations, such as the Tripcheck.com traveler information website; 5-1-1 traveler information phone number; Highway Advisory Radio; and Variable Message Signs on state highways.
- Administer the state's Strategic Technology Reserve.

3.2.3 Oregon State Police

OSP is Oregon's primary law enforcement agency and is tasked with protecting the people, property, and natural resources of the state. Key ESF 2 responsibilities for OSP include:

- Maintain and operate the OERS Communications Center.
- Maintain the Law Enforcement Data System (LEDS) to provide alert and warning information to state, alternate state and county warning points, and to county Public Safety Answering Points (PSAPs).
- Maintain the OSP Western Regional Dispatch Center to serve as the Alternate State Warning Point for Oregon.
- Provide alert and warning information to County Warning Points.
- Notify OERS on-call staff of notifications made as soon as practicable.

3.2.3.1 OERS Communications Center

The OERS Communications Center serves as Oregon's State Warning Point. Key ESF 2 responsibilities for the OERS Communications Center include:

- Receive emergency information from outside agencies and relay to state agencies, County Warning Points, local EOCs, local jurisdictions, and neighboring states as appropriate.
- Issues WATCH and WARNING information and instructions to District and County Warning Points in affected area(s), using NAWAS or other available communications systems.

ESF 2. Communications

- District Warning Points will relay WATCH and WARNING information and instructions received from the State Warning Point to County Warning Points.
 - County Warning Points will release WATCH and WARNING information and instructions in accordance with OERS distribution procedure and in accordance with County Warning Plans.
- NAWAS may be used by Warning Points for:
 - Natural disaster response coordination.
 - Hazardous Materials incident response.
 - Search and Rescue (SAR) coordination.
 - Information on local severe weather.
 - Conduct periodic maintenance and equipment systems checks on all communications equipment in the center. Records will be kept in accordance with state archival requirements.
 - Emergency Alert System

1. Oregon Department of Forestry

ODF is responsible for protecting the state's forestlands and conserving forest resources. Key ESF 2 responsibilities for ODF include:

- Coordinate with the PUC, utility organizations, and private landowners to facilitate access and entry for repair or service of damaged infrastructure which may interrupt communications.
- Provide warnings to OERS for fires in grasslands, forests, or in the rural/forest interface.
- Maintain a statewide radio system (ODFNet).

3.2.2 Oregon Military Department

OMD's purpose is to administer, house, equip and train the Oregon National Guard to support the Governor during unrest or natural disaster. Key ESF 2 responsibilities for OMD include:

- Augment state communications with Oregon National Guard assets.

3.2.3 Oregon Office of Emergency Management

OEM is statutorily responsible for coordination of the state's emergency management program. In addition to its general responsibilities as the primary

ESF 2. Communications

agency for ESF 2, OEM is responsible for the following activities supporting military support during a disaster:

- Maintain a reliable communications capability that permits communications between local, state and Federal governments to support a disaster operation.
- Monitor status of the State's communication infrastructure during or following any disaster.
- Coordinate and assign resources necessary to respond to an incident that impacts the communications infrastructure.
- When necessary, coordinate provision of a temporary or interim communications capability as required.
- The OEM Communications Officer will conduct periodic maintenance and equipment systems checks on all communications equipment in the ECC.
- The communications officer is responsible to coordinate and organize the ARES/RACES capabilities within the ECC.
- Function as an ARES/RACES representative during activations.

3.2.4 Oregon Office of State Fire Marshal

OSFM is tasked with protecting Oregon citizens, their property, and the environment from fire and hazardous materials. Key ESF 2 responsibilities for OSFM include:

- Direct the maintenance and use of the statewide Fire Net/HAZMAT microwave relay radio system.
- Maintain portable communications resources.

3.2.5**3.3 Adjunct Agencies**

Adjunct agencies are organizations that may not be part of state government but have direct role in the function.

3.3.1 ARES/RACES

Communications support from amateur radio operators is often utilized before, during and after a disaster where normal communications are not functional. ARES operators ensure that requests for state assistance are received so that personnel in the State ECC can coordinate the requested assistance. RACES is used only when the President places a restriction on radio contact. ARES/RACES may support ESF 2 through the following activities:

ESF 2. Communications

- Use amateur radio communications equipment to provide communications support between counties and emergency management personnel.

3.3.2 Civil Air Patrol

CAP is the official auxiliary of the United States Air Force and is a no-profit, federally-chartered volunteer organization that is available to support emergency operations in Oregon. CAP may support ESF 2 through the following activities:

- Augment state communications with Civil Air Patrol assets.

3.3.3 State Emergency Communications Committee

The SECC is responsible for maintaining the state's emergency alert system. The SECC supports ESF 2 through the following activities:

- Administer the state's Emergency Alert System plan.

3.4 Federal Partners

The state relies on a variety of federal partners to monitor and provide warning information for specific hazards. The following table identifies those partners.

Hazard	Federal Partner
Attack	North American Defense Command
Dam Failure	Bonneville Power Administration
Earthquake	United States Geological Survey
Energy Emergency	Bonneville Power Administration
Radiological	U.S. Department of Energy
Severe Weather	National Weather Service
Tsunami	National Weather Service Alaska and Pacific Tsunami Warning Center
Volcano	United States Geological Survey

4 Concept of Operations

4.1 General

The State of Oregon Emergency Operations Plan, including ESF 2, 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 (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

ESF 2. Communications

Emergency Management (OEM; ORS 401.052). OEM, in turn, has assigned responsibility for coordination of the implementation of ESF 2 to the primary and supporting agencies identified above.

Additionally, Executive Order (EO)-14-XX establishes a Disaster Management Framework to facilitate Oregon's response and recovery actions and provides a flexible instrument for execution of prudent policy and decision-making. The EO establishes the Governor's Disaster Cabinet and Economic Recovery Councils that will serve as the policy making body during a large scale or catastrophic disaster in Oregon.

All ESF 2 activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

4.2 Activation

When a disaster occurs that results in a Governor's declaration, the OEM Executive Duty Officer will activate the State ECC and establish communications with leadership and ascertain initial size up to determine an ECC staffing plan and set up operational periods. If the incident requires significant coordination of communications activities, a notification will be made to OEM/PUC requesting activation of ESF 2. OEM/PUC will coordinate with supporting agencies to assess and report current capabilities to the ECC and will activate Agency Operations Centers as appropriate. OEM/PUC and supporting agencies may be requested to send a representative to staff the ECC and facilitate ESF 2 activities.

4.3 ECC Operations

When ESF 2 is staffed in the ECC, the ESF representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to state communications systems.
- Share situation status updates related to communications with ESF 5, Information and Planning, to inform development of the Situation Report.
- Participate in, and provide ESF-specific reports for, ECC briefings including Disaster Cabinet and Economic Recovery briefings.
- Assist in development and communication of ESF 2 actions to tasked agencies.
- Monitor ongoing ESF 2 actions.

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- Share ESF 2 information with ESF 14, Public Information, to ensure consistent public messaging.
- Coordinate ESF 2 staffing to ensure the function can be staffed across operational periods.

4.4 Alert and Warning

The state's alert and warning system provides a means of receiving and disseminating warnings and related information. The system in Oregon includes state, federal, and local "warning points", emergency response agencies, the broadcast media, and the public.

The Oregon Emergency Response System (OERS) Communications Center is the "state warning point" for Oregon, responsible for coordinating the alert and warning activities of this annex. Oregon State Police Western Regional Dispatch Center is the "alternate state warning point".

When a major emergency or disaster occurs or is imminent, the OERS Communications Center provides alert and warning messages to local warning points, and notifies appropriate local, state, federal, and volunteer agencies. Agencies then respond to the event according to their rules and plans. If appropriate, the state ECC is activated and staffed by state agencies according to this plan. Following activation, the ECC Communications Officer coordinates alert and warning activities.

Local warning points may communicate initial or time-sensitive disaster information to the state primary and alternate warning points by NAWAS. Situation updates are generally communicated by telephone or other means.

Other state and federal agencies may assist OERS in providing alert and warning to the public under certain circumstances.

See Appendix C for an organization chart of the state's alert and warning system.

4.5 Communications Systems

The communications capabilities listed in this annex are under the control of OEM and the OERS Communications Center and are an integral element of the State ECC when activated.

During an emergency or major disaster, decision makers in the State ECC have the capability to communicate with federal, state, and local agencies via the ECC and the Oregon Emergency Response System (OERS) Communications Center.

The OERS Manager is responsible for maintaining and coordinating the OERS state emergency communications and for managing the Communications Center. The OEM Communications Officer is responsible for maintaining and coordinating the ECC communications system with support from the OEM IT section.

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All communications systems used by OEM and the OERS Communications Center for normal operations will be utilized during emergency operations. Automation, telephone and two-way radio will be the primary systems used by state agencies to provide coordination of emergency operations. Fax, teletype, satellite phone, Internet, e-mail and amateur radio capabilities also exist.

See Appendix D for a description of OERS Communications Center capabilities.

4.6 Transition to Recovery

Intermediate- and long-term recovery activities are guided by the State of Oregon Recovery Plan. In the event of a large-scale or catastrophic incident, the Governor may appoint a State Disaster Recovery Coordinator (SDRC) to facilitate state recovery activities and the longer-term aspects of restoration of communications systems, coordination may be tasked to State Recovery Function (SRF) 6, Infrastructure Systems. The coordinating agency for SRF 6 is the Oregon Department of Transportation. The SDRC and the State Coordinating Officer (SCO) are responsible for agreeing on the timing of transition from response (ESF 2) to recovery (SRF 6).

See the Oregon State Recovery Plan for additional information.

5 ESF Development and Maintenance

OEM/PUC will be responsible for coordinating regular review and maintenance of this ESF Annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

6 Appendices

- Appendix A – ESF 2 Plans and Resources
- Appendix B – ESF 2 Work Plan
- Appendix C – State of Oregon Alert and Warning System
- Appendix D – OERS Communications Center Capabilities
- Appendix E – Oregon NAWAS Notifications

Appendix A ESF 2 Work Plan

Last Updated: 11/13/2014

Action	Responsible Department	Point of Contact	Priority	Timeline	Status
Conduct a planning workshop with tasked state agencies to validate the ESF 2 Annex	DAS/ODOT/OSP in coordination with assigned supporting agencies	TBD	High	2015	To be completed

Appendix B ESF 2 Resources

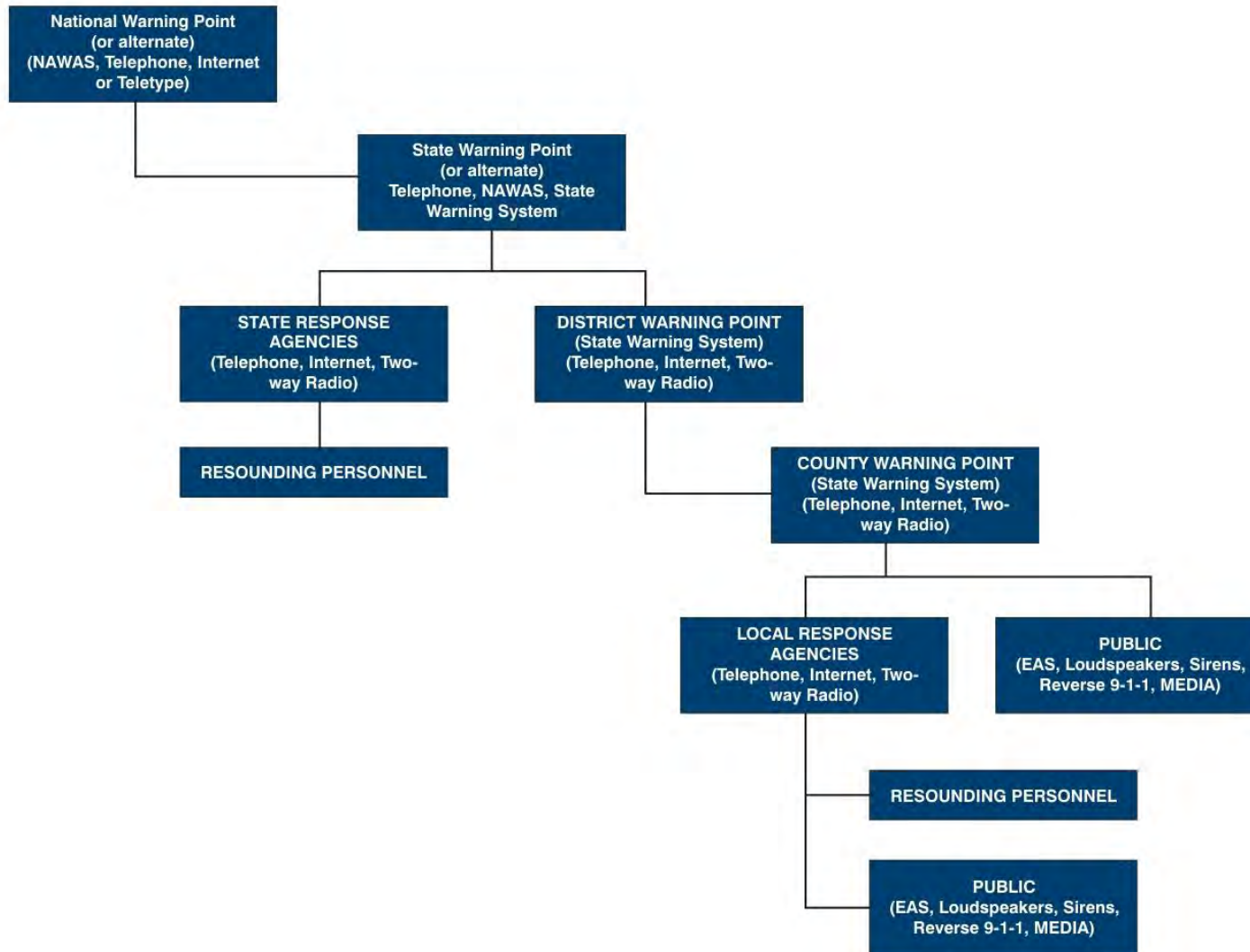
State

- State of Oregon Cascadia Subduction Zone Catastrophic Earthquake and Tsunami Operations Plan

Federal

- National Response Framework, ESF 2 – Communications
- US Department of Homeland Security, FEMA Region X- 2011 Emergency Communications Plan, State of Oregon Annex

Appendix C State of Oregon Alert and Warning System



Appendix D OERS Communications Center Capabilities

Computer/Data Systems

- The OEM Computer Network. Provides access to the State Wide Area Network (WAN) and Internet. Hard wire and wireless capability exists in the ECC.
- OPS Center. Web based system that provides situational awareness and operational information that allows the ECC to communicate, track, and coordinate response and recovery needs statewide.
- Criminal Justice Information Services, Law Enforcement Data System (LEDS). LEDS provides access to most safety agencies in Oregon and nationally. LEDS may be used in the event of an emergency or to distribute information to 9-1-1 centers, county sheriff's offices, public service answering points, governmental service agencies, and various law enforcement agencies throughout the state. This system allows information to pass to multiple locations within minutes through a teletype terminal.
- Federal Emergency Management Information System (FEMIS). This computer network is dedicated for use with the Chemical Stockpile program. FEMIS interconnects local jurisdictions within the chemical stockpile hazard zone and the state ECC. It provides planning, coordination, response, and exercise support for emergency management agencies.
- Transportation Tracking and Communications (TRANSCOM). This is the U.S. Department of Energy's transportation tracking and communications system for certain radioactive materials. Positional updates on vehicles are obtained through satellite, vehicle and ground station triangulation. The latitude and longitude is calculated and transmitted to authorized users by computer.
- Health Alert Network (HAN). The HAN provides alert, warning and communication among state and local public health agencies in Oregon. The HAN has real time 24/7 communications capacity between Federal Government (CDC), the Oregon State Health Department, and every Oregon County Health Department.

Telephone Systems

- A 26-line office phone system which has unpublished phone circuits for outbound ECC emergency calls. The system includes two inbound Wide Area Telephone System (WATS) lines and four separate lines available for computer data transmission.

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- An independent 14-line telephone system serves the State ECC. All phones on this system have unlisted numbers.
- FAX machines are available at the OEM office and in the Oregon ECC.
- Two "secure" (scrambled) telephones are available. One phone is in the office of the OEM Director, and one in the OERS Manager's Office.
- One Telephone Device for the Deaf (TDD) is available. A TDD is a special device that allows people who are deaf, hard of hearing, or speech-impaired to use of the telephone to communicate. A TDD is required at both ends of the conversation in order to communicate. TDD is accessed at (503) 373-7857. The TDD phone is located in OERS.
- A transportable satellite terminal in the OERS Communications Center provides alternate telephone connectivity in case the area telephone system fails. The system can access telephone switches throughout the United States in order to initiate calls.
- Select OEM and OERS staff have GETS cards.

Video Teleconferencing

- The Department of Homeland Security provides a Secure/Non-Secure video teleconferencing capability for coordination with DHS/EPR. The equipment can be used for both secure and non-secure communications with DHS, other Federal Departments and Agencies, and both internal/external communications with other states as needed. The equipment is located in the Military EOC.
- CSEPP Video teleconferencing equipment is located in the ECC and is available for use during an exercise or incident at the Umatilla Chemical Depot.

Radio

The OERS Communications Center has direct access to a wide variety of state agency and volunteer radio communications. It is vital to understand OERS does not control any of the networks, but is able to access them as needed.

- The Oregon Department of Forestry (ODF) has an extensive radio system that features six tactical frequencies and a command frequency. All Forestry vehicles have radio communication capabilities that include the "Fire Net / HAZMAT" frequency. The Department of Forestry maintains three fire cache radio networks which may be borrowed for other localized emergencies.

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- The Oregon Department of Transportation owns and operates a statewide VHF radio system. All ODOT Districts, Regions, sections and specialty crews, ODOT Director's staff, Public Information and Motor Carrier Transportation Division are accessible through the network. An ODOT Communications Center is co-located with the State ECC and the OERS Communications Center.
- The Oregon Poison Control Center has radio contact with hospitals and ambulances on the "Hospital Emergency Administrative Radio" (HEAR) net.
- Amateur Radio operators assist the OERS Communications Center with communications as necessary. Details of Amateur Radio participation during ECC activations is found in the Oregon State Amateur Radio Emergency Operations Plan under separate cover.
- The Office of the State Fire Marshal (OSFM) is the licensee for the State Fire Net. This single frequency network provides statewide coverage by means of 23 radio repeaters. The OERS Communications Center houses the master console for Fire Net, can transmit from multiple repeaters simultaneously, and receive from any or all repeaters simultaneously. The console is also capable of patching a telephone call into the Fire Net.
- Federal National Alert Radio System (FNARS). This is a FEMA sponsored radio system that provides the ECC with voice and data links to national authorities, other states' emergency management offices and FEMA regional offices.
- Oregon Emergency Services (OES) Communications Network. This single frequency network is accessible by the OERS Communications Center for Northwest Oregon and is available statewide to emergency management organizations for use while engaged in emergency operations, for routine communications, and for mutual aid between county and state agencies.
- The OERS Communications Center maintains an 800 MHz radio provided by the City of Portland to enable communications between the State ECC and EOC in the Portland Metro area.
- The Civil Air Patrol can provide secondary communications to CAP units statewide and to CAP aircraft in flight. CAP coordinates the use of assets for deployment and set up of radio communications during a disaster.
- The Health Alert Network (HAN) is a web portal comprised of several sophisticated web applications whose primary purpose is to process, push, and archive health and disease information to the healthcare

ESF 2. Communications

delivery community and to response partners. This system is typically used to share routine environmental health, epidemiological, and laboratory information to the health and medical community. It also gives Federal, State and local agencies the ability to rapidly and securely distribute emergency notifications throughout the state.

Dedicated Telephone Hotlines

- National Alert Warning System (NAWAS) National Circuit. The federal government maintains NAWAS to provide warning and information nationwide to designated warning points. NAWAS is a dedicated voice “party line” circuit that allows the user to speak to individual warning points or a group of warning points simultaneously. NAWAS distributes emergency alerts regarding possible downed aircraft, forest fires, and other civil disruptions detected by radar or satellite over-flights. NAWAS has an agreement with National Oceanic and Atmospheric Administration (NOAA) to immediately broadcast weather warnings. NAWAS drops are located in National Weather Service (NWS) offices for dissemination and response to NAWAS alerts and messages.
- NAWAS Oregon Circuit. The Oregon State Warning System relies primarily on that portion of the NAWAS system that lies within the state. NAWAS terminals exist at designated "Warning Points" to provide state and local governments with the capability to receive warning information and instructions. Utilizing the state NAWAS procedures, emergency and major disaster information can be rapidly relayed to any jurisdiction in the state.
- Chemical Stockpile Emergency Preparedness Program (CSEPP) All Call Conference Phone. This dedicated phone is located in the OERS Communications Center. It has the ability to connect the State ECC with local and State CSEPP agencies in Eastern Oregon.
- **Broadcast**
 - Amber Alert: The Amber Alert system is accessed in the OERS Communication Center. It is focused on missing children and utilizes the EAS network but also specifically uses the ODOT reader board network.
 - Emergency Alert System (EAS). The EAS is a system that allows public officials quick access to commercial broadcasting facilities to relay warning and alert messages to the public. EAS brings together broadcast networks; cable networks and program suppliers; AM, FM, and TV broadcast stations; Low Power Television (LPTV) stations; cable systems; and other entities and industries to operate in an

ESF 2. Communications

organized fashion during emergencies at the national, state, or local levels. The ECC is capable of initiating EAS broadcasts to specified areas or statewide. EAS replaces the Emergency Broadcast System.

- ODOT Electronic Variable Message Sign (VMS) Network. The ODOT VMS is accessed through the ODOT Communications Center.

Appendix E Oregon NAWAS Notifications

The National Warning System (NAWAS) provides warning and information nationwide to designated warning points. Warning information transmitted over NAWAS for Oregon is relayed from the state NAWAS warning point to district warning points over the state NAWAS network.

County Warning Point	Alerts these other Warning Points
Benton County	Linn County
Clackamas County	
Clatsop County	
Columbia County	
Coos County	
Curry County	
Deschutes County	Crook, Jefferson, and Wheeler Counties
Douglas County	
Grant County	
Hood River County	
Jackson County	Josephine County
Kelly Butte (Portland)	
Klamath 911	Klamath and Lake Counties
Lane County	
Lincoln County	
Marion County	Polk County
Multnomah County	
Ontario 911	Harney, and Malheur Counties
Tillamook County	
Umatilla County	Morrow and Wallowa Counties
Union County	Baker County
Wasco County	Gilliam and Sherman Counties
Washington County	
Yamhill County	



ESF 3 – Public Works

Last Updated: 1/2/2015

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ESF 3 Tasked Agencies	
Primary Agency	Oregon Department of Transportation (ODOT)
Supporting Agencies	Department of Administrative Services (DAS) Department of Consumer and Business Services (DCBS) Department of Environmental Quality (DEQ) Department of Geology and Mineral Industries (DOGAMI) Oregon Military Department (OMD) Department of State Lands (DSL) Water Resources Department (WRD) Oregon Business Development Department (OBDD)
Adjunct Agency	

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 3 describes how the State of Oregon will provide the resources (human, technical, equipment, facility, materials, and supplies) of member agencies to support emergency public works needs during a time of emergency.

1.2 Scope

Activities encompassed within the scope of ESF 3 include:

- Determine the levels of damage to the following systems: transportation, water control structures, dams, levees, public water supplies and facilities, electrical, natural gas, sewage, hazardous materials and hazardous waste sites (generation, distribution, collection, storage, and disposal).
- Process and coordinate requests for public works support from local and tribal partners.
- Close or repair damaged segments of transportation infrastructure.
- Coordinate repair and restoration of damaged public systems (e.g., water, electrical, natural gas, sanitary sewage, storm water collection, generating, distribution systems, dams, levees, water control structures).
- Provide for inspection and repair of essential facilities.
- Demolish or stabilize damaged structures (public and private) to facilitate search and rescue and/or protect the public's health and safety.
- Coordinate disaster debris management activities including clearance of debris from transportation infrastructure, and development and initiation

ESF 3. Public Works

of emergency collection, sorting, and disposal routes and sites for debris cleared from public and private property.

- Provide personnel for several Field Operation's response teams and facilities (e.g., assessment, response, damage assessment, surveys, staging areas, disaster field office, recovery centers, Joint Information Centers).
- Prioritize and initiate recovery efforts to restore, repair, and mitigate the impact of the public works and engineering needs listed above.
- Provide technical assistance to response team with respect to flooding, water management, structure integrity assessment, and impact assessments of infrastructure.

1.3 Related Functions

ESF 3 often works closely with other State ESFs as a part of coordinated response and recovery activities. The following ESFs support public works related to activities:

- **ESF 1 – Transportation.** Identify impacts to the state's transportation infrastructure and develop priorities for repair and restoration.
- **ESF 10 – Hazardous Materials.** Identify impacts to hazardous materials and hazardous waste sites and develop priorities for repair and restoration.
- **ESF 12 – Energy.** Identify impacts to the state's energy infrastructure and develop priorities for repair and restoration.
- **ESF 13 – Military Support.** Provide public works support, including debris management, as resources allow.

2 Situation and Assumptions

2.1 Situation

Oregon is faced with a number of hazards that may require public works support. Considerations that should be taken into account when planning for and implementing ESF 3 activities include:

- A significant disaster or emergency situation may overwhelm local assessment and engineering capacity.
- Unsafe and unknown conditions may persist throughout a community as weakened or destroyed structures, homes, public buildings, roads, and bridges await assessment from engineers and emergency personnel.

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- Debris may make transportation routes impassable and local standardized equipment may not be capable.
- Local equipment used for repair and removal may have been damaged or inadequate for the disaster or emergency event.
- Local personnel may have personal safety and health concerns following a disaster or emergency event making it impossible for them to perform their duties.

2.2 Assumptions

ESF 3 is based on the following planning assumptions:

- A major emergency or disaster may cause extensive damage to property and infrastructure. Structures may be destroyed or severely weakened. Homes, public buildings, bridges, and other facilities may have to be reinforced or demolished to ensure safety. Debris may make streets and highways impassable. Public utilities may be damaged or be partially or fully inoperable.
- Access to disaster areas may depend upon the re-establishment of ground and water routes. In many locations, debris clearance and emergency road repairs will be given top priority to support immediate lifesaving emergency response activities.
- Damage assessment of the disaster area will be required to determine potential work load.
- Assistance may be needed to clear debris, perform damage assessments and structural evaluations, make emergency repairs to essential public facilities, reduce hazards by stabilizing or demolishing structures, and provide emergency water for human health needs and firefighting.
- Debris may include anything including hazardous materials that require specialized equipment and personnel to remove.
- Following disasters that cause significant debris, existing disposal sites may not provide effective debris management solutions because of capacity limitations and their need to provide continuous waste management operations for day-to-day debris generation.

3 Roles and Responsibilities

The following section outlines the roles and responsibilities assigned to state agencies and community partners to ensure ESF 3 activities are performed in an efficient and effective manner to support response and recovery. This document does not relieve tasked agencies with the responsibility for emergency planning

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and agency plans should adequately provide for the capability to implement the actions identified below.

3.1 Primary Agency

The primary agency for ESF 3 is the Oregon Department of Transportation (ODOT). The ODOT is responsible for the following overarching coordination activities:

- Coordinate regular review and update of the ESF 3 annex with supporting agencies.
- Facilitate collaborative planning to ensure state capability to support ESF 3 activities.
- Provide a representative to the State ECC, when requested, to support ESF 3 activities.
- Facilitate transition to recovery.

3.1.1 Oregon Department of Transportation

ODOT is responsible for maintenance of the state's transportation system. Key ESF 3 responsibilities for ODOT include:

- Maintain the Oregon Public Works Cooperative Assistance Agreement, a mutual aid agreement signed by about 200 state and local public works agencies in Oregon.
- Coordinate public works and engineering-related missions in support of the State Emergency Operations Plan.
- Provide heavy equipment and engineering resources.
- Help coordinate debris management activities.
- Provide contracting assistance and maintain an emergency contractor registry (database of contractors interested in emergency work) for public works.
- Coordinate with the US Army Corps of Engineers to obtain federal public works and engineering support.

3.2 Support Agencies

Supporting agencies contribute to the overall accomplishment of the mission of the ESF. Not every support agency will have input to, or responsibility for, the accomplishment of every mission assigned to the ESF.

3.2.1 Oregon Department of Administrative Services

DAS is the central administrative agency for the state and is a key partner in ensuring efficient delivery of state services. Key ESF 3 responsibilities for DAS include:

- Coordinate salvage operations.
- Adjust property damage claims and submit those above the retention level to the state's commercial insurers.

3.2.2 Oregon Department of Consumer and Business Services

DCBS's mission is to protect and serve Oregon's consumers and workers while supporting a positive business climate. Key ESF 3 responsibilities for the DCBS include:

- Building Codes Division: Ensure safe building construction by adopting and administering uniform statewide building codes; providing building code and rule interpretation; assisting local government building departments; enforcing license, code and permit requirements; certifying inspectors and licensing trade professionals.
- Oregon OSHA: Coordinate and perform the actions identified within the Worker Safety & Health Support Annex of the National Response Framework, or state equivalent; provide occupational safety and health technical support to other state and local entities; assess responder safety and health resource needs, e.g., OSHA on-site assistance, incident-specific personal protective equipment protocols, training, safety and health monitoring; investigating workplace fatalities, major accidents, and safety and health complaints.

3.2.3 Oregon Department of Environmental Quality

The DEQ is a regulatory agency whose job is to protect the quality of Oregon's environment. Key ESF 3 responsibilities for DEQ include:

- Conduct infrastructure protection activities for drinking water and water treatment agencies in the water sector.
- Assist in determining the suitability for human drinking water and identification of hazards associated with potential to affect water.
- Identify critical and wastewater systems and provide technical assistance with nonhazardous waste management, include debris and recycling/reuse.

3.2.4 Oregon Department of Geology and Mineral Industries

DOGAMI's mission is to provide earth science information and regulation to make Oregon safe and prosperous. Key ESF 3 responsibilities for DOGAMI include:

- Provide technical assistance following a disaster. Specifically, provide field teams to assist following an event, as appropriate.

3.2.5 Oregon Military Department

OMD's purpose is to administer, house, equip and train the Oregon National Guard to support the Governor during unrest or natural disaster. Key ESF 3 responsibilities for OMD include:

- Assist with potable water transportation.
- Assist with the provision of limited electric power from portable generators, heavy equipment and operators and other resources commensurate with OMD's available and useable resources.

3.2.6 Oregon Department of State Lands

DSL is responsible for management of state-owned grazing and agricultural land as well as off-shore land, estuarine tidelands, and submerged submersible lands of the state's navigable waterway system. Key ESF 3 responsibilities for DSL include:

- Provide vital information to Public Utilities Commission and other primary or supporting state agencies regarding locations and access to all state-owned lands and waterways.
- Issue special permits for access across controlled or private lands and waterways.

3.2.7 Oregon Water Resources Department

The Water Resources Department's mission is to serve the public by practicing and promoting responsible water management through two key goals including to directly address Oregon's water supply needs and to restore and protect stream flows and watersheds in order to ensure the long-term sustainability of Oregon's ecosystems, economy, and quality of life. Key ESF 3 responsibilities for the Water Resources Department include:

- Provide technical advice commensurate with the responsibilities of the Water Resource District so that the public water supply is sustained.

3.3 Adjunct Agencies

Adjunct agencies are organizations that may not be part of state government but have direct role in the function.

No adjunct agencies have been identified for ESF 3 at this time.

4 Concept of Operations

4.1 General

The State of Oregon Emergency Operations Plan, including ESF 3, 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 (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; ORS 401.052). OEM, in turn, has assigned responsibility for coordination of the implementation of ESF 3 to the primary and supporting agencies identified above.

Additionally, Executive Order (EO)-14-XX establishes a Disaster Management Framework to facilitate Oregon's response and recovery actions and provides a flexible instrument for execution of prudent policy and decision-making. The EO establishes the Governor's Disaster Cabinet and Economic Recovery Councils that will serve as the policy making body during a large scale or catastrophic disaster in Oregon.

All ESF 3 activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

4.2 Activation

When a disaster occurs, the OEM Executive Duty Officer will activate the State ECC and establish communications with leadership and ascertain initial size up to determine an ECC staffing plan and set up operational periods. If the incident requires significant coordination of public works activities, a notification will be made to ODOT requesting activation of ESF 3. ODOT will coordinate with supporting agencies to assess and report current capabilities to the ECC and will activate Agency Operations Centers as appropriate. ODOT and supporting agencies may be requested to send a representative to staff the ECC and facilitate ESF 3 activities.

4.3 ECC Operations

When ESF 3 is staffed in the ECC, the ESF representative will be responsible for the following:

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- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to public works needs.
- Share situation status updates related to communications with ESF 5, Information and Planning, to inform development of the Situation Report.
- Participate in, and provide ESF-specific reports for, ECC briefings including Disaster Cabinet and Economic Recovery briefings.
- Assist in development and communication of ESF 3 mission assignments to tasked agencies.
- Monitor ongoing ESF 3 mission assignments.
- Share ESF 3 information with ESF 14, Public Information, to ensure consistent public messaging.
- Coordinate ESF 3 staffing to ensure the function can be staffed across operational periods.

4.4 Transition to Recovery

Intermediate- and long-term recovery activities are guided by the State of Oregon Recovery Plan. In the event of a large-scale or catastrophic incident, the Governor may appoint a State Disaster Recovery Coordinator (SDRC) to facilitate state recovery activities and the longer-term aspects of restoration of public works infrastructure, coordination may be tasked to State Recovery Function (SRF) 6, Infrastructure. The coordinating agency for SRF 6 is the ODOT. The SDRC and the State Coordinating Officer (SCO) are responsible for agreeing on the timing of transition from response (ESF 3) to recovery (SRF 6).

See the Oregon State Recovery Plan for additional information.

5 ESF Development and Maintenance

ODOT will be responsible for coordinating regular review and maintenance of this ESF Annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

6 Appendices

- None at this time.

Appendix A ESF 3 Work Plan

Last Updated: 1/2/2015

Action	Responsible Department	Point of Contact	Priority	Timeline	Status
Conduct a planning workshop with tasked state agencies to validate the ESF 3 Annex	ODOT in coordination with assigned supporting agencies	TBD	High	2015	To be completed

Appendix B ESF 3 Resources

State

- ESF 3 Primary and Supporting Agency Emergency Plans and Procedures
- State of Oregon Office of Emergency Management, Cascadia Playbook
- State of Oregon Cascadia Subduction Zone Catastrophic Earthquake and Tsunami Operations Plan

Federal

- National Response Framework, ESF 3 – Public Works and Engineering
- National Disaster Recovery Framework, Infrastructure Recovery Support Function



ESF 4 – Firefighting

Last Updated: 1/2/2015

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ESF 4 Tasked Agencies	
Primary Agency	Oregon Department of Forestry (ODF) Office of the State Fire Marshal (OSFM)
Supporting Agencies	Oregon Military Department (OMD)
Adjunct Agency	

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 4 describes how the State of Oregon will support local governments to detect and suppress urban, rural, and wildland fires resulting from, or occurring coincidentally with, a significant disaster condition or incident.

1.2 Scope

Activities encompassed within the scope of ESF 4 include:

- Coordinate support for firefighting activities, including detection of fires on state and private lands.
- Provide personnel, equipment, and supplies in support of all agencies involved in rural and urban (OSFM) and wildland (ODF) firefighting operations.

1.3 Related Functions

ESF 4 often works closely with other State ESFs as a part of coordinated response and recovery activities. The following ESFs support firefighting related to activities:

- **ESF 1 – Transportation.** Assist in movement of firefighting resources and personnel to the incident.
- **ESF 6 – Mass Care.** Provide mass care support for residents displaced by a fire incident.
- **ESF 10 – Hazardous Materials.** Provide technical support for fire incidents that involve hazardous materials.

2 Situation and Assumptions

2.1 Situation

Oregon is faced with a number of hazards that may require firefighting support. Considerations that should be taken into account when planning for and implementing ESF 4 activities include:

ESF 4. Firefighting

- Fires are often a secondary hazard after a large scale event such as an earthquake. These hazards often overwhelm a community's response capabilities and can exacerbate already dangerous situations as resources become overstretched.
- Fires involving hazardous materials may require the use of specialized equipment and training to deal with.
- Fire personnel are often trained in ICS/National Incident Management System (NIMS) so there is often a strong level of understanding of the command structure among fire personnel during an incident.

2.2 Assumptions

ESF 4 is based on the following planning assumptions:

- Urban, rural, and wildland fires will be significant secondary hazards after a major, widespread event such as an earthquake.
- In a disaster, some firefighting resources may become scarce or damaged. Assistance from mutual aid agreements, neighboring jurisdictions, and State and Federal resources may be relied upon.
- Wheeled-vehicle access may be hampered by road or bridge failures, landslides, etc., making conventional travel to the fire locations extremely difficult or impossible. Aerial attack by air tankers, helicopters, and smoke jumpers may be needed in these situations.
- Efficient and effective mutual aid among the various local, County, State, and Federal fire agencies requires the use of the ICS together with compatible firefighting equipment and communications.

3 Roles and Responsibilities

The following section outlines the roles and responsibilities assigned to state agencies and community partners to ensure ESF 4 activities are performed in an efficient and effective manner to support response and recovery. This document does not relieve tasked agencies with the responsibility for emergency planning and agency plans should adequately provide for the capability to implement the actions identified below.

3.1 Primary Agency

The primary agencies for ESF 4 are the Oregon Department of Forestry and Office of the State Fire Marshall. The ODF and OSFM are responsible for the following overarching coordination activities:

- Coordinate regular review and update of the ESF 4 annex with supporting agencies.

ESF 4. Firefighting

- Facilitate collaborative planning to ensure state capability to support ESF 4 activities.
- Provide a representative to the State ECC, when requested, to support ESF 4 activities.
- Facilitate transition to recovery.

3.1.1 Oregon Department of Forestry

ODF is responsible for protecting the state's forestlands and conserving forest resources. Key ESF 4 responsibilities for ODF include:

- Devise and use environmentally sound and economically efficient strategies which minimize the total cost to protect Oregon's timber and other forest values from loss caused by wildland fire.
- Work in conjunction as a fire protection agency with the Oregon State Fire Marshal's office and other agencies as needed.
- As declared under ORS 477.005, preserve forests and the conserve forest resources through the prevention and suppression of forest fires in the State of Oregon.
- ODF operates within a complete and coordinated system of federal, state and local fire jurisdictional partners to meet its primary mission of protecting forest resources, second only to saving lives. Structural protection, though indirect, shall not inhibit protection of forest resources.
- Through the *Fire Mobilization Plan*, mobilize response to emergencies including incident management teams, public information personnel, radio systems, communications trailers, kitchens, shower units, and other support services.
- Support at least three, thirty three person Type 1 incident management teams. The teams are staffed with ODF employees across the state plus one Fire Service - structural liaison for each team.
- ODF operates the Salem Coordination Center, which is responsible to coordinate the distribution of ODF assets statewide. Area Headquarters located throughout the state direct response activities of ODF assets.
- ODF activities involve all phases of forestry including: responsibility for the protection from fire of the 16 million acres of private, state, and federal forest lands; detection and control of harmful forest insects, pests and forest tree diseases; rehabilitation and management of state-owned forest lands; and operation of tree nurseries.

3.1.2 Office of the State Fire Marshal

OSFM's mission is to protect citizens, their property, and the environment from fire and hazardous materials. Key ESF 4 responsibilities for the OSFM include:

- Manage and coordinate Oregon's firefighting activities by mobilizing firefighting resources in support of State, Federal, and local wildland, rural, and urban firefighting agencies.
- As described in the *State Fire Service Mobilization Plan*, coordinate and direct the activities of all structural firefighting resources of the State through the organization of State and county fire defense boards and their respective mutual aid agreements.
- Planning and implementing response by structural firefighting forces called up by the Governor under the *Conflagration Act* (ORS 476.510 to 476-610).
- Coordinates and directs three Type 2 all-risk incident management teams and advanced communication equipment. The teams are staffed with local fire officers and OSFM employees.
- Maintain membership in the Pacific Northwest Wildfire Coordination Group and serve as Oregon State Police fire prevention and control liaison with state and federal fire protections agencies, including ODF, US Forest Service and the Bureau of Land Management.
- Operate an Agency Response Center within the State ECC on an "as needed" basis.

3.2 Support Agencies

Supporting agencies contribute to the overall accomplishment of the mission of the ESF. Not every support agency will have input to, or responsibility for, the accomplishment of every mission assigned to the ESF.

3.2.1 Oregon Military Department

OMD's purpose is to administer, house, equip and train the Oregon National Guard to support the Governor during unrest or natural disaster. Key ESF 4 responsibilities for OMD include:

- Provide firefighting support (e.g., resource distribution, potable water transportation, mass feeding, establishing communications networks with fixed and mobile radios, providing aerial surveillance of a disaster area, and the provision of limited electric power from portable generators), as available.
- Assist in search and rescue, lifesaving and air ambulance missions.

3.3 Adjunct Agencies

Adjunct agencies are organizations that may not be part of state government but have direct role in the function.

No adjunct agencies have been identified for ESF 4 at this time.

4 Concept of Operations

4.1 General

The State of Oregon Emergency Operations Plan, including ESF 4, 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 (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; ORS 401.052). OEM, in turn, has assigned responsibility for coordination of the implementation of ESF 4 to the primary and supporting agencies identified above.

Additionally, Executive Order (EO)-14-XX establishes a Disaster Management Framework to facilitate Oregon's response and recovery actions and provides a flexible instrument for execution of prudent policy and decision-making. The EO establishes the Governor's Disaster Cabinet and Economic Recovery Councils that will serve as the policy making body during a large scale or catastrophic disaster in Oregon.

All ESF 4 activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

4.2 Activation

When a disaster occurs, the OEM Executive Duty Officer will activate the State ECC and establish communications with leadership and ascertain initial size up to determine an ECC staffing plan and set up operational periods. If the incident requires significant coordination of firefighting activities, a notification will be made to ODF and OSFM, as appropriate, requesting activation of ESF 4. ODF/OSFM will coordinate with supporting agencies to assess and report current capabilities to the ECC and will activate Agency Operations Centers as appropriate. ODF/OSFM and supporting agencies may be requested to send a representative to staff the ECC and facilitate ESF 4 activities.

4.3 ECC Operations

When ESF 4 is staffed in the ECC, the ESF representative will be responsible for the following:

ESF 4. Firefighting

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to firefighting needs.
- Share situation status updates related to communications with ESF 5, Information and Planning, to inform development of the Situation Report.
- Participate in, and provide ESF-specific reports for, ECC briefings including Disaster Cabinet and Economic Recovery briefings.
- Assist in development and communication of ESF 4 actions to tasked agencies.
- Monitor ongoing ESF 4 actions.
- Share ESF 4 information with ESF 14, Public Information, to ensure consistent public messaging.
- Coordinate ESF 4 staffing to ensure the function can be staffed across operational periods.

4.4 Transition to Recovery

Intermediate- and long-term recovery activities are guided by the State of Oregon Recovery Plan. In the event of a large-scale or catastrophic incident, the Governor may appoint a State Disaster Recovery Coordinator (SDRC) to facilitate state recovery activities and the longer-term aspects of restoring and enhancing the state's firefighting capability may be tasked to State Recovery Function (SRF) 1 Community Planning and Capacity Building. The coordinating agency for SRF 1 is the DLCDC. The SDRC and the State Coordinating Officer (SCO) are responsible for agreeing on the timing of transition from response (ESF 4) to recovery (SRF 1).

See the Oregon State Recovery Plan for additional information.

5 ESF Development and Maintenance

ODF and OSFM will be responsible for coordinating regular review and maintenance of this ESF Annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

6 Appendices

- Appendix A – ESF 4 Work Plan
- Appendix B – ESF 4 Resources

Appendix A ESF 4 Work Plan

Last Updated: 1/2/2015

Action	Responsible Department	Point of Contact	Priority	Timeline	Status
Conduct a planning workshop with tasked state agencies to validate the ESF 4 Annex	ODF/OSFM in coordination with assigned supporting agencies	TBD	High	2015	To be completed

Appendix B ESF 4 Resources

State

- ESF 4 Primary and Supporting Agency Emergency Plans and Procedures
- State Fire Service Mobilization Plan
- Master Cooperative Fire Protection Agreement
- “Conflagration Act” (ORS 476.510 to 476-610)
- State of Oregon Office of Emergency Management, Cascadia Playbook
- State of Oregon Cascadia Subduction Zone Catastrophic Earthquake and Tsunami Operations Plan

Federal

- National Response Framework, ESF 4 – Firefighting



ESF 5 – Information and Planning

LAST UPDATED: 12/1/2014

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ESF 5 Tasked Agencies	
Primary Agencies	Oregon Office of Emergency Management (OEM)
Supporting Agencies	Oregon Department of Administrative Services (DAS) Oregon Department of Justice (DOJ) Oregon Military Department (OMD)
Adjunct Agencies	American Red Cross (ARC)

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 5 describes how the State of Oregon will compile, analyze, and coordinate overall information planning activities in the State Emergency Coordination Center.

1.2 Scope

Activities encompassed within the scope of ESF 5 include:

- Serve as a hub for the receipt and dissemination of incident information.
- Coordinate with state agency operations centers and local, tribal, and private sector emergency management organizations to facilitate the flow of situational information.
- Collect, process, analyze, and disseminate information to guide response and recovery activities.
- Collect and aggregate damage assessment data and track local declarations.
- Coordinate incident planning in the State ECC including development of information products.

1.3 Related Functions

ESF 5 often works closely with other State ESFs as a part of coordinated response and recovery activities. The following ESFs support information and planning related activities:

- **All ESFs.** All functions will provide situation status updates to ESF 5 to guide incident action planning activities.

2 Situation and Assumptions

2.1 Situation

Oregon is faced with a number of hazards that may require information and planning support. Considerations that should be taken into account when planning for and implementing ESF 5 activities include:

- The administration and logistics for emergency response and recovery operations will be provided by emergency services and support agencies that routinely manage these procedures during normal operations. The coordination of these agencies will be done using established procedures expedited for administrative assistance and logistics support during operations.
- Information and planning provide the methodologies and procedures field operations require during a disaster or hazard event. During times of poor communication due to the loss of telecommunication infrastructure, these existing procedures ensure that all groups are synchronized in the work towards recovery.

2.2 Assumptions

ESF 5 is based on the following planning assumptions:

- There will be an immediate and continuing need to collect, process, and disseminate situational information, identify urgent response requirements before, during and immediately following a disaster or emergency event in order to plan for continuing response, recovery, and mitigation activities.
- Assessment of damage impacts and ECC operations may be delayed due to minimal staffing. Jurisdictions impacted the most will be given priority for assistance and support as needed and available.
- During the early stages of an event, little information will be available, and it may be vague and inaccurate; the need to verify this information can delay response to inquiries.
- Reporting from local municipalities to the ECC will improve as the event matures.
- Reporting of information may be delayed due to damaged telecommunications and transportation infrastructure.
- Normal forms of communications may be severely interrupted during the early phases of an emergency or disaster.

ESF 5. Information and Planning

- Transportation to affected areas may be cut off due to weather conditions or damage to roads, bridges, airports, and other transportation means.

3 Roles and Responsibilities

The following section outlines the roles and responsibilities assigned to state agencies and community partners to ensure ESF 5 activities are performed in an efficient and effective manner to support response and recovery. This document does not relieve tasked agencies with the responsibility for emergency planning and agency plans should adequately provide for the capability to implement the actions identified below.

3.1 Primary Agencies

The primary agency for ESF 5 is the Oregon Office of Emergency Management. OEM is responsible for the following overarching coordination activities:

- Coordinate regular review and update of the ESF 5 annex with supporting agencies.
- Facilitate collaborative planning to ensure state capability to support ESF 5 activities.
- Staff the State ECC, as needed, to support ESF 5 activities.
- Facilitate transition to recovery.

3.1.1 Oregon Office of Emergency Management

OEM is statutorily responsible for coordination of the state's emergency management program. In addition to its general responsibilities as the primary agency for ESF 5, OEM is responsible for the following activities supporting information and planning during a disaster:

- Maintain and operate the State ECC including performance of the planning function.
- Liaise with other ESFs to ensure a common operating picture.
- Maintain the RAPTOR system.

3.2 Supporting Agencies

Supporting agencies contribute to the overall accomplishment of the mission of the ESF. Not every support agency will have input to, or responsibility for, the accomplishment of every mission assigned to the ESF.

ESF 5. Information and Planning**3.2.1 Oregon Department of Administrative Services**

DAS is the central administrative agency for the state and is a key partner in ensuring efficient delivery of state services. Key ESF 5 responsibilities for DAS include:

- Provide GIS mapping support to ECC planning activities.

3.2.2 Oregon Department of Justice

DOJ maintains the Oregon TITAN Fusion Center to meet the need for information sharing among federal, state and local law enforcement agencies and other public safety disciplines. Key ESF 5 responsibilities of the Fusion Center include:

- Contribute information to ongoing federal and national-level terrorist risk assessments and complete statewide, regional, or site-specific and topical risk assessments
- Disseminate federally generated alerts, warnings, and notifications regarding time-sensitive threats, situational awareness reports, and analytical products.
- Gather, process, analyze, and disseminate locally generated information, such as Suspicious Activity Reports.
- Produce or interpret intelligence products relevant to stakeholders.
- Protect civil liberties and privacy interests of American citizens throughout the intelligence process.

3.2.3 Oregon Military Department

OMD's purpose is to administer, house, equip and train the Oregon National Guard to support the Governor during unrest or natural disaster. Key ESF 5 responsibilities for OMD include:

- Operate the Joint Operations Center and share situation status with the State ECC.

3.3 Adjunct Agencies

Adjunct agencies are organizations that may not be part of state government but have direct role in the function.

3.3.1 American Red Cross

Within the State of Oregon, the American Red Cross has five chapters that provide program and services. ARC can expand its operations as a disaster requires. During a disaster ARC may assist ESF 5 in the following activities:

- Provide damage assessment data if requested.

4 Concept of Operations

4.1 General

The State of Oregon Emergency Operations Plan, including ESF 5, 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 (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; ORS 401.052). As the assigned primary agency for ESF 5, OEM is responsible for implementation of ESF 5 in coordination with the supporting agencies identified above.

Additionally, Executive Order (EO)-14-XX establishes a Disaster Management Framework to facilitate Oregon's response and recovery actions and provides a flexible instrument for execution of prudent policy and decision-making. The EO establishes the Governor's Disaster Cabinet and Economic Recovery Councils that will serve as the policy making body during a large scale or catastrophic disaster in Oregon.

All ESF 5 activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

4.2 Activation

When a disaster occurs that results in a Governor's declaration, the OEM Executive Duty Officer will activate the State ECC and establish communications with leadership and ascertain initial size up to determine an ECC staffing plan and set up operational periods. If the incident requires coordination of the information and planning function, OEM will coordinate ESF 5 activities through staffing of the ECC planning function. OEM will coordinate with supporting agencies to assess and report current capabilities to the ECC and will activate Agency Operations Centers as appropriate. Supporting agencies may be requested to send a representative to staff the ECC and facilitate ESF 5 activities.

4.3 ECC Operations

When ESF 5 is staffed in the ECC, the ESF representative will be responsible for the following:

- Serve as a liaison with supporting agencies and other partners.
- Provide a primary entry point for situational information related to the emergency.
- Synthesize situational information received to inform development of the Situation Report.

ESF 5. Information and Planning

- Participate in, and provide ESF-specific reports for, ECC briefings including Disaster Cabinet and Economic Recovery briefings.
- Assist in development and communication of ESF 5 actions to tasked agencies.
- Monitor ongoing ESF 5 actions.
- Share ESF 5 information with ESF 14, Public Information, to ensure consistent public messaging.
- Coordinate ESF 5 staffing to ensure the function can be staffed across operational periods.

4.4 Transition to Recovery

Intermediate- and long-term recovery activities are guided by the State of Oregon Recovery Plan. In the event of a large-scale or catastrophic incident, the Governor may appoint a State Disaster Recovery Coordinator (SDRC) to facilitate state recovery activities and the longer-term aspects of ongoing information management and planning, coordination may be tasked to State Recovery Function (SRF) 1, Community Planning and Capacity Building. The coordinating agency for SRF 1 is the Oregon Department of Land Conservation and Development. The SDRC and the State Coordinating Officer (SCO) are responsible for agreeing on the timing of transition from response (ESF 5) to recovery (SRF 1).

See the Oregon State Recovery Plan for additional information.

5 ESF Development and Maintenance

OEM will be responsible for coordinating regular review and maintenance of this ESF Annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

6 Appendices

- Appendix A – ESF 5 Plans and Resources
- Appendix B – ESF 5 Work Plan

Appendix A ESF 5 Work Plan

Last Updated: 11/13/2014

Action	Responsible Department	Point of Contact	Priority	Timeline	Status
Conduct a planning workshop with tasked state agencies to validate the ESF 5 Annex	OEM in coordination with assigned supporting agencies	TBD	High	2015	To be completed

Appendix B ESF 5 Resources

State

- [TEXT]

Federal

- National Response Framework, ESF 5 – Information and Planning



ESF 6 – Mass Care

LAST UPDATED: 3 February 2015

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Within the State of Oregon, the American Red Cross has two Regional chapters that provide program and services. The Cascades Region serves as the lead for the state of Oregon. The ARC can expand its operations as a disaster requires. It is involved in sheltering, damage assessment, feeding, , distribution of emergency relief items, case management, basic first aid and behavioral health services at its service delivery sites, and providing information to the general public and media ESF 6-10

- Develop relationships with local emergency program managers and coordinate its response with local governments. ESF 6-10
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ESF 6 Tasked Agencies	
Primary Agency	Department of Human Services (DHS)
Supporting Agencies	Department of Administrative Services (DAS) Oregon Department of Agriculture (ODA) Oregon Emergency Management (OEM) Oregon Military Department (OMD) Oregon Department of Forestry (ODF) Oregon Parks and Recreation Oregon Health Authority (OHA) Oregon Housing and Community Services Department (OHCS) Oregon Department of Corrections (DOC) Oregon Employment Division Department of Veterans Affairs Oregon Department of Education (ODE)
Adjunct Agencies	Oregon Voluntary Organizations Active in Disaster (ORVOAD) American Red Cross (ARC) Oregon Food Bank Salvation Army SOLVE

1 Introduction

1.1 Purpose

ESF 6 monitors and coordinates state support for the efforts of local and tribal governments, and nongovernmental organizations to address the mass care, emergency assistance, housing, and human services needs of people impacted by disasters.

1.2 Scope

Activities encompassed within the scope of ESF 6 include:

- Mass care includes:
 - Sheltering

ESF 6. Mass Care

- Feeding operations
- Emergency first aid
- Bulk distribution of emergency items
- Collecting and providing information on those affected by the disaster to family members.
- Emergency assistance includes:
 - Family reunification
 - Sheltering for household pets and service animals
 - Distribution of donated goods
- Housing includes:
 - Providing short-term housing solutions for those affected by the disaster. It may include rental assistance, repairs, loans, manufactured housing, semi-permanent and permanent construction, referrals, identification and provision of accessible housing, and access to other sources of housing assistance.
 - Intermediate- and long-term housing is addressed in the State of Oregon Recovery Plan.
- Human services include:
 - Programs to replace destroyed personal property, obtain disaster loans, food stamps, disaster unemployment assistance, disaster legal services, veterans' assistance, support
 - Services for populations with access and functional needs
 - Processing of other state and federal benefit claims.
- ESF 6 includes the FEMA Individuals and Households Program (IHP), including Other Needs Assistance (ONA). IHP and ONA cover several of the categories of assistance noted above.

1.3 Related Functions

ESF 6 often works closely with other State ESFs as a part of coordinated response and recovery activities. The following ESFs support transportation-related activities:



2 Roles and Responsibilities

2.1 Primary Agency

2.1.1 Department of Human Services

- Provide a State Individual Assistance Officer (State IAO) under a Presidential Individual Assistance declaration.
- Facilitate the activity of ESF 6 partners.
- Activate certain activities related to children's services, senior services, and disability services programs.
- As a State Distributing Agency, coordinate provision of USDA Food and Nutrition Service (FNS) commodities (Supplemental Nutrition Assistance Program [SNAP]).
- As a State Distributing Agency, coordinate provision of USDA Food and Nutrition Service (FNS) commodities (Temporary Emergency Food Assistance Program).

2.2 Support Agencies

2.2.1 Department of Administrative Services

- Assist with the management of donated goods, especially with regard to any warehouses which are needed to temporarily store donated goods before they are delivered to end users.

- Coordinate the purchasing of emergency items such as: water, tarps, emergency 1st aid supplies, food, fuel, etc. in support of mass care operations.

2.2.2 Oregon Department of Agriculture

- Assist in coordination of any integrated response to provide for the safety and well being of household pets and livestock, and provide subject matter expertise.

- Coordinate resources for animal shelters.

- Assist in determining the location of supplies of food.

- Assists with information on food and food safety issues.

2.2.3 Oregon Emergency Management

- Provide a liaison, if needed, to assist in coordination of ESF 6 in the State ECC, and at a JFO, if applicable.

- If not provided by Oregon DHS, OEM may be asked to provide a State Individual Assistance Officer (State IAO). OEM has the state lead for donations management, including administering the Aidmatrix software utilized by Oregon as part of the National Donations Management Network.

- Coordinate requests for military support to civilian authorities for temporary feeding activities.

2.2.4 Oregon Health Authority

- Coordinate provision of public health evaluation and services.

- Coordinate mental health and medical services beyond basic services to sheltered population.

ESF 6. Mass Care

- Assist in obtaining care providers for special needs in shelters that are considered medically stable to be outside direct medical care, such as home healthcare providers or hospice care, through SERV-OR.
- Assist with the coordination of pharmacy distribution and work on co-location of PODs with shelter locations.
- Provide contacts and assist in patient movement for routine care, i.e. dialysis, to and from treatment centers.

2.2.5 Oregon Housing and Community Services Department

- Provide financial and program support to create and preserve opportunities for quality, affordable housing and supportive services for moderate, low, and very-low income Oregonians.
- Lead the State Disaster Housing Task Force.
- Staff the Housing Group in the State ECC when activated.

2.2.6 Oregon Department of Education

- The Oregon Department of Education oversees the USDA Food Distribution Program for School Nutrition Programs. This program distributes food through a statewide network to almost 300 public and private non-profit agencies. This food can be made available during emergency situations.
- Distribute food through this network to affected areas. The Oregon Dept. of Education can distribute food from the State warehouse or local agencies.

2.3 Adjunct Agencies**2.3.1 Oregon Voluntary Organizations Active in Disaster**

ORVOAD consists of voluntary organizations with disaster relief roles, which work in partnership with state, local, and tribal governments. Functions may include animal control, building repair, child care, clean up, clothing, communication, counseling, damage assessment, disaster welfare inquiry, financial assistance, food, human relations, mass care, sheltering, transportation, volunteer staffing, and warehousing and bulk distribution. ORVOAD is a member of the larger family of state VOADS, under a national umbrella known as NVOAD (National Voluntary Organizations Active in Disaster). The American Red Cross and Oregon Food Bank, detailed as follows, are member agencies of ORVOAD.

2.3.2 American Red Cross

Within the State of Oregon, the American Red Cross has two Regional chapters that provide program and services. The Cascades Region serves as the lead for the state of Oregon. The ARC can expand its operations as a disaster requires. It is involved in sheltering, damage assessment, feeding, , distribution of emergency relief items, case management, basic first aid and behavioral health services at its service delivery sites, and providing information to the general public and media .

- Develop relationships with local emergency program managers and coordinate its response with local governments.
- Provide a liaison to the State ECC.
- Maintain agreements with local, state, and national organizations that support state ESF 6 activities.

2.3.3 Oregon Food Bank

Oregon Food Bank (OFB) is a member of the Nation’s largest food banking Network, Feeding America. It is the hub of a unique statewide Network of twenty-one Regional Food Banks serving low-income families across every county in Oregon and also Clark County, Washington. The Oregon Food Bank statewide Network distributes food through over 960 nonprofit organizations such as The Salvation Army, Saint Vincent DePaul, Union Gospel Mission, Blanchet House of Hospitality, Boys and Girls Clubs, The Meals on Wheels People and many more. They do this work through a statewide Network of warehouses, served by a fleet of long-haul and short-range trucks and through the help of hundreds of paid staff and thousands of committed volunteers.

During times of disaster, Feeding America and the Oregon Food Bank Network work in unison to stage food, water and other supplies close to impacted areas, for quick distribution through a Network of response organizations trained to work in their communities with disparate ethnic groups, people with access and functional needs and in the appropriate languages. Distribution is through congregate meal sites (kitchens) and food pantries (CPODS) distributing food that is a mix of donated, purchased and USDA/TEFAP commodities.

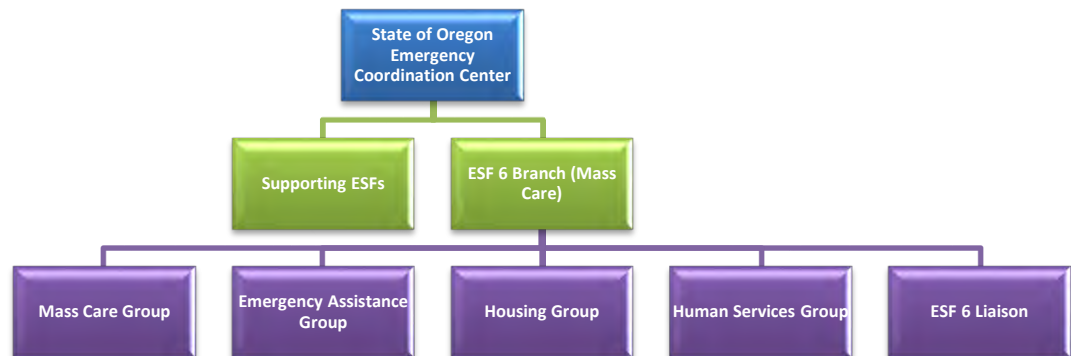
2.3.4 Salvation Army

The Salvation Army normally provides a number of services related to ESF 6— Mass Care, including mass feeding, various shelter-related services, counseling services, financial assistance, and donations management.

3 Concept of Operations

3.1 Organization

ESF 6 is managed via the organization chart below:



The ESF 6 Liaison is physically located with the ESF 6 Branch Director, and helps to facilitate communication with other liaisons in the State ECC, with the Human Services Liaison in the Public Health Division AOC in Portland, the Disaster Case Management (DCM) Liaison in the Joint Field Office (JFO), and with local community contacts, as required.

Like other ESFs, OEM coordinates requests for assistance and communicates with the state agencies to identify the appropriate action and state resources using OpsCenter software.

ESF 6 is managed by a Branch Director, who also serves as the State Individual Assistance Officer (State IAO). Among several sources of federal assistance that may be available to the State IAO is the FEMA Individuals and Households Program (IHP), which includes Other Needs Assistance (ONA). IHP may apply across all four groups in ESF 6. ONA applies mostly to the Human Services Group.

3.2 Mass Care

The Mass Care Group Supervisor position will usually be filled by a state employee with support from the ARC. Among the responsibilities of this Group are coordinating state resources in response to requests for support from local government in shelter and feeding operations, and provision of basic first aid at designated sites. This Group will usually have representatives from Oregon Food Bank and Oregon Voluntary Organizations Active in Disaster (ORVOAD).

ESF 6. Mass Care

When local government authorities request assistance from the state¹ with shelter and feeding activities, the following general steps should be considered:

- Determine the extent of the area and population at risk, and designate other areas that are safe to provide temporary housing and feeding for evacuees and emergency workers (if necessary). This will require input from local government officials.
- Verify that a request for an ARC Liaison has been made and request a status report of current ARC activities in support of the disaster.
- Information regarding special needs, evacuation routes used, and the location of staging (or “reception”) areas needs to be requested from the involved local government(s).
- The ARC Liaison will provide a list of ARC shelter(s) that are open or on stand-by. The report will include physical address, capacity of the shelter(s), and information on ARC feeding operations.
- Organizations operating shelters will assign shelter managers and will be responsible for registering shelter occupants.
- The Mass Care Group Supervisor should notify the Public Information Officer (PIO) at the State ECC regarding the opening of shelters and their locations, and the locations of any additional and/or alternate staging areas that have been established to assign persons to shelters.

3.2.1 Bulk Distribution

The Mass Care Group also receives and coordinates requests for bulk distribution of emergency relief items, requests which are generally passed onto the Logistics Section of the State ECC. Resources are then provided by the Logistics Section, as appropriate. See also ESF 7 of this plan.

3.2.2 Sheltering

ARC has a database (the ARC National Shelter System) which contains a list of facilities that could serve as shelter sites. This database is the primary system for reporting shelter information within the ARC and the system can be accessed at the local, state, and federal government levels. ARC Liaisons will provide reports on ARC shelter activities. Reports regarding non-ARC shelter activities will primarily be tracked and reported by the local jurisdictions where the shelters

¹ The American Red Cross will generally know about evacuations that require sheltering before state resources are requested because individual ARC chapters are working with the involved local government(s).

ESF 6. Mass Care

are operating. FEMA also has a national shelter database called the National Shelter System (NSS). To date Oregon has not entered into an MOU with FEMA for state use of the FEMA NSS.

3.2.3 Mass Feeding

Several documents are available to assist in implementing the feeding portions of the work of the Mass Care Group. They are Appendix 1, Food and Feeding; the Multi-Agency Feeding Plan Template; and the Feeding Task Force Guidance Document.

3.2.4 Emergency First Aid

ARC provides basic first aid at ARC service delivery sites. Any medical services other than basic first aid will be requested through ESF 8.

ARC also provides basic mental health services at its service delivery sites. The ARC has professional mental health volunteers who provide counseling services and make referral to community-based resources for short-term and long-term mental health care.

3.3 Emergency Assistance

The Emergency Assistance Group Supervisor position will usually be filled by Oregon DHS.

3.3.1 Family Reunification

The Emergency Assistance Group is also responsible for efforts to reunify family members and others who have become separated by the event. The “Safe and Well” website managed by the American Red Cross will serve as one method for conducting welfare information services. For additional information on Safe and Well, and other resources, see Appendix 2.

3.3.2 Volunteers and Donations

OEM will lead a Task Force within this Group to manage donated goods. DAS and ORVOAD assist in the work of this Task Force. Items donated by individuals, private or public groups are inventoried, managed and distributed in a manner to provide the appropriate goods to the affected citizens. For more information, see the state Donations Management Plan.

OEM will also provide a Voluntary Agency Liaison (VAL) to the Emergency Assistance Group. The VAL will be the primary liaison for state agencies with ORVOAD and other voluntary agencies, as well as local COAD². If long-term recovery committees are established following the event, the VAL will be the lead representative for the state with those committees.

² Community Organizations Active in Disaster

3.4 Housing

The Housing Group Supervisor position will usually be filled by Oregon Housing and Community Services. When this plan was published, OHCS was leading a state effort to develop an Oregon Disaster Housing Strategy and Plan.

3.5 Human Services

The Human Services Group Supervisor position will usually be filled by Oregon DHS. One or more Disaster Recovery Center (DRC) Task Forces may be formed under the Human Services Group. Disaster case management may also become a component of the work of the Human Services Group. Additional information on Disaster Recovery Centers and disaster case management may be found in Appendix 3 and Appendix 4, respectively.

3.5.1 Human Services Programs

Human Services includes Disaster Unemployment Assistance, which is a program managed by the Oregon Employment Department.

This group also includes disaster assistance managed by the Oregon Department of Veterans' Affairs. This assistance is sometimes offered via one or more DRC.

Human services also includes a program named Disaster Legal Services, but the state has little or no role in implementing this. It provides legal services for low-income individuals who, prior to or because of the disaster, are unable to secure legal services adequate to meet their disaster-related needs. It is implemented by means of an agreement between FEMA and the Young Lawyers Division of the American Bar Association.

Other Needs Assistance is a component of the Individuals and Households Program which may be made available to the state as part of a Presidential major disaster declaration. ONA requires a 25% state cost-share. ONA may help pay medical, dental, and funeral costs related to the disaster. It also helps people affected by the disaster with the costs associated with the repair or replacement of certain personal property including clothing, household furnishings, appliances, and tools or computers needed for work. ONA grants may also help repair or replace cars and other vehicles necessary for transportation. The money can also be used for moving and storing personal property to avoid additional damage while disaster repairs are being made to the home. Other items for which eligible applicants may be reimbursed include generators, dehumidifiers and chain saws.

3.5.2 Crisis Counseling

Crisis counseling is listed as one component of Human Services in the Nation Response Framework ESF 6, but other than "psychological first aid" provided by the ARC as part of Mass Care, in this plan crisis counseling is part of ESF 8.

3.5.3 Access and Functional Needs Populations

The state recognizes that there are several categories of vulnerable populations who must be housed and fed following an evacuation, defined as people who are elderly, people with disabilities and other medical or mental health conditions, people with limited English proficiency, people with hearing and sight impairments, people who are in institutions, and people without access to private vehicles, as well as people in schools, day care centers, prisons and detention centers, and drug treatment centers. It also includes people who are transient such as tourists, seasonal workers, and the homeless.

Local emergency operations plans should contain strategies and procedures for addressing the needs of vulnerable populations in the event of emergency situations.

4 ESF Development and Maintenance

DHS will be responsible for coordinating regular review and maintenance of this ESF Annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

5 Supporting Documents

The following documents are currently in place to support state implementation of the mass care function:

State of Oregon

- State of Oregon Emergency Operations Plan
 - ESF 8 – Health and Medical
 - ESF 11 – Food and Water
 - ESF 15 – Volunteers and Donations
- Cascadia Playbook
- State of Oregon Cascadia Subduction Zone Catastrophic Earthquake and Tsunami Operations Plan
- ESF 6 Primary and Supporting Agency Internal Operating Procedures
- Oregon Disaster Housing Strategy, 2012
- Oregon Behavioral Health All Hazard Response Plan
- State of Oregon Animals in Disaster Plan

ESF 6. Mass Care

- Oregon Individuals and Households Program, Other Needs Assistance Agreement with FEMA Region Ten
- *Multi-Agency Feeding Plan Template* (draft dated January 2010)
- *Feeding Task Force Guidance Document* (draft dated January 2010)

Federal

- National Response Framework
 - ESF 6 – Mass Care, Emergency Assistance, Temporary Housing, and Human Services
- ARC and FEMA National Shelter Systems (NSS)
- FEMA Disaster Assistance Policy, DAP9523.19, Eligible Costs Related to Pet Evacuations and Sheltering
- Pets Evacuation and Transportation Standards (PETS) Act of 2006

6 Appendices

- Appendix 1 Food and Feeding
- Appendix 2 Reuniting Family Members and Others
- Appendix 3 Disaster Recovery Centers (tbd)
- Appendix 4 Case Management and Benefit Claims (tbd)



ESF 7 – Resource Support

LAST UPDATED: 10 March 2015

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ESF 7 Tasked Agencies	
Primary Agencies	Oregon Department of Administrative Services (DAS)
Supporting Agencies	Oregon Department of Transportation (ODOT) Oregon Department of Corrections (DOC) Oregon Department of Forestry (ODF) Oregon Health Authority (OHA) Oregon Military Department (OMD) Oregon Office of Emergency Management (OEM) Oregon Parks and Recreation Department (OPRD)
Adjunct Agencies	

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 7 describes how the State of Oregon will provide logistical and resource support during a time of emergency, as well as provide financial tracking and records management of overall costs of the state’s response.

1.2 Scope

Activities encompassed within the scope of ESF 7 include:

- Coordinate the procurement and provision of state and private sector resources during a disaster.
- Receive and coordinate response to resource requests from local and tribal partners.
- Provide logistical and resource support for requirements not specifically addressed in other ESFs.
- Monitor and track available and committed resources involved in the incident.
- Monitor and document the financial costs of providing resources to include costs of providing state agency support, purchasing or contracting goods and services, transportation, and above normal staffing.

1.3 Related Functions

ESF 7 often works closely with other State ESFs as a part of coordinated response and recovery activities. The following ESFs support resource support related activities:

- **ESF 11.** Identify and procure food and water resources to support identified needs.
- **ESF 15.** Coordinate provision of donated goods and services.
- **All ESFs.** All functions will make resource requests through ESF 7 via the State Emergency Coordination Center.

2 Situation and Assumptions

2.1 Situation

Oregon is faced with a number of hazards that may require resource support. Considerations that should be taken into account when planning for and implementing ESF 7 activities include:

- Upon request, ESF 7 provides the resource support needed to maintain the response capacity of local and tribal partners.
- Equipment and supplies are provided from current stocks or, if necessary, from commercial sources, using locally available sources when possible. ESF 7 does not stockpile supplies.
- During response operations, acquisition of these resources may be supported by preexisting memorandums of understanding, memorandums of agreement, and interagency agreements and contracts.

2.2 Assumptions

ESF 7 is based on the following planning assumptions:

- Local and tribal partners will exhaust local and mutual aid resource support mechanisms prior to requesting support from the state. A request may be made if exhaustion of local resources is imminent.
- Normal forms of communications may be severely interrupted during the early phases of an emergency or disaster.
- Transportation to affected areas may be cut off due to weather conditions or damage to roads, bridges, airports, and other transportation means.

- Donated goods and supplies will be managed and utilized as necessary.
- The management and logistics of resource support is highly situational and requires flexibility and adaptability.
- Local and tribal governments will expend resources and implement mutual aid agreements under their own authorities

3 Roles and Responsibilities

The following section outlines the roles and responsibilities assigned to state agencies and community partners to ensure ESF 7 activities are performed in an efficient and effective manner to support response and recovery. This document does not relieve tasked agencies with the responsibility for emergency planning and agency plans should adequately provide for the capability to implement the actions identified below.

3.1 Primary Agencies

The primary agency for ESF 7 is the Oregon Department of Administrative Services. DAS is responsible for the following overarching coordination activities:

- Coordinate regular review and update of the ESF 7 annex with supporting agencies.
- Facilitate collaborative planning to ensure state capability to support ESF 7 activities.
- Provide a representative to the State ECC, when requested, to support ESF 7 activities.
- Facilitate transition to recovery.

3.1.1 Oregon Department of Administrative Services

DAS is the central administrative agency for the state and is a key partner in ensuring efficient delivery of state services. In addition to its general responsibilities as the primary agency for ESF 7, DAS is responsible for the following activities supporting resource support during a disaster:

- Maintain a list of potential suppliers of emergency resources.
- Coordinate procurement resources.
- Coordinate use of facilities for food and water storage.
- Procure sites suitable to the collection and distribution of donated goods and materials.

- Manage the efforts to procure or contract for equipment, supplies, services, etc. to meet the needs of the incident.

3.2 Supporting Agencies

Supporting agencies contribute to the overall accomplishment of the mission of the ESF. Not every support agency will have input to, or responsibility for, the accomplishment of every mission assigned to the ESF.

3.3.1 Oregon Department of Corrections

ODC is responsible for management of the state's correctional institutions. Key ESF 7 responsibilities for ODC include:

- Assist with staging and transport of supplies and equipment.
- DOC can provide varied supplies and equipment, telecommunications, personnel, contracting services, and transportation services required for disaster response.

3.3.2 Oregon Department of Forestry

ODF is responsible for protecting the state's forestlands and conserving forest resources. Key ESF 7 responsibilities for ODF include:

- Operate the Salem Coordination Center, which is responsible to coordinate the distribution of ODF assets statewide. Area Headquarters located throughout the state direct response activities of ODF assets.
- ODF is capable of mobilizing a substantial response to emergencies including incident management teams, public information personnel, radio systems, communications trailers, kitchens, shower units, and other support services.

3.3.3 Oregon Health Authority

OHA is responsible for protecting the public health of all Oregonians and is responsible for the state's public health emergency preparedness programs. Key ESF 7 responsibilities for OHA include:

- Coordinate procurement and provision of medical and pharmaceutical resources.

3.3.4 Oregon Department of Transportation

ODOT is responsible for maintenance of the state's transportation system. Key ESF 7 responsibilities for ODOT include:

- Provide ODOT resources to support staging and transport of supplies and equipment, telecommunications, personnel, contracting services, and transportation services required for disaster response.

3.3.5 Oregon Military Department

OMD's purpose is to administer, house, equip and train the Oregon National Guard to support the Governor during emergencies. Key ESF 7 responsibilities for OMD include:

- Provide law enforcement, medical care, traffic control, firefighting support, resource distribution, potable water transportation, mass feeding of disaster victims, establishing communications networks with fixed and mobile radios, providing aerial surveillance of a disaster area, and the provision of electric power from portable generators.
- Assist in search and rescue, lifesaving and air ambulance missions.
- Take on a logistical coordination and distribution role in ESF 7 operations to manage a significant event.

3.3.6 Oregon Office of Emergency Management

OEM is statutorily responsible for coordination of the state's emergency management program. Key ESF 7 responsibilities for OEM include:

- Maintain and operate the State ECC.
- Coordinate and manage the state's response to requests for assistance.

3.3.7 Oregon Parks and Recreation Department

OPRD is responsible for maintaining the state's park system. Key ESF 7 responsibilities for OPRD include:

- Provide facilities or open space for resource staging.

3.3 Adjunct Agencies

Adjunct agencies are organizations that may not be part of state government but have direct role in the function.

No adjunct agencies have been identified for ESF 7 at this time.

4 Concept of Operations

4.1 General

OEM has assigned responsibility for coordination of the implementation of specific tasks surrounding ECC preparedness and operations via primary and supporting agencies under a structure of Emergency Support Functions (ESFs). This section provides general information regarding the relationship of those ESFs to the full ECC organization and broader emergency management structure; specific operational or procedural information is found within each ESF section in this plan.

4.2 Preparedness

During the regular cycle of exercises and plan updates, the ESF Lead will:

- Develop necessary staff for subject matter expertise and operational functions, as well as plans and procedures that address assigned tasks, including plans for activating Agency Operations Centers (AOCs).
- Participate in Oregon ECC exercises and State EOP plan review as specified in the State Emergency Management Plan.
- Become familiar with available job resources, plans, and forms.
- Review the ECC organization and staffing chart and understand their role in working with the various sections and other ESFs.

4.3 ECC Organization

When an ESF is activated to staff the ECC at any level of activation, the ESF Lead will:

- Follow staff accountability and check-in/-out procedures.
- Establish and maintain a position log with chronological documentation.
- Report to the ECC Manager or designee.
- Notify additional ESF staff for AOC or other off-site support.
- Obtain the latest Situation Report and/or receive briefings from ECC personnel.
- Attend meetings and briefings, as appropriate.
- Respond to assignments from the Ops Section Chief or designee.
- Serve as a liaison with supporting agencies and community partners.

ESF 7. Resource Support

- Provide information related to ESF-specific functions as requested by the ECC Manager or designee, as necessary for Situation Reports.
- Provide information related to ESF-specific functions as requested by Joint Information Center staff, or coordinate with primary agency PIO, as necessary for public information functions.
- Participate in, and provide ESF-specific reports for, briefings including Disaster Cabinet and Economic Recovery briefings.
- Follow procedures for transferring responsibilities to replacements.

4.4 Demobilization

As the ECC Manager begins to release staff, the ESF Lead will:

- Ensure all required documentation is complete and submitted.
- Ensure all materials are returned to their proper storage location.
- Follow check-out procedures.
- Share lessons learned to contribute to incident After Action Reports.

4.5 Transition to Recovery

Intermediate- and long-term recovery activities are guided by the State of Oregon Recovery Plan. In the event of a large-scale event, the Governor may appoint a State Disaster Recovery Coordinator (SDRC) to facilitate state recovery activities and the longer-term aspects of ESF activity may be transferred to or shared with the State Recovery Function coordinating agencies. This transfer will be conducted under the coordination of the SDRC and the State Coordinating Officer (SCO).

See the Oregon State Recovery Plan for additional information.

5 ESF Development and Maintenance

DAS will be responsible for coordinating regular review and maintenance of this ESF Annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

6 Appendices

- Appendix A – ESF 7 Plans and Resources
- Appendix B – ESF 7 Work Plan

Appendix A ESF 7 Work Plan

Last Updated: 11/13/2014

Action	Responsible Department	Point of Contact	Priority	Timeline	Status
Conduct a planning workshop to develop ESF 7 Appendices	DAS in coordination with assigned supporting agencies	TBD	High	2015	To be completed

Appendix B ESF 7 Resources

State

- [TEXT]

Federal

- National Response Framework, ESF 7 – Logistics



ESF 8 –Health and Medical

Last Updated: 12/1/2014

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ESF 8 Tasked Agencies	
Primary Agency	Oregon Health Authority (OHA)
Supporting Agencies	Oregon Department of Administrative Services (DAS) Oregon Department of Agriculture (ODA) Oregon Department of Corrections (DOC) Oregon Department of Fish and Wildlife (ODFW) Oregon Department of Human Services (ODHS) Oregon Department of Transportation (ODOT) Oregon Military Department (OMD) Oregon Occupational Safety and Health Division (OSHD)
Adjunct Agency	American Red Cross (ARC)

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 8 describes how the State of Oregon will coordinate plans, procedures, and resources to support health and medical care during a time of emergency and/or a developing potential health and medical situation.

1.2 Scope

Activities encompassed within the scope of ESF 8 include:

- Support local assessment and identification of public health and medical needs in impacted jurisdictions and implement plans to address those needs.
- Coordinate and support stabilization of the public health and medical system in impacted jurisdictions.
- Support sheltering of persons with medical needs.
- Monitor and coordinate resources to support care and movement of persons with medical needs in impacted areas.
- Support monitoring, investigating, and controlling potential or known threats and impacts to human health through surveillance, delivery of medical countermeasures and non-medical interventions.
- Support monitoring, investigating, and controlling potential or known threats to human health of environmental origin.
- Develop, disseminate, and coordinate accurate and timely public health and medical information.

ESF 8. Health and Medical

- Monitor need for and coordinate resources to support fatality management services.
- Monitor need for and coordinate resources to support disaster behavioral health services.
- Support responder safety and health needs.
- Provide public health and medical technical assistance and support

1.3 Related Functions

ESF 8 often works closely with other State ESFs as a part of coordinated response and recovery activities. The following ESFs support health and medical related to activities:

- **ESF 1 – Transportation.** Support transportation of medical resources to impacted areas.
- **ESF 6 – Mass Care.** Coordinate with ESF 8 for health and medical support to shelter operations.
- **ESF 9 – Search and Rescue.** Coordinate medical care for disaster victims.
- **ESF 10 – Hazardous Materials.** Provide for decontamination and medical of disaster victims contaminated by hazardous materials.
- **ESF 11 – Food and Water.** Provide for the safety of the food and water supply.

2 Situation and Assumptions**2.1 Situation**

Oregon is faced with a number of hazards that may require health and medical support. Considerations that should be taken into account when planning for and implementing ESF 8 activities include:

- Hazards may result in mass casualties or fatalities, disruption of food and/or water distribution and utility services; loss of water supply, wastewater, and solid waste disposal services; and other situations that could create potential health hazards or serious health risks.
- One of the primary concerns of public health officials is disease control. This involves the prevention, detection, and control of disease-causing agents; maintaining safe water and food sources; and continuation of wastewater disposal under disaster conditions.

ESF 8. Health and Medical

- Disaster and mass-casualty incidents take many forms. Proper emergency medical response must be structured to provide optimum resource application without total abandonment of day-to-day responsibilities.
- Large scale morgue and remains disposal is a significant issue for communities of any size.

2.2 Assumptions

ESF 8 is based on the following planning assumptions:

- Emergencies and disasters may occur without warning at any time of day or night, and may cause mass casualties.
- Use of nuclear, chemical, or biological weapons of mass destruction could produce a large number of injuries requiring specialized treatment that could overwhelm the local and state health and medical system.
- Emergency health and medical services should be an extension of normal duties. Health/medical care will be adjusted to the size and type of disaster.
- Public and private medical, health, and mortuary services resources will be available for use during emergency situations; however, local resources may be adversely impacted by the emergency.
- Hospitals, nursing homes, ambulatory care centers, pharmacies, and other facilities for medical/health care and access and functional needs populations may be damaged or destroyed in major emergency situations.
- If hospitals and nursing homes are damaged, it may be necessary to relocate significant numbers of patients to other comparable facilities elsewhere.
- Health and medical facilities that survive emergency situations with little or no damage may be unable to operate normally because of a lack of utilities or because staff are unable to report for duty as a result of personal injuries or damage to communications and transportation systems.
- Medical and health care facilities that remain in operation and have the necessary utilities and staff could be overwhelmed by the “walking wounded” and seriously injured victims transported to facilities in the aftermath of a disaster.
- Uninjured persons who require frequent medications such as insulin and anti-hypertensive drugs, or regular medical treatment such as dialysis,

ESF 8. Health and Medical

may have difficulty obtaining these medications and treatments in the aftermath of an emergency situation due to damage to pharmacies and treatment facilities and disruptions caused by loss of utilities and damage to transportation systems.

- In a major catastrophic event (including, but not limited to, epidemics, pandemics, and bioterrorism attacks), medical resources may be insufficient to meet demand, specialized equipment and/or treatment materials may be unavailable, and transportation assets may also be restricted due to contamination. No emergency plan can ensure the provision of adequate resources in such circumstances.
- Disruption of sanitation services and facilities, loss of power, and the concentration of people in shelters may increase the potential for disease and injury.
- Damage to chemical plants, sewer lines and water distribution systems, and secondary hazards such as fires could result in toxic environmental and public health hazards that pose a threat to response personnel and the general public. This includes exposure to hazardous chemicals, biological and/or radiological substances, contaminated water supplies, crops, livestock, and food products.
- The public may require guidance on how to avoid health hazards caused by the disaster or arising from its effects.
- Some types of emergency situations, such as earthquakes, hurricanes, and floods, may affect a large geographic area, making it difficult to obtain mutual aid from the usual sources.
- The damage and destruction caused by a natural or technological event may produce urgent needs for mental health crisis counseling for victims and emergency responders.
- Emergency responders, victims, and others affected by emergency situations may experience stress, anxiety, and other physical and psychological symptoms that may adversely affect their daily lives. In some cases, disaster mental health services may be needed during response operations.

3 Roles and Responsibilities

The following section outlines the roles and responsibilities assigned to state agencies and community partners to ensure ESF 8 activities are performed in an efficient and effective manner to support response and recovery. This document does not relieve tasked agencies with the responsibility for emergency planning and agency plans should adequately provide for the capability to implement the actions identified below.

3.1 Primary Agency

The primary agency for ESF 8 is the Oregon Health Authority (OHA). The OHA is responsible for the following overarching coordination activities:

- Coordinate regular review and update of the ESF 8 annex with supporting agencies.
- Facilitate collaborative planning to ensure state capability to support ESF 8 activities.
- Provide a representative to the State ECC, when requested, to support ESF 8 activities.
- Facilitate transition to recovery.

3.1.1 Oregon Health Authority

OHA is responsible for protecting the public health of all Oregonians and is responsible for the state's public health emergency preparedness programs. Key ESF 8 responsibilities for OHA include:

- **Health Security Preparedness & Response Program (HSPRP)** improves public health preparedness capacity by ensuring coordination among tribes, local, regional, State and Federal agencies and private health care partners before, during and after emergency events where the public's health is an issue.
- **The Health Security & Response Program Planning and Evaluation section** manages the training of public health, hospital, and other relevant partners in various aspects of preventing and responding to public health emergencies. It also manages the emergency exercise program for public health response.
- **Epidemiology and Surveillance Program** is responsible for the identification, investigation, and prevention of diseases caused by infectious agents. This program conducts disease surveillance; collects and analyzes surveillance data; publishes public health recommendations; develops disease prevention, preparedness and response guidelines; and investigates and helps control disease outbreaks.
- **Acute and Communicable Disease Prevention Program** provides epidemiologic and clinical expertise and guidance to the Incident Commander and develops guidance on disease related risks.
- **Public Health Laboratory** serves as a level 3 bio-safety facility for biological clinical and unknown environmental sample testing (human

ESF 8. Health and Medical

chemical testing is provided by state public health labs in Alaska, Washington and Idaho).

- Provides biological confirmatory testing, and chemical specimen collection and specimen referral guidance to Oregon Sentinel Laboratory Response Network (LRN) laboratories.
 - Local health departments and the health care community (on submission of samples remove this in brackets) during an event.
 - Works cooperatively with CDC.
 - Manages the Oregon Laboratory Response Network that supports environmental and human testing of unknown biological and chemical threat agents.
 - Provides confirmatory laboratory testing on human clinical specimens.
 - On implementation, OSPHL's Laboratory Information Management System (LIMS) allows:
 - ◆ Client health departments, laboratories and providers to submit laboratory requests directly;
 - ◆ Communications with clients through a dedicated messaging system;
 - ◆ Health officials to streamline the access and correlation of laboratory data throughout the state for outbreak investigation; and
 - ◆ Phase 2 (spring of 2012) will allow laboratory results to be directly input into Electronic Medical Record (EMR) systems.
- **Emergency Medical Services (EMS) Section** develops situational awareness of EMS resources; communicates with EMS providers; and coordinates realignment of EMS resources during a surge event. They coordinate statewide trauma system planning, ambulance service area planning, and develops standards for ambulance personnel and emergency medical technicians.
- **Office of Environmental Public Health (OEPH)** assures statewide control of environmental hazards through drinking water protection, radiation protection, environmental toxicology and epidemiology programs and regulation of food, pool and lodging facilities.

ESF 8. Health and Medical

- Drinking Water Program administers and enforces drinking water quality standards for public water systems. It provides guidance on prevention of and response to water system contamination.
- Radiation Protective Service provides radiation monitoring expertise and is the state's primary radiological response organization. It also provides radiation monitoring training to local government emergency response agencies.
- Environmental Toxicology Section protects the health and safety of the public from environmental hazards.

3.2 Support Agencies

Supporting agencies contribute to the overall accomplishment of the mission of the ESF. Not every support agency will have input to, or responsibility for, the accomplishment of every mission assigned to the ESF.

3.2.1 Department of Administrative Services

DAS is the central administrative agency for the state and is a key partner in ensuring efficient delivery of state services. Key ESF 8 responsibilities for DAS include:

- Provide resource support (locating, purchasing and delivery of resources) to support the ESF 8 mission during or following an incident in the state of Oregon which requires a coordinated State response.

3.2.2 Oregon Department of Agriculture

ODA is responsible for ensuring food safety and providing consumer protection, protecting and promoting the state's agricultural system. Key ESF 8 responsibilities for ODA include:

- Provide technical support to public health matters for incidents consistent with the Advisory Team for environment, food and health.
- Assist with coordination, control and eradication of outbreak of highly contagious zoonotic disease that affects humans.
- Assure food safety and security in coordination with other agencies, as appropriate.
- Coordinate with agencies for the disposal of animal carcasses resulting from disease.
- The **Food Safety Program's** team of field inspectors and staff license and inspect all facets of the food processing and distribution system, except restaurants, to ensure that food is safe for distribution and consumption.

ESF 8. Health and Medical

- The **Plant Program** works to exclude, detect, and control or eradicate serious insect pests and plant diseases.

3.2.3 Oregon Department of Corrections

ODC is responsible for the state's correctional institutions including care and feeding of the prison population. Key ESF 8 responsibilities for ODC include:

- Provide warehouse support, storage of outdoor supplies, and staging of equipment and personnel.
- Provide personnel for warehouse operations in support of the Strategic National Stockpile, to include refrigeration and freezer support.
- Assist with the provision of security at warehouse and staging areas.

3.2.4 Oregon Department of Fish and Wildlife

ODFW is responsible for protecting the state's fish and wildlife and their habitats. Key ESF 8 responsibilities for ODFW include:

- Assist ODA with control and eradication of an outbreak of a highly contagious or economically devastating animal/zoonotic disease.

3.2.5 Oregon Department of Human Services

ODHS is the principal human services agency for the state including services for those Oregonians who are least able to help themselves. ODHS provides services for low-income Oregonians, seniors, persons with disabilities, and other populations with special needs. Key ESF 8 responsibilities for ODHS include:

- Assist populations with access and functional needs in accessing medical care.

3.2.6 Oregon Department of Transportation

ODOT is responsible for maintenance of the state's transportation system. Key ESF 8 responsibilities for ODOT include:

- Provide transportation (ground & air) support for the Strategic National Stockpile, to include refrigeration support.
- Provide transportation of public health & medical supplies.
- Provide storage area of outdoor supplies, and staging of equipment and personnel.

3.2.7 Oregon Military Department

OMD's purpose is to administer, house, equip and train the Oregon National Guard to support the Governor during unrest or natural disaster. Key ESF 8 responsibilities for OMD include:

ESF 8. Health and Medical

- Provide available National Guard medical units, when authorized and necessary to provide support.
- Perform casualty clearing/staging and other missions as needed including aero-medical evacuation and medical treatment.
- Provide support or direct care based on ESF 8 missions. Guard units are trained and equipped to provide medical care.
- Can provide available logistical support to public health/medical response operations.

3.2.8 Oregon Occupational Safety and Health Division

The Occupational Safety and Health Division's mission is to advance and improve workplace safety and the health of all workers in Oregon. Key ESF 8 responsibilities for the Occupational Safety and Health Division include:

- Coordinate and perform the actions identified within the Worker Safety & Health Support Annex of the National Response Framework, or state equivalent; provide occupational safety and health technical support to other state and local entities; assess responder safety and health resource needs.

3.3 Adjunct Agency

Adjunct agencies are organizations that may not be part of state government but have direct role in the function.

3.3.1 American Red Cross

Within the State of Oregon, the American Red Cross has five chapters that provide program and services. ARC can expand its operations as a disaster requires. During a disaster ARC may assist ESF 8 in the following activities:

- Upon request, assist in establishing, coordinating, and managing the states sheltering missions to include supporting medical and mental health needs.
- Provide emergency first aid, consisting of basic first aid and referral to appropriate medical personnel and facilities, supportive counseling, and health care for minor illnesses and injuries to incident victims in mass care shelters, the JFO, selected incident cleanup areas, and other sites deemed necessary by the primary agency.
- Provide supportive counseling for family members of the dead, for the injured, and for others affected by the incident.
- Acquaint families with available health resources and services, and makes appropriate referrals.

ESF 8. Health and Medical

- Refers all concerns regarding animal health care, safety, or welfare to American Veterinary Medical Association contact(s) in the disaster area. These contact people are veterinarians affiliated with national, State, county, or local veterinary associations.
- Support reunification efforts through its “Safe and Well” website and in coordination with government entities as appropriate.
- Support emergency medical needs on site.

4 Concept of Operations

4.1 General

The State of Oregon Emergency Operations Plan, including ESF 8, 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 (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; ORS 401.052). OEM, in turn, has assigned responsibility for coordination of the implementation of ESF 8 to the primary and supporting agencies identified above.

Additionally, Executive Order (EO)-14-XX establishes a Disaster Management Framework to facilitate Oregon’s response and recovery actions and provides a flexible instrument for execution of prudent policy and decision-making. The EO establishes the Governor’s Disaster Cabinet and Economic Recovery Councils that will serve as the policy making body during a large scale or catastrophic disaster in Oregon.

All ESF 8 activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

4.2 Activation

When a disaster occurs that results in a Governor’s declaration, the OEM Executive Duty Officer will activate the State ECC and establish communications with leadership and ascertain initial size up to determine an ECC staffing plan and set up operational periods. If the incident requires significant coordination of communications activities, a notification will be made to OHA requesting activation of ESF 8. OHA will coordinate with supporting agencies to assess and report current capabilities to the ECC and will activate Agency Operations Centers as appropriate. OHA and supporting agencies may be requested to send a representative to staff the ECC and facilitate ESF 8 activities.

4.3 ECC Operations

When ESF 8 is staffed in the ECC, the ESF representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to health and medical care needs.
- Share situation status updates related to communications with ESF 5, Information and Planning, to inform development of the Situation Report.
- Participate in, and provide ESF-specific reports for, ECC briefings including Disaster Cabinet and Economic Recovery briefings.
- Assist in development and communication of ESF 8 actions to tasked agencies.
- Monitor ongoing ESF 8 actions.
- Share ESF 8 information with ESF 14, Public Information, to ensure consistent public messaging.
- Coordinate ESF 8 staffing to ensure the function can be staffed across operational periods.

4.4 Transition to Recovery

Intermediate- and long-term recovery activities are guided by the State of Oregon Recovery Plan. In the event of a large-scale or catastrophic incident, the Governor may appoint a State Disaster Recovery Coordinator (SDRC) to facilitate state recovery activities and the longer-term aspects of restoration of health and medical care, coordination may be tasked to State Recovery Function (SRF) 3, Health Services. The coordinating agency for SRF 3 is the OHA. The SDRC and the State Coordinating Officer (SCO) are responsible for agreeing on the timing of transition from response (ESF 8) to recovery (SRF 3).

See the Oregon State Recovery Plan for additional information.

5 ESF Development and Maintenance

OHA will be responsible for coordinating regular review and maintenance of this ESF Annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

6 Appendices

- Appendix A – ESF 8 Plans and Resources

- Appendix B – ESF 8 Work Plan

Appendix A ESF 8 Work Plan

Last Updated: 12/1/2014

Action	Responsible Department	Point of Contact	Priority	Timeline	Status
Conduct a planning workshop with tasked state agencies to validate the ESF 8 Annex	OHA in coordination with assigned supporting agencies	TBD	High	2015	To be completed

Appendix B ESF 8 Resources

State

- County and State Agency Health and Medical Annexes
- State of Oregon Cascadia Subduction Zone Catastrophic Earthquake and Tsunami Operations Plan
- Pandemic Influenza Emergency Management Plan
- Oregon Behavioral Health All Hazard Response Plan

Federal

- National Response Framework, ESF 8 – Public Health and Medical Services



ESF 9 – Search and Rescue

Last Updated: 1/2/2015

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ESF 9 Tasked Agencies	
Primary Agency	Oregon Emergency Management (OEM) Office of the State Fire Marshal (OSFM)
Supporting Agencies	Department of Aviation (AERO) Oregon Military Department (OMD) Oregon Department of Transportation (ODOT)
Adjunct Agency	American Red Cross (ARC) Civil Air Patrol (CAP)

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 9 describes how the State of Oregon will provide state support to local governments and to coordinate deployment of resources in both urban and non-urban search and rescue during a major disaster or incident.

1.2 Scope

Activities encompassed within the scope of ESF 9 include:

- Describe Search and Rescue (SAR) operations within the State through OEM, and USAR through the OSFM.

Missing aircraft related to SAR missions are addressed in *Agreement between the State of Oregon and Executive Agent for Inland SAR* maintained at OEM.

1.3 Related Functions

ESF 9 often works closely with other State ESFs as a part of coordinated response and recovery activities. The following ESFs support search and rescue related to activities:

- **ESF 4 – Firefighting.** Provide specialized resources to support SAR operations.
- **ESF 8 – Health and Medical.** Coordinate emergency medical services for disaster victims.
- **ESF 16 – Law Enforcement.** Provide specialized resources to support SAR operations.

2 Situation and Assumptions

2.1 Situation

Oregon is faced with a number of hazards that may require search and rescue support. Considerations that should be taken into account when planning for and implementing ESF 9 activities include:

- A major disaster or emergency situation may result in large numbers of displaced, stranded, lost or trapped individuals needing prompt rescue and medical attention.
- The first 72 hours of a search and rescue are the most critical in terms of reducing the mortality rate of an incident and therefore must begin as soon as possible.
- Search and rescue personnel often need to be trained to deal with extreme or dangerous terrain for operations in remote areas. Similarly, they may need to work in dangerous conditions such as partially collapsed structures or areas with hazardous materials. These situations often require specialized skills that may not be available in a particular community and experts may need to be brought in from other areas.
- Strict search and rescue procedures may be implemented so as to avoid rescuers becoming victims themselves.
- Volunteer search and rescue personnel are familiar with the ICS and NIMS organization and have completed the basic training in both.

2.2 Assumptions

ESF 9 is based on the following planning assumptions:

- Search and rescue operations will continue to increase as population and recreational opportunities continue to grow.
- Operations may be overwhelmed during emergencies and disasters. Local search and rescue efforts may require technical assistance from other agencies, counties, and the State.
- Access to impacted locations may be limited due to steep or rocky terrain, water, or structural barriers. Some areas may only be accessible by aircraft or boat.
- Rapid assessment of impacted areas and lost individuals will assist in the determination of response priorities.

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- Local residents and unaffiliated volunteers may initiate activities to assist in search and rescue operations and will require coordination and direction.

3 Roles and Responsibilities

The following section outlines the roles and responsibilities assigned to state agencies and community partners to ensure ESF 9 activities are performed in an efficient and effective manner to support response and recovery. This document does not relieve tasked agencies with the responsibility for emergency planning and agency plans should adequately provide for the capability to implement the actions identified below.

3.1 Primary Agency

The primary agencies for ESF 9 are OEM and OSFM. OEM and OSFM is responsible for the following overarching coordination activities:

- Coordinate regular review and update of the ESF 9 annex with supporting agencies.
- Facilitate collaborative planning to ensure state capability to support ESF 9 activities.
- Provide a representative to the State ECC, when requested, to support ESF 9 activities.
- Facilitate transition to recovery.

3.1.1 Oregon Emergency Management

OEM is statutorily responsible for coordination of the state's emergency management program. Key ESF 9 responsibilities for OEM include:

- OEM is the coordinating agency for SAR in Oregon for all events requiring Federal assets on behalf of the County Sheriffs' Office. In addition, OEM is the coordinating agency for missing aircraft within its borders.
- Coordinate rapid deployment components to provide specialized lifesaving assistance to local authorities when activated for incidents.
- During a Federally declared disaster, OEM takes a supporting role to FEMA who coordinates Federal assets.

3.1.2 Office of the State Fire Marshal

OSFM's mission is to protect citizens, their property, and the environment from fire and hazardous materials. Key ESF 9 responsibilities for the OSFM include:

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- Responsible for rapid deployment of components of the state USAR response system to provide specialized lifesaving assistance to State, Local and other authorities when appropriate.
- OSFM coordinates and directs the training, equipment and use of the state's structural collapse resources, Oregon USAR Task Force 1 is staffed by local firefighters organized under a state agreement and member-elected governance board.

Oregon Task Force 1 (OR-TF1) assists in structural collapse and technical rescue incidents statewide, at the request of the Governor. Covering multiple jurisdictions, the Team is organized geographically in north and south regional response teams.

OR-TF1 is capable of providing full incident support, up to a Type I Collapse Search and Rescue (National Incident Management compliant). Oregon Task Force 1 may be included in mobilization of State Regional Hazardous Materials Response Team, or the State Fire Marshal's Incident Management Team.

3.2 Support Agencies

Supporting agencies contribute to the overall accomplishment of the mission of the ESF. Not every support agency will have input to, or responsibility for, the accomplishment of every mission assigned to the ESF.

3.2.1 Department of Aviation

The Oregon Department of Aviation supports Oregon communities by preserving and enhancing aviation resources. Key ESF 9 responsibilities for the Oregon Department of Aviation include:

- Department of Aviation provides funding for search and rescue operations with 50% of pilot registration fees going to OEM Search and Rescue.

3.2.2 Oregon Military Department

OMD's purpose is to administer, house, equip and train the Oregon National Guard to support the Governor during unrest or natural disaster. Key ESF 9 responsibilities for OMD include:

- In support of SAR and USAR, the OMD tasks the Oregon Army National Guard to provide air support for SAR and USAR to aid the County Sheriffs and OEM.

3.2.3 Oregon Department of Transportation

ODOT is responsible for maintenance of the state's transportation system. Key ESF 9 responsibilities for ODOT include:

ESF 9. Search and Rescue

- Transport the USAR equipment cache trailers.
- Provide qualified Structural Specialists to participate on the USAR Task Force.
- Provide mechanic support for equipment cache trailer maintenance and deployments.

3.3 Adjunct Agencies

Adjunct agencies are organizations that may not be part of state government but have direct role in the function.

3.3.1 American Red Cross

Within the State of Oregon, the American Red Cross has five chapters that provide program and services. ARC can expand its operations as a disaster requires. During a disaster ARC may assist ESF 9 in the following activities:

- Provide food and water resources in support of SAR and USAR missions as requested in a major disaster.

3.3.2 Civil Air Patrol

The CAP's primary mission areas include aerospace education, cadet programs, and emergency services. CAP's emergency services responsibilities include search and rescue, disaster relief, humanitarian services, and air force support. Key ESF 9 responsibilities for the CAP include:

- Directly support agencies by providing such services as airborne search, airborne disaster assessment, airborne and ground Electronic Locator Transmitter (ELT) tracking, transportation of officials, and assistance in a variety of ground operations
- Activation of CAP for Federal wilderness SAR missions is initiated by OEM exclusively. Only the Air Force Rescue Coordination Center can assign a Federal mission number for a wilderness SAR mission.

4 Concept of Operations

4.1 General

The State of Oregon Emergency Operations Plan, including ESF 9, 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 (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; ORS 401.052). OEM, in turn, has assigned

ESF 9. Search and Rescue

responsibility for coordination of the implementation of ESF 9 to the primary and supporting agencies identified above.

Additionally, Executive Order (EO)-14-XX establishes a Disaster Management Framework to facilitate Oregon's response and recovery actions and provides a flexible instrument for execution of prudent policy and decision-making. The EO establishes the Governor's Disaster Cabinet and Economic Recovery Councils that will serve as the policy making body during a large scale or catastrophic disaster in Oregon.

All ESF 9 activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

4.2 Activation

When a disaster occurs that results in a Governor's declaration, the OEM Duty Officer will activate the State ECC and establish communications with leadership and ascertain initial size up to determine an ECC staffing plan and set up operational periods. If the incident requires significant coordination of search and rescue activities, a notification will be made to OEM and OSFM requesting activation of ESF 9. OEM and OSFM will coordinate with supporting agencies to assess and report current capabilities to the ECC and will activate Agency Operations Centers as appropriate. OEM and OSFM and supporting agencies may be requested to send a representative to staff the ECC and facilitate ESF 9 activities.

4.3 ECC Operations

When ESF 9 is staffed in the ECC, the ESF representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to search and rescue needs.
- Share situation status updates related to communications with ESF 5, Information and Planning, to inform development of the Situation Report.
- Participate in, and provide ESF-specific reports for, ECC briefings including Disaster Cabinet and Economic Recovery briefings.
- Assist in development and communication of ESF 9 actions to tasked agencies.
- Monitor ongoing ESF 9 actions.

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- Share ESF 9 information with ESF 14, Public Information, to ensure consistent public messaging.
- Coordinate ESF 9 staffing to ensure the function can be staffed across operational periods.

5 ESF Development and Maintenance

OEM and OSFM will be responsible for coordinating regular review and maintenance of this ESF Annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

6 Supporting Documents

- National Response Framework, ESF 9 – Search and Rescue
- County and State Agency Search and Rescue Annexes
- State of Oregon Cascadia Subduction Zone Catastrophic Earthquake and Tsunami Operations Plan
- County Search and Rescue Plans

7 Appendices

- Appendix A – ESF 9 Work Plan
- Appendix B – ESF 9 Resources

Appendix A ESF 9 Work Plan

Last Updated: 1/2/2015

Action	Responsible Department	Point of Contact	Priority	Timeline	Status
Conduct a planning workshop with tasked state agencies to validate the ESF 9 Annex	OEM/OSFM in coordination with assigned supporting agencies	TBD	High	2015	To be completed

Appendix B ESF 9 Resources

State

- ESF 9 Primary and Supporting Agency Emergency Plans and Procedures
- State of Oregon Office of Emergency Management, Cascadia Playbook
- State of Oregon Cascadia Subduction Zone Catastrophic Earthquake and Tsunami Operations Plan

Federal

- National Response Framework, ESF 9 – Search and Rescue



ESF 10 – Environmental Protection and Hazardous Materials

Last Updated: 4 March 2016

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ESF 10 Tasked Agencies	
Primary Agency	Oregon Department of Environmental Quality (DEQ) Oregon Office of State Fire Marshal (OSFM)
Supporting Agencies	Oregon Department of Consumer and Business Services (DCBS) <i>Occupational Safety and Health Division (OSHD)</i> Oregon Department of Energy (ODOE) Oregon Department of Fish and Wildlife (ODFW) Oregon Department of Forestry (ODF) Oregon Department of Human Services (DHS) Oregon Health Authority (OHA) Oregon Emergency Management (OEM) Oregon Department of State Lands (DSL) Oregon State Police (OSP) Oregon Department of Transportation (ODOT)
Adjunct Agency	Civil Air Patrol (CAP)

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 10 describes how the State of Oregon will provide state support to local governments in response to an actual or potential discharge or release of hazardous materials resulting from a natural, human-caused, or technological disaster and coordinate the appropriate response to other environmental protection issues.

1.2 Scope

Activities encompassed within the scope of ESF 10 include:

- Coordinate the actions necessary to carry out functions related to providing state support to local governments in response to hazardous materials related activities.
- Hazardous materials include chemical, biological, and radiological substances, whether accidentally or intentionally released.

Guidelines for notification, coordination, and leadership of State of Oregon nuclear/radiological response activities are located in the Nuclear/Radiological Incident Annex (IA-10). Oregon Health Authority (OHA) is the lead state agency for all radiological incidents except transportation incidents and occurrences at in-state and Hanford nuclear reactors and nuclear fuel storage facilities, which are managed by the ODOE.

1.3 Related Functions

ESF 10 often works closely with other State ESFs as a part of coordinated response and recovery activities. The following ESFs support hazardous materials related to activities:

- **ESF 4 – Firefighting.** Provide specialized resources to support hazardous materials operations.
- **ESF 8 – Health and Medical.** Provide emergency first aid to contaminated victims.
- **ESF 16 – Law Enforcement.** Provide specialized resources to support hazardous materials operations.

2 Situation and Assumptions

2.1 Situation

Oregon is faced with a number of hazards that may require hazardous materials support. Considerations that should be taken into account when planning for and implementing ESF 10 activities include:

- High volumes of hazardous materials are transported through many smaller communities that lack the resources to combat a large scale incident they could create. An incident could occur anywhere and at any time without warning.
- Hazardous material incidents can threaten public health and safety, as well as the environment. While most hazardous material incidents involve smaller volumes of material, they do require specific approaches to different types of chemical and waste releases. It is important to assess the characteristics of the hazard, acquire the necessary resources, and develop a site-specific emergency response plan.
- The commencement of emergency response operations for hazardous material incidents may require multiagency and multidisciplinary responses. Disciplines involved may include fire response, law enforcement, environmental containment and cleanup, fish and wildlife, emergency medical services, environmental health, and others if needed.
- Some incidents may not have immediately obvious impacts on life, property, and the environment but may still have subtle long-term consequences for human health and the environment that will require further remediation.
- The Oregon Department of Environmental Quality has overall responsibility for 24-hour environmental pollution prevention, preparedness, and response within the State.

ESF 10. Hazardous Materials

- The emergency field response to incidents including hazardous materials spills and releases is the responsibility of the fire services or in the case of State highways, the Oregon Department of Transportation and/or Oregon State Police.

2.2 Assumptions

ESF 10 is based on the following planning assumptions:

- A natural or technological disaster could result in one or more situations in which hazardous materials are released into the environment.
- Fixed facilities (chemical plants, tank farms, laboratories, and industries operating hazardous waste sites that produce, generate, use, store, or dispose of hazardous materials) could be damaged so that existing spill control apparatus and containment measures are not effective.
- Hazardous materials that are transported may be involved in railroad accidents, highway collisions, or airline incidents.
- Damage to, or rupture of, pipelines transporting materials that are hazardous if improperly released will present serious problems.
- Emergency exemptions may be needed for disposal of contaminated materials.
- Laboratories responsible for analyzing hazardous material samples may be damaged or destroyed in a disaster.

3 Roles and Responsibilities

The following section outlines the roles and responsibilities assigned to state agencies and community partners to ensure ESF 10 activities are performed in an efficient and effective manner to support response and recovery. This document does not relieve tasked agencies with the responsibility for emergency planning and agency plans should adequately provide for the capability to implement the actions identified below.

3.1 Primary Agencies

The primary agencies for ESF 10 are the DEQ and OSFM. The DEQ and OSFM are responsible for the following overarching coordination activities:

- Coordinate regular review and update of the ESF 10 annex with supporting agencies.
- Facilitate collaborative planning to ensure state capability to support ESF 10 activities.

ESF 10. Hazardous Materials

- Provide a representative to the State ECC, when requested, to support ESF 10 activities.
- Facilitate transition to recovery.

3.1.1 Oregon Department of Environmental Quality

The DEQ is a regulatory agency whose job is to protect the quality of Oregon's environment. Key ESF 10 responsibilities for DEQ include:

- Provide expertise on environmental effects of oil discharges or releases of hazardous materials, and environmental pollution control techniques.
- Provide investigative support and expertise on environmental and public health issues related to oil and hazardous material incidents
- Serve as a member of the Regional Response Team/Northwest Area Committee which Northwest Area Contingency Plan.
- DEQ may assist with hazardous materials clean up.
- DEQ also develops comprehensive plans and programs for air and water pollution control and solid and hazardous waste disposal.
- Coordinate with special teams (OSFM HazMat Teams, ODOT Incident Response Teams, USCG, EPA, local emergency responders and others).

3.1.2 Oregon Office of State Fire Marshal

OSFM's mission is to protect citizens, their property, and the environment from fire and hazardous materials. Key ESF 10 responsibilities for the OSFM include:

- Manage the response to hazardous material spills.
- Oversee the training, equipment and response activities of the state's 14 regional hazardous materials (HAZMAT) response teams.
- Direct the maintenance and use of the statewide Fire Net/HAZMAT microwave relay radio system.
- Responsible for the duties of the State Emergency Response Commission under SARA Title III and Oregon statute. OSFM coordinates and oversees Local Emergency Planning Committees throughout Oregon.
- Ensure that parties responsible for the incidents are billed for the cost of mitigation and that the contracted teams are compensated for the allowable expenses.

3.2 Support Agencies

Supporting agencies contribute to the overall accomplishment of the mission of the ESF. Not every support agency will have input to, or responsibility for, the accomplishment of every mission assigned to the ESF.

3.2.1 Occupational Department of Consumer and Business Services

DCBS' Occupational Safety and Health Division's mission is to advance and improve workplace safety and the health of all workers in Oregon. Key ESF 10 responsibilities for the Occupational Safety and Health Division include:

- Operate a nationally certified occupational health laboratory in Portland. This well-equipped lab analyzes samples collected by compliance officers and consultants to determine chemical compositions and concentrations of hazardous substances to which workers may be exposed.

3.2.2 Oregon Department of Energy

ODOE's mission is to reduce the long-term costs of energy for Oregonians. Key ESF 10 responsibilities for the ODOE include:

- Direct response actions for releases of hazardous materials from its vessels, facilities and vehicles.
- Assist in identifying the source and extent of radioactive releases, and in the removal and disposal of those contaminants affected by radiological material.
- Provide additional informational assistance to Public Health and other medical services as needed.

3.2.3 Oregon Department of Fish and Wildlife

ODFW is responsible for protecting the state's fish and wildlife and their habitats. Key ESF 10 responsibilities for ODFW include:

- Concerned with, and responds to, oil and hazardous materials incidents and all other incidents that could degrade land or water to the point that fish or wildlife would be adversely affected, or their habitat degraded or destroyed. Under such circumstances, the agency is capable of assessing damage to natural resources.

3.2.4 Oregon Department of Forestry

ODF is responsible for protecting the state's forestlands and conserving forest resources. Key ESF 10 responsibilities for ODF include:

ESF 10. Hazardous Materials

- Concerned with, and responds to, oil and hazardous materials incidents and all other incidents that could impact Oregon's timber and other forest values. Under such circumstances, the agency is capable of assessing damage to natural resources.
- Regulatory agency through Forest Practices Act in requiring that forest operators and parties responsible for an oil or hazardous materials incident have role in clean up.

3.2.5 Oregon Department of Human Services

DHS is the principal human services agency for the state including services for those Oregonians who are least able to help themselves. DHS provides services for low-income Oregonians, seniors, persons with disabilities, and other populations with special needs. Key ESF 10 responsibilities for DHS include:

- Coordinate with partners and provides any necessary assistance on all matters related to health hazards in response to any incident affecting public health.
- **Public Health Environmental Program** helps control environmental hazards through oversight of public drinking water systems, restaurants and other food-service facilities. It also monitors other hazards such as lead, toxic materials and household molds.
- The **Radiation Protection Services Section** provides radiation monitoring expertise and is the state's primary radiological response organization. It also provides radiation monitoring training to local government emergency response agencies.
- The **Environmental Toxicology Section** protects the health and safety of the public from environmental hazards.

3.2.6 Oregon Health Authority

OHA is responsible for protecting the public health of all Oregonians and is responsible for the state's public health emergency preparedness programs.

3.2.7 Oregon Emergency Management

OEM is statutorily responsible for coordination of the state's emergency management program. Key ESF 10 responsibilities for OEM include:

- OEM Coordinates with local jurisdictions to develop and maintain city and county emergency operations plans.
- Coordination and assignment of requests from county-level EOCs to assist local jurisdictions when additional resources are requested related to an oil or hazmat incident.

ESF 10. Hazardous Materials**3.2.8 Oregon Department of State Lands**

DSL is responsible for management of state-owned grazing and agricultural land as well as off-shore land, estuarine tidelands, and submerged submersible lands of the state's navigable waterway system. Key ESF 10 responsibilities for DSL include:

- Coordinate with all stakeholders in responding to oil and hazardous materials spills and other incidents that could impact the 4 million acres of agricultural, grazing, forest, estuary, tidal, offshore, and submerged and submersible lands of the State's navigable waterways (including the territorial sea) managed by DSL.

3.2.9 Oregon State Police

OSP is Oregon's primary law enforcement agency and is tasked with protecting the people, property, and natural resources of the state. Key ESF 10 responsibilities for OSP include:

- OSP is often first on-scene during an emergency, it may act as an initial incident command agency until the local incident command agency is on-scene or if no local agency is available.
- OSP can provide for the protection of life and property, traffic control, crowd control, communications, emergency first aid and site security.

3.2.10 Oregon Department of Transportation

ODOT is responsible for maintenance of the state's transportation system. Key ESF 10 responsibilities for ODOT include:

- Help provide traffic control as needed in response to a hazardous materials incident on state highways.
- Provide highway maintenance workers and incident responders trained to the operations level for small amounts of operating fuels only (not cargo) for incidents on state highways.

3.3 Adjunct Agencies

Adjunct agencies are organizations that may not be part of state government but have direct role in the function.

3.3.1 Civil Air Patrol

The CAP's primary mission areas include aerospace education, cadet programs, and emergency services. CAP's emergency services responsibilities include search and rescue, disaster relief, humanitarian services, and air force support. Key ESF 10 responsibilities for the CAP include:

ESF 10. Hazardous Materials

- CAP can directly support agencies by providing such services as airborne search, airborne disaster assessment, airborne and ground Electronic Locator Transmitter (ELT) tracking, transportation of officials, and assistance in a variety of ground operations. It also has an extensive communications network. CAP directly supports the ARC through a Memorandum of Understanding (MOU) signed at CAP National Headquarters.

4 Concept of Operations

4.1 Activation

When a disaster occurs, the OEM Executive Duty Officer will activate the State ECC and establish communications with leadership and ascertain initial size up to determine an ECC staffing plan and set up operational periods. If the incident requires significant coordination of hazardous materials response activities, a notification will be made to DEQ and OSFM requesting activation of ESF 10. DEQ and OSFM will coordinate with supporting agencies to assess and report current capabilities to the ECC and will activate Agency Operations Centers as appropriate. DEQ and OSFM and supporting agencies may be requested to send a representative to staff the ECC and facilitate ESF 10 activities.

4.2 ECC Operations

When ESF 10 is staffed in the ECC, the ESF representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to hazardous materials response needs.
- Share situation status updates related to communications with ESF 5, Information and Planning, to inform development of the Situation Report.
- Participate in, and provide ESF-specific reports for, ECC briefings including Disaster Cabinet and Economic Recovery briefings.
- Assist in development and communication of ESF 10 actions to tasked agencies.
- Monitor ongoing ESF 10 actions.
- Share ESF 10 information with ESF 14, Public Information, to ensure consistent public messaging.
- Coordinate ESF 10 staffing to ensure the function can be staffed across operational periods.

5 ESF Development and Maintenance

DEQ and OSFM will be responsible for coordinating regular review and maintenance of this ESF Annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

6 Appendices

- Appendix A – ESF 10 Work Plan
- Appendix B – ESF 10 Resources
- Appendix C – U.S. Environmental Protection Agency (EPA) Region 10 Emergency Response Program Information

Appendix A ESF 10 Work Plan

Last Updated: 1/2/2015

Action	Responsible Department	Point of Contact	Priority	Timeline	Status
Conduct a planning workshop with tasked state agencies to validate the ESF 10 Annex	DEQ/OSFM in coordination with assigned supporting agencies	TBD	High	2015	To be completed

Appendix B ESF 10 Resources

State

- ESF 10 Primary and Supporting Agency Emergency Plans and Procedures
- Northwest Area Contingency Plan
- State of Oregon Office of Emergency Management, Cascadia Playbook
- State of Oregon Cascadia Subduction Zone Catastrophic Earthquake and Tsunami Operations Plan

Federal

- National Response Framework, ESF 10 – Oil and Hazardous Materials
- National Oil and Hazardous Substances Pollution Contingency Plan
- National Disaster Recovery Framework, Natural and Cultural Resources Recovery Support Function

Appendix C U.S. Environmental Protection Agency (EPA) Region 10 Emergency Response Program Information

- ➔ To activate a response team, call EPA Duty Officer at 1-206-553-1263
- ➔ Report spills to the National Response Center at 1-800-424-8802

EPA Emergency Response Authorities	
National Contingency Plan (NCP)	National Response Framework
<ul style="list-style-type: none"> ▪ US EPA or US Coast Guard lead response ▪ NCP is the codified (40 CFR 300) plan for response under the Superfund law and Oil Pollution Act (OPA) with Clean Air Act and Clean Water Act authorities ▪ Mandates an aggressive federal response without a disaster declaration ▪ Federal On-Scene Coordinator (OSC) has ultimate responsibility for oil and HazMat spills ▪ Federal OSC has access to all federal civilian and military resources through the Regional Response Team (RRT) 	<ul style="list-style-type: none"> ▪ State or local lead response ▪ EPA to lead federal support of oil and hazardous materials response (ESF-10) ▪ Presidential disaster declaration required ▪ State must request support and FEMA must issue a mission assignment ▪ Federal OSCs retain authorities provided in the National Contingency Plan ▪ Provide Regional Emergency Operations Center and key ICS leadership positions for oil and HazMat response

ESF 10. Hazardous Materials

Disaster Response Capabilities	
<ul style="list-style-type: none"> ▪ 15 OSCs, contractors and equipment staged throughout the region for quick response: <ul style="list-style-type: none"> ○ Anchorage, AK ○ Boise, ID ○ Coeur d’Alene, ID ○ Portland, OR ○ Seattle, WA ▪ Special Team support: <ul style="list-style-type: none"> ○ National Emergency Response Team (ERT) ○ National Decontamination Team ○ Regional Radiological Team ○ Regional Water Infrastructure Response Team 	<ul style="list-style-type: none"> ▪ Regional and mobile laboratories ▪ 147 Response Support Corps members, environmental staff with expertise: <ul style="list-style-type: none"> ○ Sampling ○ Inspection ○ Lab Analysis ○ Incident command ▪ OSCs, contractors, equipment and Response Support Corps resources can be mobilized from back-up regions (EPA Regions 8 and 9) or nationally

National Approach to Response (NAR)	
<ul style="list-style-type: none"> ▪ Set national EPA goal to be able to respond to 5 simultaneous incidents of national significance, ▪ Getting to Five ▪ Identified 5 of Department of Homeland Security’s (DHS) 15 planning scenarios where EPA would have a significant role: <ul style="list-style-type: none"> ○ Biological Attack – Aerosolized Anthrax ○ Chemical Attack – Blister Agent ○ Natural Disaster – Major Earthquake ○ Natural Disaster – Major Hurricane ○ Radiological Attack – Radiological Dispersion Device 	<ul style="list-style-type: none"> ▪ Developed response plans and gap analysis for each of the 5 scenarios ▪ Found that any single event would require national support ▪ Resource gaps will be inevitable when responding to multiple events ▪ Identified need to: <ul style="list-style-type: none"> ○ Determine which (if any) scenarios are a priority for states ○ Coordinate with states to identify additional priority scenarios ○ Verify EPA assumptions on state resources

EPA Disaster Response Missions	
<ul style="list-style-type: none"> ▪ Response to hazardous material releases and oil spills: <ul style="list-style-type: none"> ○ Orphaned drum and container removal ○ Household hazardous material collection ○ Reconnaissance of critical infrastructure or facilities with hazardous materials ▪ Develop sampling plans and sample air, water, soil, debris, and building surfaces for chemical, biological or radiological contamination ▪ Drinking Water and Waste Water infrastructure assessment and support 	<ul style="list-style-type: none"> ▪ Contamination maps and transport models ▪ Contaminated debris management ▪ Incident management ▪ Evidence collection ▪ Laboratory analysis of samples ▪ Data management ▪ Develop decontamination plans and oversee decontamination ▪ Worker safety monitoring

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ESF 11 – Food and Water

LAST UPDATED: 2/3/2014

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ESF 11 Tasked Agencies	
Primary Agency	Oregon Department of Human Services (ODHS)
Supporting Agencies	Oregon Department of Administrative Services (DAS) Oregon Department of Agriculture (ODA) Oregon Department of Corrections (DOC) Oregon Department of Education (ODE) Oregon Department of Environmental Quality (DEQ) Oregon Department of Forestry (ODF) Oregon Health Authority (OHA) Oregon Emergency Management (OEM) Oregon Housing and Community Services (OHCS) Oregon Military Department (OMD) Oregon Water Resources Department (WRD)
Adjunct Agencies	Oregon Food Bank

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 11 describes how the State of Oregon will identify food, water, and ice needs in the aftermath of a disaster or emergency; obtain these resources; and transport them to the impact area.

1.2 Scope

Activities encompassed within the scope of ESF 11 include:

- Assessment of food and water needs for areas impacted by disaster.
- Identification of food and water resources.
- Storage of food and water resources.
- Monitoring the collection and sorting of all food and water supplies and establishing procedures to ensure that they are safe for consumption.
- Coordinating transportation of food and water resources to impacted areas.
- Assure the safety and security of the state's commercial food supply, including:
 - Inspection and verification of food safety aspects of slaughter and processing plants, products in distribution and retail sites
 - Laboratory analysis of food samples

- Control of products suspected to be adulterated
- Plant closures
- Field investigation

2 Situation and Assumptions

2.1 Situation

Oregon is faced with a number of hazards that may impact the availability of food and water for impacted communities. Considerations that should be taken into account when planning for and implementing ESF 11 activities include:

- A significant emergency or disaster may severely diminish food and water stores in a community.
- Communities without electricity for extended periods will lose the ability to refrigerate goods and household and supermarket supplies will spoil.
- The heat of summer may exacerbate any existing issues as ambient air temperature will increase the rate of spoil and increase the need to use ice for other purposes.
- Damage to freshwater supplies and wastewater treatment systems may increase the risk of infection due to water borne illness and increase the demand for bottled water locally.
- Special needs populations may have special dietary restrictions on food and the preparation of meals.

2.2 Assumptions

ESF 11 is based on the following planning assumptions:

- The need for fresh food and water will likely overwhelm a community's local supply if electricity is not available for three (3) or more days.
- Damage projection models will be used to calculate the number of people affected in order to assess the amount of emergency food and water needed to meet anticipated demand.
- Quantity usage tables will provide the guidance on serving sizes provided. These tables will also help guide the forecasting of supply needs to provide resources to the community.

3 Roles and Responsibilities

The following section outlines the roles and responsibilities assigned to state agencies and community partners to ensure ESF 11 activities are performed in an efficient and effective manner to support response and recovery. This document does not relieve tasked agencies with the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement the actions identified below.

3.1 Primary Agency

The primary agencies for ESF 11 are the Oregon Department of Agriculture as it relates to food and the Oregon Health Authority as it relates to water. ODA and OHA are jointly responsible for the following overarching coordination activities:

- Coordinate regular review and update of the ESF 11 annex with supporting agencies.
- Facilitate collaborative planning to ensure state capability to support ESF 11 activities.
- Provide a representative to the State ECC, when requested, to support ESF 11 activities.
- Facilitate transition to recovery.

3.1.1 Oregon Department of Human Services

ODHS is the principal human services agency for the state including services for those Oregonians who are least able to help themselves. ODHS provides services for low-income Oregonians, seniors, persons with disabilities, and other populations with special needs. As the primary agency for ESF 6—Mass Care, ODHS is also already integral to many functions closely related to the provision of food and water. Key ESF 11 responsibilities for ODHS include:

- As a State Distributing Agency, coordinate provision of USDA Food and Nutrition Service (FNS) commodities (Supplemental Nutrition Assistance Program [SNAP]).

3.2 Supporting Agencies

Supporting agencies contribute to the overall accomplishment of the mission of the ESF. Not every support agency will have input to, or responsibility for, the accomplishment of every mission assigned to the ESF.

3.2.1 Oregon Department of Administrative Services

DAS is the central administrative agency for the state and is a key partner in ensuring efficient delivery of state services including procurement of food and water resources. Key ESF 11 responsibilities for DAS include:

ESF 11. Food and Water

- Assist with the management of donated food and water supplies, especially with regard to any warehouses which are needed to temporarily store donated food before they are delivered to end users.
- Maintain a list of potential suppliers of food and water resources.
- Coordinate purchasing of food and water resources.
- Facilitate use of state facilities, or facilitate lease of privately owned facilities, for food and water storage.

3.2.2 Oregon Department of Agriculture

ODA is responsible for ensuring food safety and providing consumer protection, protecting and promoting the state's agricultural system. Key ESF 11 responsibilities for ODA include:

Inspect all facets of the food processing and distribution system, except restaurants, to ensure that food is safe for distribution and consumption. This includes shellfish harvesting, dairy, retail grocers, bakeries, non-alcoholic beverages, custom meat, eggs, warehouses and food manufacturing.

- License and inspect food production, warehousing, and retail facilities.
- Assist in determining the location of supplies of food.
- Assist with information on food and food safety issues.

3.2.3 Oregon Department of Corrections

ODC is responsible for the state's correctional institutions including care and feeding of the prison population. Key ESF 11 responsibilities for ODC include:

- Mobilize resources and contracts to support mass feeding operations.

3.2.4 Oregon Department of Education

ODE is responsible for the state's K-12 education system. Key ESF 11 responsibilities for ODE include:

- As a State Distributing Agency, coordinate provision of USDA Food and Nutrition Service (FNS) commodities (School Lunch Program).

3.2.5 Oregon Department of Environmental Quality

DEQ is the regulatory agency whose job is to protect the quality of Oregon's environment including restoring the quality of the state's air, land, and water after a disaster. Key ESF 11 responsibilities for DEQ include:

- Conduct infrastructure protection activities for drinking water and water treatment agencies in the water sector; assists in determining the

ESF 11. Food and Water

suitability for human drinking water and identification of hazards associated with potential to affect water.

3.2.6 Oregon Department of Forestry

ODF is responsible for protecting the state's forestlands and conserving forest resources. This includes fire management and the feeding of firefighter crews. Key ESF 11 responsibilities for ODF include:

- Mobilize resources and contracts to support mass feeding operations.
- Assist in transport of water (non-potable).

3.2.7 Oregon Health Authority

OHA is responsible for protecting the public health of all Oregonians and is responsible for the state's public health emergency preparedness programs. Key ESF 11 responsibilities for OHA include:

- Assist with information on food and food safety issues.
- Determine which foods are fit for human consumption and identify potential problems associated with contaminated foods.
- Coordinate provision of the Special Supplemental Nutrition Program for Women, Infants and Children (WIC).

3.2.8 Oregon Emergency Management

OEM is statutorily responsible for coordination of the state's emergency management program. Key ESF 11 responsibilities for OEM include:

- Provide a liaison, if needed, to assist in coordination of ESF 11 in the State ECC, and at a JFO, if applicable.

3.2.9 Oregon Housing and Community Services

OHCS is Oregon's housing finance agency and also administers federal and state antipoverty programs. Key ESF 11 responsibilities for OHCS include:

- As a State Distributing Agency, coordinate provision of USDA Food and Nutrition Service (FNS) commodities (Temporary Emergency Food Assistance Program).
- Request for federal food assistance to supplement and/or replace the USDA food distributed.

3.2.10 Oregon Military Department

OMD's purpose is to administer, house, equip and train the Oregon National Guard to support the Governor during unrest or natural disaster. Key ESF 11 responsibilities for OMD include:

- Assist with potable water transportation.
- Coordinate requests for military support to civilian authorities for temporary feeding activities.

3.2.11 Oregon Water Resources Department

WRD is responsible for assuring that sufficient and sustainable water supplies are available to meet current and future needs. Key ESF 11 responsibilities for WRD include:

- Maintain the Oregon Drought Plan and facilitate the Oregon Drought Council.
- Assess water availability statewide.
- Implement water conservation and curtailment actions.

3.3 Adjunct Agencies

Adjunct agencies are organizations that may not be part of state government but have direct role in the function.

3.3.1 Oregon Food Bank

The Oregon Food Bank is the hub of a statewide network of twenty regional food banks across Oregon and Clark County, Washington, distributing food through 935 nonprofit agencies. During a disaster they distribute food through this network to affected areas.

- Coordinate statewide distribution through regional food banks and hunger relief agencies.
- Distribute donated and USDA food from their warehouse and activates the Feeding America Network supply of donated food by making a direct request to them.

4 Concept of Operations

4.1 General

The State of Oregon Emergency Operations Plan, including ESF 11, 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 (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; ORS 401.052). OEM, in turn, has assigned responsibility for coordination of the implementation of ESF 11 to the primary and supporting agencies identified above.

ESF 11. Food and Water

All ESF 11 activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

4.2 Activation

When a disaster occurs, the OEM Executive Duty Officer may, based on the size and complexity of the situation, activate the State ECC and assume the role of ECC Manager. The ECC Manager will establish communications with leadership and gather situational information to determine an ECC staffing plan and set up operational periods. If the incident requires significant coordination of food and water activities, the ECC Manager may activate ESF 11. ESF 11 will report to the ECC Manager or the Operations Section Chief (Human Services) if activated. Upon ESF activation, notification will be made to the ESF primary agency, ODA (food) and OHA (water). ODA and OHA will coordinate with supporting agencies to assess and report current capabilities to the ECC and activate Agency Operations Centers as appropriate. Primary and supporting agencies may be requested to send a representative to staff the ECC and facilitate ESF 11 activities.

4.3 ECC Operations

When ESF 11 is staffed in the ECC, the ESF representative will be responsible for the following:

- Serve as a liaison with supporting agencies and food and water suppliers.
- Provide a primary entry point for situational information related to food and water.
- Share situation status updates related to food and water with ESF 5, Information and Planning, to inform development of the Situation Report.
- Participate in, and provide ESF-specific reports for, ECC briefings including Disaster Cabinet and Economic Recovery briefings.
- Assist in development and communication of ESF 11 mission assignments to tasked agencies.
- Monitor ongoing ESF 11 mission assignments.
- Share ESF 11 information with ESF 14, Public Information, to ensure consistent public messaging.
- Coordinate ESF 18 staffing to ensure the function can be staffed across operational periods.

4.4 Coordination with Other ESFs

ESF 11 often works closely with other State ESFs as a part of coordinated response and recovery activities. The following ESFs support food- and water-related activities:

- **ESF 1 – Transportation.** Assist in transportation of food and water supplies to impacted areas, including air support.
- **ESF 3 – Public Works.** Coordinate repair and restoration of the state’s drinking water system.
- **ESF 6 – Mass Care.** Coordinate distribution of food and water supplies to impacted populations.
- **ESF 7 – Resource Support.** Identify food and water resources and coordinate staging of resources for distribution.
- **ESF 8 – Health and Medical.** Ensure proper procedures are in place to ensure food safety.
- **ESF 15 – Volunteers and Donations.** Coordinate donated food and water supplies.
- **ESF 17 – Agriculture and Animal Protection.** Ensure the security of the state’s food system.
- **ESF 18 – Business and Industry.** Coordinate with private sector partners to support ESF 11 activities.

4.5 Transition to Recovery

Intermediate- and long-term recovery activities are guided by the State of Oregon Recovery Plan. In the event of a large-scale or catastrophic incident, the Governor may appoint a State Disaster Recovery Coordinator (SDRC) to facilitate state recovery activities and the longer-term aspects of food and water coordination may be tasked to State Recovery Functions (SRF) 3, Health Services, SRF 4, Social Services, and SRF 7, Natural and Cultural Resources. The coordinating agency for SRF 3 is OHA, the coordinating agency for SRF 4 is DHS, and the coordinating agency for SRF 7 is DEQ. The SDRC and the State Coordinating Officer (SCO) are responsible for agreeing on the timing of transition from response (ESF 11) to recovery (SRF 3, 4 and 7).

See the Oregon State Recovery Plan for additional information.

5 Supporting Documents

6 Appendices

- Appendix A ESF 11 Resources

Appendix A ESF 11 Resources

State

- State of Oregon Emergency Operations Plan
 - ESF 6 – Mass Care
 - ESF 17 – Agriculture and Animal Protection
- State of Oregon Recovery Plan
 - SRF 3 – Health Services
 - SRF 4 – Social Services

Federal

- National Response Framework
 - ESF 6 – Mass Care, Emergency Assistance, Temporary Housing and Human Services



ESF 12 – Energy

LAST UPDATED: 03/03/2016

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12-Energy

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ESF 12 Tasked Agencies	
Primary Agencies	Oregon Department of Energy (ODOE) Public Utility Commission (OPUC)
Supporting Agencies	Department of Administrative Services (DAS) Oregon Health Authority (OHA) Oregon Military Department (OMD) Oregon Department of Transportation (ODOT) Oregon Fish and Wildlife (OFW)
Adjunct Agencies	

1.0 Introduction

Emergency Support Function (ESF) 12 describes how the State of Oregon will provide Energy System support during times of emergency.

1.1 Purpose

- ODOE and OPUC will facilitate restoration of damaged energy systems and components during a potential or actual emergency or major disaster.
- ODOE will manage State response to emergencies involving radioactive materials releases from fixed nuclear facilities (Hanford), commercial nuclear power plants (Columbia Generating Station and the Trojan Independent Spent Fuel Storage Installation), and research reactors (Oregon State University and Reed College).
- ODOE will manage State response to transportation accidents involving radioactive material shipments on Oregon highways.
- ODOE will manage State response to emergencies involving the severe or long-term shortage or disruption of petroleum products. This includes implementing the state wide fuel allocation program when appropriate.
- ODOE will manage State response to emergencies involving the transportation, transmission and distribution of Liquefied Natural Gas (LNG).

1.2 Radiological Response Information

Guidelines for notification, coordination, and leadership of State of Oregon nuclear/radiological response activities are located in the Nuclear/Radiological Incident Annex (IA-10). Oregon Health Authority (OHA) is the lead state agency for all radiological incidents except transportation incidents and occurrences at in-state and Hanford nuclear reactors and nuclear fuel storage facilities, which are managed by the ODOE.

1.3 Scope

The ESF-Principal Primaries (ESF-PP) will gather, assess, and share relevant information on energy system damage and estimations of the impact of energy system outages within affected areas. The ESF-PP will determine issues and implements appropriate protective actions to ensure the protection of public health and safety during energy emergencies. The ESF-PP works closely with, and aids in, meeting requests for assistance from local officials, energy industry suppliers and distributors. Within ESF 12, energy includes producing, refining, transporting, generating, transmitting, conserving, building, distributing and maintaining energy systems and system components.

2.0 Situations and Assumptions

2.1 Situations

Oregon is faced with a number of hazards that may require energy system's support. Considerations that should be taken into account when planning for and implementing ESF 12 activities include:

- Accurate and timely information distribution is critical to guide decision making and response actions within all coordinated agencies and groups.
- A significant disaster or emergency condition may result in a high volume of requests for energy services and commodities necessary to sustain community viability in the face of crisis.
- A significant disaster or emergency condition is likely to degrade the energy infrastructure needed to facilitate efficient operation of inter-dependent service organizations and therefore overwhelm a community's capacity to perform life-safety activities.

2.2 Assumptions

ESF 12 is based on the following planning assumptions:

- Operational management of energy resources and personnel will require accurate and timely information on which to base decisions focusing response and recovery actions.
- Surviving local energy resources will be utilized though likely diminished in capacity.
- A significant disaster incident may require evacuation of significant numbers of affected populations from severely impacted communities.
- Energy resources may be impaired by out of region incidents or events that curtail supply availability, resulting in the exhaust local energy supply inventories.

3.0 Roles and Responsibilities

3.1 Primary Agencies

3.1.1 Oregon Department of Energy

- The Oregon Department of Energy is responsible for planning, preparedness, response, and recovery from petroleum disruptions (ORS 176), liquefied natural gas mishaps (469), and radiological emergencies (469).
- ODOE operates an agency Emergency Operations Center (EOC) in Salem. The agency EOC serves as the state-wide coordination point for ODOE emergency response activities. ODOE provides a liaison to the state Emergency Coordination Center (ECC) when activated. ODOE maintains six 24/7 duty officers. ODOE is responsible for ensuring state and local emergency response organizations are trained and prepared to respond to petroleum, LNG, and radiological emergencies.
- Petroleum Emergency Preparedness and Response - ODOE maintains Oregon's Petroleum Contingency Plan. The purpose of the plan is to ensure an effective, well-coordinated response with industry, federal, state, and local emergency response organizations to protect public health and safety, the environment, and the region's economy. The plan applies a free market approach with government intervention only when it becomes necessary to protect public health and safety.
- Lead agency for ensuring a coordinated response to severe or long-term petroleum emergencies that impact the state. ODOE developed and maintains the Oregon Petroleum Contingency Plan that includes a state-wide fuel allocation program. ODOE is also the lead agency for ensuring a coordinated response to transportation, transmission and distribution emergencies involving Liquid Natural Gas (LNG) vessels, pipelines, and facilities.
- Developed and maintains the state of Oregon's LNG Emergency Response Plan. The plan defines the state's role and responsibilities to prepare for, respond to, and recover from LNG emergencies that threaten the health and safety of Oregon citizens, the environment, and the region's economy.

ESF 12-Energy

- LNG¹ Emergency Preparedness and Response - Three LNG import facilities are proposed for Oregon to serve the growing need for natural gas supplies in the region. The projects, if built, would receive LNG from ocean going vessels, temporarily store it, and then regasify it before sending it out by pipeline to homes, businesses, electrical generating plants and industries in the Pacific Northwest as well as other parts of the Western United States. Two of the state's LNG Import terminals are proposed the Columbia River and one is proposed in Coos Bay, Oregon.
- Nuclear Emergency Preparedness and Response - ODOE is the lead state agency on nuclear emergency preparedness, response, and recovery. This includes incidents involving fixed nuclear facilities, Independent Spent Fuel Storage Installations (ISFSI), Research Reactors, and radioactive materials transport on Oregon highways (ORS 469). ODOE developed and maintains the Oregon CGS/Hanford Emergency Response Plan, Trojan ISFSI Plan, and the Radioactive Materials Transportation Plan. These plans define the state's role and responsibilities to prepare for, respond to, and recover from radiological emergencies that threaten the health and safety of Oregon citizens, the environment, and the region's economy. ODOE also reviews Oregon State University and Reed College Research Reactor Emergency Response Plans.
- The Federal Emergency Management Agency evaluates ODOE's ability to respond to radiological emergencies biannually to ensure program readiness.
- Assess energy system damage and monitors repair work.
- Collect, assess and provide information to energy supply, demand, and market impacts.
- Identify supporting resources necessary to restore energy systems.
- May deploy DOE response teams as needed to affected areas to assist in response and restoration efforts.

¹ Two LNG storage facilities are located in Portland and Newport, OR. These facilities are owned and operated by Northwest Natural Gas.

3.1.1.1 Emergency Operations Center (EOC) Activation

As stated before, ODOE operates an agency Emergency Operations Center (EOC) in Salem. The agency EOC serves as the state-wide coordination point for ODOE emergency response activities. ODOE provides a liaison to the state Emergency Coordination Center (ECC) when activated. ODOE maintains six 24/7 duty officers. ODOE is responsible for ensuring state and local emergency response organizations are trained and prepared to respond to petroleum, LNG, and radiological emergencies.

In the event of a petroleum emergency, ODOE would direct and coordinate the State's overall response effort. ODOE will assess the severity and duration of a supply shortage or disruption, identify potentially affected areas, determine the risks and potential impacts to Oregonians, and advise the Governor on how best to protect the health and safety of Oregonians and the state's economy. This includes recommending and implementing voluntary or emergency conservation measures to reduce the use of petroleum products in the state and implementing Fuel Allocation Procedures if necessary. ODOE is also responsible for coordinating all emergency information and instructions released to the public and news media regarding the State's response effort and emergency actions.

3.1.1.2 Liquefied Natural Gas Emergency Scenario

In the event of an emergency at an LNG import terminal or along the transport route, ODOE will direct and control the state's overall response effort. This includes:

- Receiving initial notifications from LNG developers about an event,
- Notifying and/or establishing contact with all affected federal, state, and county emergency response organizations to ensure a coordinated response,
- Working with the U.S. Coast Guard, state agencies, and local emergency response organizations to assess the severity of the event, determine impacts to Oregon, and advise the Governor on protective actions for the public, and
- Developing and disseminating emergency information to the public and the news media.

3.1.1.3 Radiological Emergency Scenario

In the event of a radiological emergency, ODOE will direct and control the state's overall response. This includes:

- Alert and mobilize emergency responders,
- Provide timely and accurate information to the public and news media,
- Assess the severity of the radiological accident,
- Issue and implement appropriate protective action recommendations to protect public health and safety,
- Identify and track the radioactive release, and
- Sample, process, and analyze potentially contaminated soil, vegetation, air, and water.

3.1.1.4 Petroleum Fuels Contingency Plan Activation

The Oregon Petroleum Contingency Plan includes a state-wide fuel allocation program. If fuel allocation becomes necessary, ODOE would administer the state's Fuel Allocation Program and designate the set-aside volume. ODOE is responsible for working with the state's petroleum suppliers and wholesalers to implement the set-aside volume for use by the state. The set-aside program is designed to interfere minimally with the market, using set-aside volumes that are sufficient only to satisfy hardship and emergency cases. The set-aside program makes no attempt to reduce or inhibit the market price of fuels. All fuel delivered through the program will be purchased at the market price, and whenever possible, through the usual supplier.

ODOE's Fuel Allocation Program is designed to ensure emergency fuel to priority users performing life-saving functions, restoring Oregon's critical infrastructure, and preventing community hardships. A community must show it has an emergency or hardship caused by a shortage of fuel or is receiving relatively less than other areas of the state. Providing emergency fuel to communities is the only element where retail service stations may receive a set-aside allocation. However, the State will not direct set-aside volumes to specific stations. It will direct prime suppliers to release a certain volume to an area through normal supply channels.

During a fuel supply shortage situation, the need for a method to alleviate potentially long lines at retail service stations may arise. ODOE would implement the Odd/Even Fuel Allocation Measure for the public as appropriate.

All fuel rationing activities requires an Energy Emergency Declaration from the Governor.

3.1 Primary Agencies (cont'd)

3.1.2 Public Utility Commission

- Act as a liaison and coordinate efforts to ensure investor²- and consumer³-owned energy utilities can effectively restore power, natural gas, and other energy sources following a disaster or other emergency incident.
- Facilitate the coordinated recovery of systems and applications from cyber attacks.
- Assist in the coordination of transfer of personnel and resources from outside a disaster-affected area in accordance with existing Mutual Aid Agreements (MAAs), as needed.
- Coordinate with energy utilities to evaluate needs and coordinate assets and capabilities to address supply impairments and/or service delivery outages.
- Communicate and coordinate with ODOT and energy utilities, to address ingress and egress of mutual-aid utility responders mobilized to assist with intra-state utility response and recovery activities.
- Communicate with federal partners to maintain situational awareness when incident impairs interstate services.
- Ensure that energy system operators have adequate emergency preparedness and/or continuity of operations plans in place.

² Investor-Owned Utilities: IOU, include Electric and Natural Gas Energy Utilities

³ Consumer-Owned Utilities, include Cooperatives (Co-Op's), Peoples Utility Districts (PUDs) and Municipal Owned (MUNIs) Electric Utilities

3.2 Support Agencies

3.2.1 Department of Administrative Services

- Provide restorative services including structural, HVAC and electrical systems within state-owned facilities during or after an incident in the state of Oregon which requires a coordinated response.

3.2.2 Oregon Health Authority

- Provide assistance as appropriate when a disaster occurs that impacts energy resources causing any public health concern or crisis.

3.2.2 Oregon Military Department

- Provides support assistance as needed.

3.2.3 Oregon Department of Transportation

- Provide traffic control for response to transportation accidents involving radioactive material shipments on state highways.
- Provide staging areas for checkpoints of shipments of agriculture products coming from southeast Washington in the event of a radioactive materials release from Hanford or the Columbia Generating Station.
- Provide technical assistance to transit providers to help with additional riders a fuel crisis would bring to transit systems.
- Provide technical assistance to local governments that start or expand rideshare programs in response to a fuel shortage.
- Assist with distribution of fuel crisis information through local ODOT District and DMV offices.
- Impose highway restrictions as needed in the event of an energy resource emergency, to include actions such as reduced speed limits and new multi-occupant vehicle lane designations.
- Provide energy system operators access into ODOT public rights of way to repair, replace, or relocate energy system facilities damaged in an incident or disaster.
- Provide regulatory waivers to expedite inter-state ingress and egress transport of equipment, material resources and workforce[s] mobilized to achieve energy system operator's disaster response and recovery goals and objectives.

3.2.4 Oregon Fish and Wildlife

- In situations where food supply contamination may be of concern, Oregon Department of Agriculture (ODA) and the Oregon Department of Fish and Wildlife Department (ODFW) would complement OHA efforts to ensure that fish, game, meat, dairy products, and crops intended for human consumption are not contaminated above acceptable limits.
- In instances where those limits are exceeded, these agencies will help ensure the public is informed and contaminated products are properly disposed of.

3.3 Adjunct Agencies

[TO BE DEVELOPED]

4.0 Concept of Operations

4.1 General

The State of Oregon Emergency Operations Plan, including ESF-12, 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 (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; ORS 401.052). OEM, in turn, has assigned responsibility for coordination of the implementation of ESF 12 to the primary and supporting agencies identified above.

Additionally, Executive Order (EO)-14-XX establishes a Disaster Management Framework to facilitate Oregon's response and recovery actions and provides a flexible instrument for execution of prudent policy and decision-making. The EO establishes the Governor's Disaster Cabinet and Economic Recovery Councils that will serve as the policy making body during a large scale or catastrophic disaster in Oregon.

OEM will coordinate all requests for assistance and communicate with the state agencies to identify the appropriate action and state resources to be used. Once Energy assets have been identified to meet the request, OEM will create an action using Ops Center to the specific State agencies to accomplish the task.

4.2 Activation

When a disaster occurs that results in a Governor's declaration, the OEM Executive Duty Officer will activate the State ECC and establish communications with leadership and ascertain initial size up to determine an ECC staffing plan and set up operational periods. If the incident requires significant coordination of communications activities, a notification will be made to OEM, ODOE & OPUC requesting activation of ESF -12. OEM, ODOE & OPUC will coordinate with supporting agencies to assess and report current capabilities to the ECC and will activate Agency Operations Centers as

appropriate. OEM, ODOE & OPUC and supporting agencies may be requested to send a representative to staff the ECC and facilitate ESF-12 activities.

4.2.1 ECC Operations

When ESF-12 is staffed in the ECC, the ESF representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to state energy systems.
- Share situation status updates related to energy systems with ESF 5, Information and Planning, to inform development of the Situation Report.
- Participate in, and provide ESF-specific reports for, ECC briefings including Disaster Cabinet and Economic Recovery briefings.
- Assist in development and communication of ESF-12 actions to tasked agencies.
- Monitor ongoing ESF-12 activities.
- Share ESF-12 information with ESF 14, Public Information, to ensure consistent public messaging.
- Coordinate ESF-12 staffing to ensure the function can be staffed across operational periods.

4.2.2 Transition to Recovery

Intermediate- and long-term recovery activities are guided by the State of Oregon Recovery Plan. In the event of a large-scale or catastrophic incident, the Governor may appoint a State Disaster Recovery Coordinator (SDRC) to facilitate state recovery activities and the longer-term aspects of restoration of energy systems. Coordination may be tasked to State Recovery Function (SRF) 6, Infrastructure Systems. The coordinating agency for SRF 6 is the Oregon Department of Transportation. The SDRC and the State Coordinating Officer (SCO) are responsible for agreeing on the timing of transition from response (ESF 12) to recovery (SRF 6).

See the Oregon State Recovery Plan for additional information.

5.0 Federal Partners

The state relies on a variety of federal partners to monitor and provide warning information for specific hazards. The following table identifies those partners.

Hazard	Federal Partner	Federal Partners and Stakeholders
Attack	North American Defense Command	North American Defense Command
Dam Failure	U.S. Army-Corps of Engineers and Bureau of Reclamation	U.S. Army-Corps of Engineers and Bureau of Reclamation
Earthquake	United States Geological Survey	United States Geological Survey
Electric Energy Emergency	Bonneville Power Administration	Bonneville Power Administration (BPA) Federal Energy Regulatory Commission (FERC) North America Electric Reliability Corporation (NERC) Western Electricity Coordinating Council (WECC) Peak Reliability: (Electric Grid Recovery Coordinator)
Radiological	U.S. Department of Energy	U.S. Department of Energy
Severe Weather	National Weather Service	National Weather Service
Tsunami	National Weather Service Alaska and Pacific Tsunami Warning Center	National Weather Service Alaska and Pacific Tsunami Warning Center
Volcano	United States Geological Survey	United States Geological Survey

6.0 Supporting Documents

- National Response Framework, ESF 12 – Energy
- County and State Agency ESF 12 Annexes
- State of Oregon Cascadia Subduction Zone Catastrophic Earthquake and Tsunami Operations Plan
- ODOE-Fuel Allocation Guidelines
- OPUC-Utility Emergency Response Plan
- ODOE-OPUC Procedural Flowchart & existing MOU
- OHA-Public Health Radiological Response Plan
- Cascadia Playbook

7.0 Appendices

None at this time.

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ESF 13 – Military Support

LAST UPDATED: 10/31/2014

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ESF 13 Tasked Agencies	
Primary Agencies	Oregon Military Department (OMD)
Supporting Agencies	Oregon Emergency Management (OEM)
Adjunct Agencies	[TBD]

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 13 describes how the State of Oregon will coordinate military support to civil authorities in times of a disaster.

1.2 Scope

Activities encompassed within the scope of ESF 13 include:

- Coordinate, employ and control Oregon National Guard forces and military resources in order to assist civil authorities with the protection of life and property, and to maintain peace, order and public safety.
- Advise on Oregon National Guard capabilities and resources, ongoing mission status, troop numbers, estimated daily costs, and legal considerations.
- Mobilize and stage personnel and equipment to restore/preserve law and order and provide support to other ESFs respectively as directed by the State ECC and within Oregon National Guard capabilities.
- Coordinate with the active federal military to ensure mutual support during federal disaster relief operations.

1.3 Related Functions

ESF 13 often works closely with other State ESFs as a part of coordinated response and recovery activities. The following ESFs support business and industry related activities:

- **ESF 1 – Transportation.** Assist in transportation of emergency supplies and personnel to impacted areas.
- **ESF 3 – Public Works.** Assist in damage assessment and infrastructure restoration.
- **ESF 6 – Mass Care.** Assist in mass care operations.

- **ESF 10 – Hazardous Materials.** Provide support for CBRNE incidents.
- **ESF 16 – Law Enforcement.** Provide support for civilian law enforcement agencies.

2 Situation and Assumptions

2.1 Situation

Oregon is faced with a number of hazards that may require support to civil authorities by the Oregon National Guard. Considerations that should be taken into account when planning for and implementing ESF 13 activities include:

- A significant disaster or emergency event may result in widespread damage to existing civil infrastructure and displace numerous people thus requiring a rapid, self-contained, self-sufficient deployment of skilled personnel and equipment.
- Except as expressly authorized by the Constitution of the United States or by another act of Congress, the Posse Comitatus Act prohibits the use of the active Army, Air Force, and—through DODD 5525.5—the Marine Corps and Navy as enforcement officials to execute state or federal law and perform direct law enforcement functions. However, the Posse Comitatus Act does not apply to state National Guard forces in state active duty status and title 32 status. Nor does the Posse Comitatus Act restrict the Coast Guard, even when under the operational control of the Navy, since the Coast Guard has inherent law enforcement powers under title 14, USC.
- While every domestic support mission is unique, four defining characteristics shape the actions of commanders and leaders in any mission. These characteristics include:
 - State and federal laws define how military forces support civil authorities.
 - Civil authorities are in charge, and military forces support them.
 - Military forces depart when civil authorities are able continue without military support.
 - Military forces must document costs of all direct and indirect support provided.
- Impact and needs assessments may need to be performed immediately in the field while recovery operations are underway.

ESF 13. Military Support

- Significant disasters or emergency events may be especially traumatic with high loss of life and significant damage to personal property. Specially trained personnel from outside the area may be better able to perform necessary and essential functions.
- Lack of law and order personnel may lead to dangerous situations and encounters with the public.

2.2 Assumptions

ESF 13 is based on the following planning assumptions:

- All Oregon National Guard assets are available for state missions. It is understood that the federal wartime mission of all Department of Defense (DoD) assets takes priority over state missions. If Oregon National Guard is federalized it may not be available for state tasking.
- Post-disaster impact/needs assessments are an ongoing process as needs cannot be fully determined in the initial response phase of a major disaster.
- The Governor will issue an Executive Order prior to the occurrence of a major disaster, when possible, authorizing the Adjutant General to call to state Active Duty those personnel and equipment as necessary to support the state's response and recovery effort. When possible, a number of these forces will be staged in and around the anticipated disaster area prior to the disaster's occurrence.

3 Roles and Responsibilities

The following section outlines the roles and responsibilities assigned to state agencies and community partners to ensure ESF 13 activities are performed in an efficient and effective manner to support response and recovery. This document does not relieve tasked agencies with the responsibility for emergency planning and agency plans should adequately provide for the capability to implement the actions identified below.

3.1 Primary Agencies

The primary agency for ESF 13 is the Oregon Military Department (OMD) and is responsible for the following overarching coordination activities:

- Coordinate regular review and update of the ESF 13 annex with supporting agencies.
- Facilitate collaborative planning to ensure state capability to support ESF 13 activities.

ESF 13. Military Support

- Facilitate establishment and maintenance of regional liaisons to local and tribal emergency management programs, and foster regular communications between those groups.
- Provide a representative to the State ECC, when requested, to support ESF 13 activities.
- Facilitate transition to recovery.

3.1.1 Oregon Military Department

In addition to its general responsibilities as the primary agency for ESF 13, OMD is responsible for the following activities supporting military support during a disaster:

- Activate and operate the Oregon National Guard Joint Operations Center.
- Provide support to civil authorities consistent with designated mission and capabilities.
- Direct use of state military resources.

3.2 Supporting Agencies

Supporting agencies contribute to the overall accomplishment of the mission of the ESF. Not every support agency will have input to, or responsibility for, the accomplishment of every mission assigned to the ESF.

3.2.1 Oregon Office of Emergency Management

- Activate and operate the State ECC.
- Coordinate military support with the Oregon National Guard Joint Operations Center.

4 Concept of Operations**4.1 Activation**

As the State Coordinating Officer (SCO) and the State ECC determine that all available state resources are exhausted and/or a mission exceeds the Emergency Support Functions' capabilities, or that the Oregon National Guard is the best resource to fulfill a request, the ECC will assign the request to ESF 13 in the form of a mission assignment.

The mission assignment will then be forwarded to the Oregon National Guard Joint Operations Center for immediate staffing and determination of the ability to support the request. If the Oregon National Guard can support the requested mission, the Adjutant General or his designated representative will determine the number of personnel and type of equipment required.

ESF 13. Military Support

The mission will be tasked to the appropriate commander who will immediately contact the supported agency's local point of contact for mission coordination. Simultaneously, ESF 13, via the State ECC, will be notified of mission acceptance and will be kept updated on mission status.

4.3 ECC Operations

When ESF 13 is staffed in the ECC, the ESF representative will be responsible for the following:

- Serve as a liaison with the Oregon National Guard Joint Operations Center.
- Provide a primary entry point for situational information related to military support.
- Share situation status updates related to military support with ESF 5, Information and Planning, to inform development of the Situation Report.
- Participate in, and provide ESF-specific reports for, ECC briefings including Disaster Cabinet and Economic Recovery briefings.
- Coordinate with the Joint Operations Center regarding development and communication of ESF 13 mission assignments to tasked agencies.
- Monitor ongoing ESF 13 mission assignments.
- Share ESF 13 information with ESF 14, Public Information, to ensure consistent public messaging.
- Coordinate ESF 13 staffing to ensure the function can be staffed across operational periods.

4.4 Transition to Recovery

Intermediate- and long-term recovery activities are guided by the State of Oregon Recovery Plan. In the event of a large-scale or catastrophic incident, the Governor may appoint a State Disaster Recovery Coordinator (SDRC) to facilitate state recovery activities and the longer-term aspects of military support will be handled by the Oregon National Guard Joint Operations Center in coordination with the SDRC.

5 ESF Development and Maintenance

OMD will be responsible for coordinating regular review and maintenance of this ESF Annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

6 Appendices

- Appendix A – ESF 13 Plans and Resources
- Appendix B – ESF 13 Work Plan
- Appendix C – Military Support Overview

Appendix A ESF 13 Work Plan

Last Updated: 10/31/2014

Action	Responsible Department	Point of Contact	Priority	Timeline	Status
Conduct a planning workshop with tasked state agencies to validate the ESF 13 Annex	OMD in coordination with assigned supporting agencies	TBD	High	2015	To be completed

Appendix B ESF 13 Resources

State

- [TEXT]

Federal

- [TEXT]

Appendix C Military Support Overview

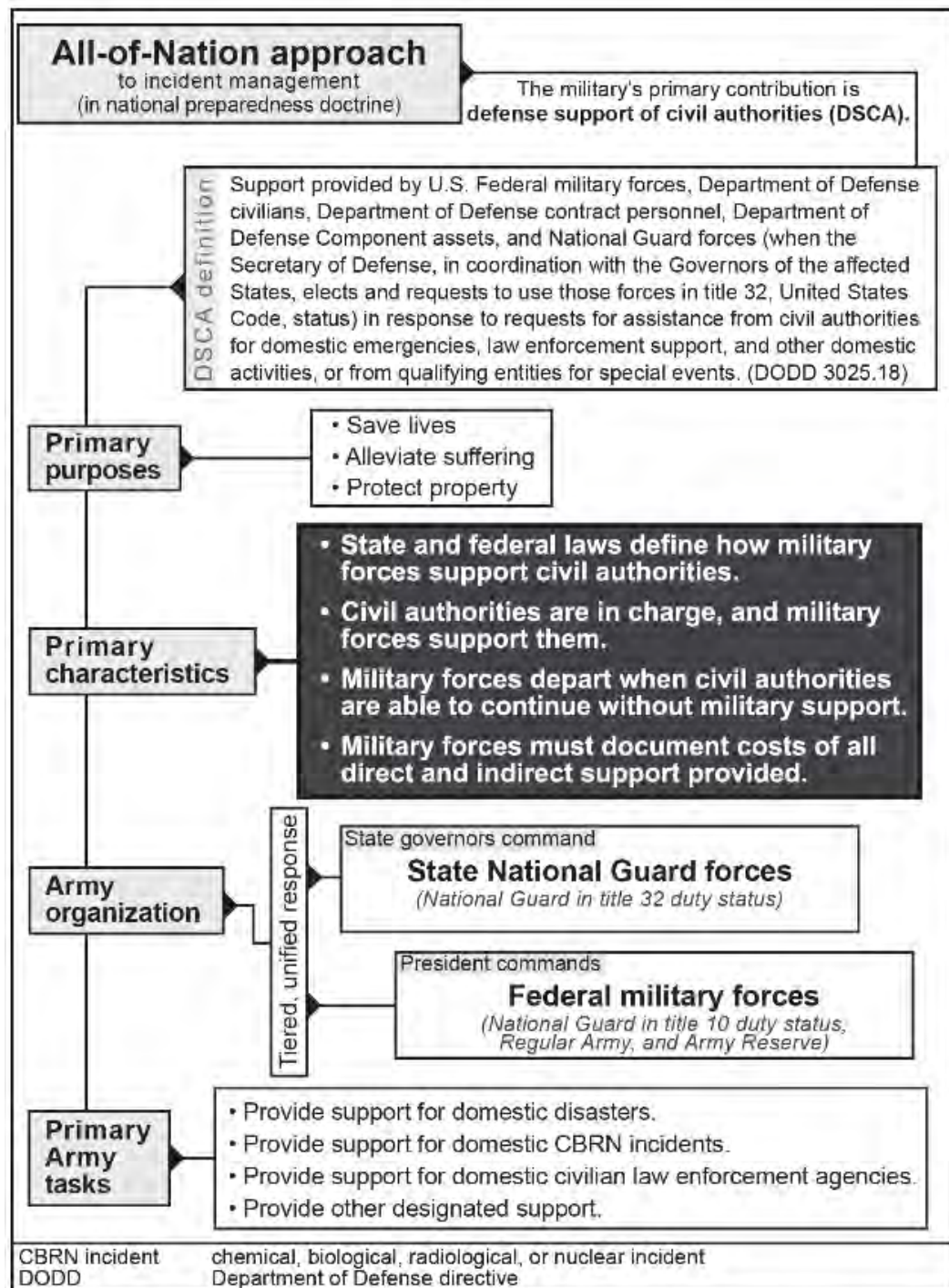


Figure 1. Overview of defense support of civil authorities



ESF 14 – Public Information

LAST UPDATED: 2/10/2016

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OREGON EMERGENCY OPERATIONS PLAN EMERGENCY SUPPORT FUNCTION #14**PUBLIC INFORMATION:**

PRIMARY AGENCIES: Oregon Governor's Office and Oregon Office of Emergency Management (OEM).

LEAD PIO AGENCY: The state agency with the mission that is most closely aligned to the specific incident leading to ESF 14 activation.

SUPPORT AGENCIES: All organizations and agencies that may be necessary for effective public information dissemination and external affairs in support of ESF 14 operations.

1 Introduction

1.1 Purpose

ESF 14 ensures sustained operations exist in support of the Oregon Office of Emergency Management (OEM), the State Emergency Coordination Center staff, and the Governor's office during a statewide incident or incidents of national significance to provide accurate, coordinated and timely information to affected populations, governments, legislators and the media. ESF 14 coordinates public information activities as a result of increased statewide public awareness or concern.

1.2 Scope

ESF 14 will coordinate actions the state will take to provide public information support to local, Tribal, state and federal disaster response elements.

ESF 14 provides assistance to all state agencies that may require public affairs support, or whose public affairs assets may be employed during a major disaster or emergency in the state of Oregon or nationally, if necessary.

ESF 14 missions apply to Governor's Declarations, Stafford Act Declarations, National Response Plan responses and other situations designated by authority of the Office of the Governor, or the OEM Director's Office.

2 Situation

Planning for public information incorporates local, Tribal, federal and governments as well as state and local level agency and government responsibilities for providing timely public information. If state agencies and county governments are unable to provide timely public information

ESF 14. Public Information

to those affected by emergencies and disasters, federal resources will be requested to provide vital information to affected populations.

The Governor's Office, OEM's Director's Office, Lead Public Information Office (PIO) agencies and Support Agencies will direct, coordinate and support communications efforts to disseminate unified messages.

3 Roles and Responsibilities

3.1 Primary Agencies

ESF 14 Primary Agencies are responsible for maintaining the ESF capabilities and operations. Primary Agencies also facilitate and coordinate ESF participation during activations. ESF 14 is co-led by:

- The Oregon Office of Emergency Management
- The Governor's Office

3.1.1 Primary Agencies Responsibilities:

During an emergency, OEM and the Governor's Office may determine the lead agency for the Joint Information Center (JIC) or Joint Information System (JIS) and notify key partners. Additional responsibilities include:

- Support the development of a comprehensive JIS that supports common voice messaging and comprehensive information sharing.
- Establish the JIC, or monitor JIC activities, and assist in message development by working directly with the Lead Agency PIO or JIC Manager and facilitate communication between the Governor's Press Secretary and OEM PIO.
- Facilitate JIC or JIS staffing needs. OEM will share staffing requirements with the Governor's Office. The Governor's Office will direct state agencies as needed to support critical JIC or JIS staffing needs.
- Maintain an Oregon Public Affairs Team (OPAT) list to support JIC or JIS staffing and provide support beyond Lead PIO Agency capabilities when necessary. OEM PIO will notify OPAT if the Lead PIO Agency requests additional support.
- Provide ESF 14 direction to OEM, the Lead PIO Agency and support agencies to ensure alignment of key messages during Emergency Coordination Center (ECC) activations.
- Provide advice to emergency managers regarding matters related to public information.

ESF 14. Public Information

- Foster positive working relationships among all program areas and the JIC staff.
- Assist in the information and news release approval process.

3.2 Lead PIO Agency

The Lead PIO Agency is the state agency with the mission that is most closely aligned to the specific emergency or incident leading to ESF 14 activation. For example, Oregon Health Authority would be the Lead PIO Agency for a pandemic outbreak, whereas Oregon Department of Forestry is the Lead PIO Agency for wildfires.

3.2.1 Lead PIO Agency Responsibilities:

- Notify ESF 14 Primary Agencies (OEM and Governor's Office) when incident management resources are deployed or additional PIO support is needed.
- Develop a staffing plan and identify resources to staff the JIC and JIS.
- Notify support agency PIOs of the emergency and support requirements.
- Oversee incident messaging.
- Facilitate information sharing.
- Liaison between the decision-makers in the ECC and the news media.
- Provide timely, accurate, coordinated information to ECC, the Governor's communications director, the public, news media, partners, stakeholders and other interested parties. Provide the following types of information:
 - Nature and extent of the emergency or disaster.
 - Areas of the state that have endured the effects of the emergency or disaster, and areas that may sustain damage in the future.
 - Actions the public should take to protect themselves.
 - Activities that government has initiated or plans to initiate, in response to the emergency or disaster.
- Inform elected and appointed officials on response efforts, protocols and recovery programs.
- Brief the news media as new information becomes available. Schedule briefings on a regular basis (at designated times) and when announcements of breaking news are appropriate.

ESF 14. Public Information

- Counter rumors with the timely release of factual information to the public and take any actions necessary to ensure the public is receiving accurate information.
- Develop and maintain all public information news releases, briefing sheets, talking points, backgrounders and supplemental materials in electronic format. After the emergency has ended, collect public information records and deliver to the ECC manager.
- Coordinate and supervise daily operations of agency staff within the JIC, executing plans and policies as directed by Primary Agencies.
- Lead messaging at the JIC as lead agency or subject matter expert depending upon the type of disaster that has occurred (i.e., pandemic, radiological, agricultural, etc.)
- Provide background information directly pertaining to specific subject matter related to the incident.
- Speak to media on behalf of the state to discuss technical details associated with an incident.

3.3 Support Agencies

Support Agencies consist of state agencies with public affairs staff and subject matter expertise for various emergencies when they are not the Lead PIO Agency. Depending on the nature of the incident, support agencies will participate in ESF 14 as requested by the Primary Agencies. These include, but are not limited to:

- Oregon Military Department (OMD)
- Department of Administrative Services (DAS)
- Oregon Department of Transportation (ODOT)
- Oregon Health Authority (OHA)
- Department of Environmental Quality (DEQ)
- Oregon State Police (OSP)
- Oregon State Fire Marshall (OSFM)
- Law Enforcement Data Systems - Criminal Justice Information Services (CJIS)
- Office of State Medical Examiner (OSME)
- Department of Human Services Public Health Division (DHS/PHD)
- Water Resources Department (WRD)

ESF 14. Public Information

- Oregon Department of Agriculture (ODA)
- Department of Geology and Mineral Industries (DOGAMI)
- Oregon Department of Forestry (ODF)
- Department of Aviation (AERO)
- Department of Consumer and Business Services (DCBS)
- Building Codes Division (BCD)
- Insurance Division (INS)
- Oregon Occupational Safety and Health Division (OR-OSHA)
- Department of Corrections (DOC)
- Oregon Economic and Community Development Department (OECDD)
- Department of Energy (DOE)
- Oregon Department of Fish and Wildlife (ODFW)
- Department of Housing and Community Services (OHCS)
- Department of Land Conservation and Development (DLCD)
- Oregon Liquor Control Commission (OLCC)
- Oregon Parks and Recreation Department (OPRD)
- Oregon Poison Center (OPC)
- Travel Oregon
- Public Utility Commission (PUC)
- Department of State Lands (DSL)
- American Red Cross (ARC)
- Civil Air Patrol (CAP)
- Business Oregon
- Small Business Administration

3.3.1 Support Agencies Responsibilities:

- Support public information as a result of increased statewide public awareness or concern.
- Report to the JIC and support ESF 14 staffing plans as requested.

ESF 14. Public Information

- Share information with federal, Tribal, state and local partners.
- Serve as subject matter experts as needed.
- Respond to media inquiries in support of the Lead PIO Agency
- Prepare and maintain electronic copies of public information documents and a log of public information activities.
- Plan and prepare announcements, interviews, question-and-answer sessions, video footage and other services for news media, broadcast news media and internet news providers.
- Monitor national, regional, and local news broadcasts to assess the accuracy of news reports. If inaccuracies occur, notify Lead PIO Agency decision-makers in the ECC immediately, and take appropriate measures to provide corrected information to the news media.
- Develop supplemental information, such as newspaper inserts and backgrounders, that provide detailed information about the state's efforts to protect the public, or any other facts or advice the public may find useful.
- Complete all other duties assigned by the Primary Agencies or Lead PIO Agency

3.4 Oregon Public Affairs Team (OPAT)

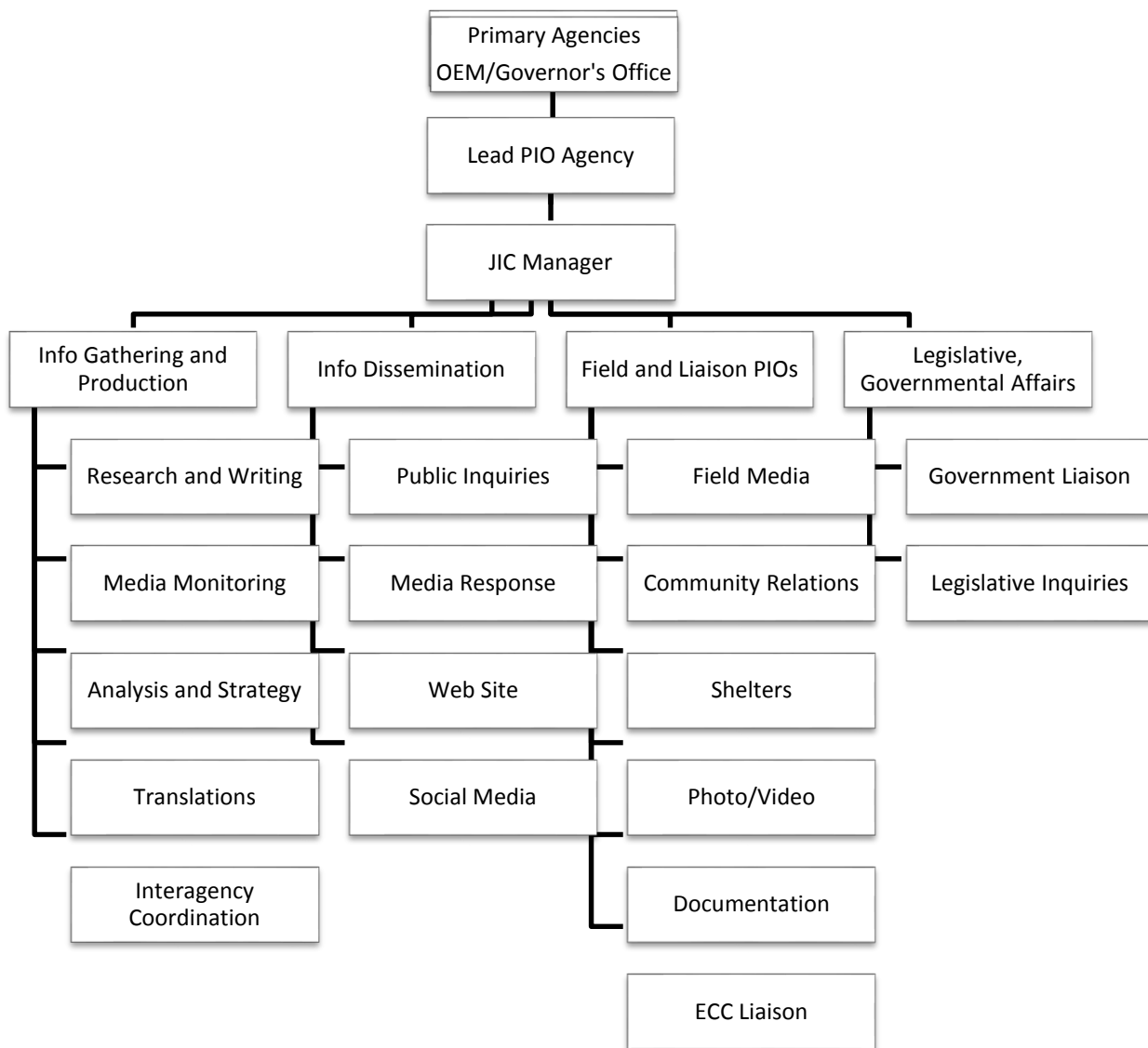
OEM and partners maintain a network of volunteers willing to support ESF 14 during incidents where additional support is needed. Governor's Office may direct state agencies to provide support via the OPAT as a staffing mechanism for the JIC or JIS.

The Lead PIO Agency in coordination with OEM and the Governor's Office is responsible for determining when OPAT is needed to support the JIS. OPAT roles and responsibilities include all duties assigned by the Primary Agencies, Lead PIO Agency or JIC Manager.

3.5 Joint Information Center Positions

When the incident requires additional staffing and coordination, emergency managers establish a JIC. JICs work best with adequate resources to staff key positions to accomplish specific tasks. The following JIC Organization Chart below provides an overview for the type of positions that may be staffed within a JIC. (See Figure 1.1)

Figure 1.1: JIC Organization Chart.



The following section lists roles and responsibilities for key positions in the JIC. Specific positions and tasks include:

3.5.1 JIC Manager

- Manages all JIC activities, coordinating and supervising daily JIC operations for information gathering and production, information dissemination, field and liaison PIOs and systems and operations.
- Execute plans and policies as directed by the Primary Agencies and Lead PIO Agency.
- Provide direction and support to the JIC staff to ensure all functions are operating efficiently.

ESF 14. Public Information

- Ensure JIC is properly setup to include work stations, telephones, office supplies and sufficient workspace for JIC staff and others who may need to work in the JIC.
- Oversee development of press releases, advisories, daily summaries, talking points, fact sheets and other written material.
- Coordinate daily meetings and briefings.

3.5.2 Information Gathering and Production

- Coordinate with interagency partners to gather and share information.
- Listen to social media channels such as interactive websites, blogs, Facebook and Twitter to detect inaccuracies and determine information trends.
- Monitor and analyze media content for accuracy and situational awareness.
- Prepare a daily media analysis report for inclusion in daily summary.
- Develop accurate public information products for the media and citizens.
- Gather incident information to write news release in journalistic style and follow AP Style Guide.
- Write materials such as news releases, fact sheets, flyers, etc. in support of the incident. Ensure timely and accurate information.
- Develop strategies to translate information when necessary.

3.5.3 Information Dissemination

- Obtain review and approval of written material from ECC Operations Manager, OEM Deputy Director or designated subject matter experts.
- Serve as primary point of contact for all digital communications engagement with the public and stakeholders.
- Ensure information on disaster is updated and accurate, to include posting of related news releases, photos, etc., pertaining to the incident on web for public or designated JIS personnel.

3.5.4 Legislative, Governmental Affairs

- Establish contact with congressional and legislative offices representing affected areas
- Provide information on incident activities and how the state ECC is coordinating response and recovery activities.

ESF 14. Public Information

- Disseminate talking points, situation reports to congressional and legislative leaders.
- Organize and initiate congressional and legislative briefings and conduct daily briefings thereafter.
- Arrange for incident site visits for members of congress and their staff.
- Respond to legislative and congressional inquiries.
- Make congressional notifications and assist with written materials for presentations.

3.5.5 Field and Liaison PIOs

- Escort media in the field.
- Participate in community relations events.
- Visit shelters and provide information.
- Produce photo and video products. Gather and document incident related information.. Liaison with the ECC.

4 Concept of Operations

Primary Agencies and Lead PIO Agency will coordinate all requests for assistance, and communicate with state agencies to identify appropriate and necessary actions and state resources. The following describes how ESF 14 will function during activation.

4.1 Activation

OEM, in coordination with the Governor's Office, will activate ESF 14 as needed. The following list describes additional action items:

- Upon activation of the state ECC, OEM may begin the process of activating the state JIC, as detailed in the OEM Crisis Communications Plan.
- OEM will initiate notifications to ESF 14 partners.
- Once a JIC has been established, OEM will contact the Lead PIO Agency and report on the operational status of the ECC and the JIC.
- Depending on the nature and scope of the incident, OEM will notify and mobilize support agencies via OPAT to staff JIS or JIC operations.
- When activated, the JIC becomes the primary location for facilitating the operations of the JIS. The JIC gives the media a single source of reliable information, a place to call for authoritative updates, attend interviews, and receive briefings.

ESF 14. Public Information

- The JIC may be established in the ECC, or at the Lead PIO Agency depending on the nature and extent of the emergency or disaster.

4.2 Operations

OEM and the Governor's Office will coordinate public information resources in response to disasters, emergencies and incidents of national significance. The following guidelines describe ESF 14's operational functions.

- External communications will include traditional media, social media, video sharing, media relations and other methods.
- The Primary Agencies, Lead PIO Agency and Support Agencies will help ensure timely and accurate public information is being shared during emergency response and recovery efforts using the most effective communication methods including mainstream and social media.
- The JIS will clearly communicate what government is doing during response and recovery efforts, and describe what citizens can do to protect themselves.
- The JIS will include various state agency PIOs and other communication professionals if necessary within a virtual or physical JIC or JICs.
- The nature and scope of this effort is determined by the incident.
- PIOs from affected jurisdictions will compile and disseminate information under a JIS. The PIO from each jurisdiction will coordinate information from their Emergency Operations Center (EOC). Such coordination includes exchanging news releases, advising one another other of media inquiries and sharing pertinent information.
- The JIS will operate from the onset of any incident, and will continue operating as long as the state continues its response. Operations may continue through periods of recovery.

4.2.1 Oregon Virtual Operations Support Team (ORVOST)

OEM PIO manages and coordinates the ORVOST. The ORVOST can be activated to support a local jurisdiction or the ECC. The main purpose of the ORVOST is to monitor media and alert the ORVOST lead PIO or Lead PIO Agency to possible areas of concern.

4.3 Joint Information Center Types

Resources at the local and state level are often constrained and complicated by incident timing and capabilities on-hand. A JIC is a central point for the coordination of incident information, media affairs activities and media access to information regarding the latest incident-related developments. If an incident requires a coordinated federal level response, JICs will be established to coordinate local, state and federal incident

ESF 14. Public Information

communications with the public. The number and size of the JICs will reflect the size and nature of the incident and the anticipated needs of the agencies and partners who will staff it within the Joint Information System.

4.3.1 State JIC

The state JIC is the physical location from which communication professionals from responding state agencies and NGOs that are involved in response and recovery operations work together to provide critical emergency information, media response and public affairs support. The state JIC serves as a focal point for the coordination and dissemination of information to the public and media concerning incident prevention, preparedness, response, recovery and mitigation. A media center may be established at a central location for all working media to obtain news briefings and to conduct press conferences. Co-location or use of a single incident media center by local, state or federal counterparts may be an option.

4.3.2 Incident JIC

The incident JIC is a site specific location that supports the local response to an event. The incident JIC is the physical location from which external affairs professionals from organizations that are involved in response and recovery operations work together to provide critical emergency information, media response and public affairs support. The Incident JIC serves as a focal point for the coordination and dissemination of local information to the public and media concerning local incident prevention, preparedness, response, recovery and mitigation. A media center may be established at a central location for all working media to obtain news briefings and press conferences. Co-location and/or use of one incident media center by local, state or federal counterparts may be an option.

4.3.3 Virtual JIC

A virtual JIC uses technology and communications to connect participating public information components when physical co-location is not feasible or practical. If a virtual JIC is employed, leadership must ensure that connectivity and inclusion of incident participants.

4.3.4 Area JIC

An area JIC is used when the possible geographic coverage of a large-scale incident, an area command structure may be employed, per the incident command system. If an area command structure is employed, it must be assessed whether a supporting area JIC(s) will be necessary. In establishing a JIC network, careful consideration must be given as to where the media will get their primary information, how existing state and local JICs will be coordinated, and how liaison and coordination between participating JICs will be facilitated.

ESF 14. Public Information**4.3.5 National JIC**

If a National JIC is established, a virtual JIC will initially be established to coordinate information among affected states, federal departments and agencies. Federal departments and agencies may be requested to provide representatives to the national JIC. A national JIC may be used when an incident with national-level impacts is expected to be of a long duration (weeks or months) and when the incident affects a large area of the country.

4.4 Federal Public Information Resources

When state resources are limited and public information requires additional resources, federal incident communications systems are available as described below.

4.4.1 National Incident Communications Conference Line

The National Incident Communications Conference Line (NICCL) is a standing conference line that is designated, maintained and supported by the U.S. Department of Homeland Security's (DHS) Office of Public Affairs as the primary means for interagency incident communications during an incident requiring federal coordination.

- NICCL will be activated during a major event of national significance requiring interagency coordination. DHS and FEMA HQ typically determine the need.
- The Primary Agency or Lead PIO Agency will coordinate with FEMA as needed.

4.4.2 State Incident Communications Conference Line

The State Incident Communications Conference Line (SICCL) a dedicated Federal-State incident communications conference line.

- This communications resource can facilitate incident management information, evacuee coordination and messaging relating to all states and territories.
- Access and use of this line will be managed by DHS Public Affairs. The Primary Agency or Lead PIO Agency will coordinate with DHS as needed.

4.4.3 Homeland Security Information Network (HSIN)

HSIN provides an encrypted online Web system for real-time capability to post and review documents.

- HSIN is also used by the DHS National Operations Center to coordinate homeland security operations with interagency participants.

ESF 14. Public Information

- DHS Public Affairs manages access, account support and administrative issues relating to HSIN for public affairs coordination.

4.5 Demobilization

The Primary Agencies or Lead PIO Agency will close-out JIC operations and release staff when it is determined JIC resources is no longer needed.

- JIC manager will develop and implement a demobilization plan including proper notification and delegation of responsibility.
- If an incident warrants, staff from the JIC will relocate from the ECC to the Joint Field Office to continue to support public information missions.
- All personnel who work in support of ESF 14 will participate in After Action Reviews (AARs).
- OEM Public Affairs Office will incorporate AAR recommendations into plans, ESF 14 documents and standard operating guidelines.

15

ESF 15 – Volunteers and Donations

Updated 2/17/2017

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ESF 15 Tasked Agencies	
Primary Agencies	Oregon Office of Emergency Management (OEM)
Supporting Agencies	Oregon Department of Administrative Services (DAS) Oregon Dept. of Business and Consumer Services (DCBS) Oregon Department of Human Services (DHS) Oregon Department of Transportation (ODOT) Oregon Volunteers (Oregon Commission for Voluntary Action and Service)
Adjunct Agencies	Oregon Voluntary Organizations Active in Disaster (ORVOAD) Adventist Community Services 211info

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 15 describes how the State of Oregon will fulfill the state’s role in coordination of spontaneous volunteers and unsolicited donations to support local and tribal emergency operations. The purpose of this ESF is to overcome the challenges related to using spontaneous volunteers and unsolicited donations.

1.2 Scope

Activities encompassed within the scope of ESF 15 include:

- Coordinate the identification and vetting of volunteer resources.
- Match volunteer resources and donations with the unmet needs of impacted communities.
- Coordinate a state donations management strategy to ensure the effective utilization of donated cash, goods, and services.
- Coordinate a state volunteer management strategy to ensure the effective utilization of spontaneous volunteers.
- Provide guidance to personnel coordinating the management of undesignated cash donations, unsolicited goods, and spontaneous volunteers.
- Coordinate with the ORVOAD (Oregon Voluntary Organizations Active in Disaster) and the supporting disaster relief network.

ESF 15. Volunteers and Donations

ESF 15 does not address organized volunteer and donation resources that have been pre-vetted to support a specific function. Those resources will be addressed by the appropriate ESF. For example, coordination of Medical Reserve Corps volunteers will be the responsibility of ESF 8 – Health and Medical. Business and industry (private sector) support of response and recovery operations is addressed in ESF 18 – Business and Industry. Identification of unmet needs and bulk distribution of emergency supplies is addressed in ESF 6 – Mass Care. ESF 15 does not compete with already established voluntary organizations’ volunteer and donation structures.

1.3 Related Functions

ESF 15 often works closely with other State ESFs as a part of coordinated response and recovery activities. The following ESFs support volunteers and donations management-related activities:

- **ESF 1 – Transportation.** Coordinate transportation of donated goods and volunteers to impacted areas.
- **ESF 6 – Mass Care.** Identify unmet community needs and coordinate distribution of goods and services to impacted populations.
- **ESF 7 – Resource Support.** Support the identification and fulfillment of resource needs and coordinate with ESF 15 to address them.
- **ESF 8 – Health and Medical.** Coordinate healthcare volunteer and donations.
- **ESF 11 – Food and Water.** Coordinate donations of food and water supplies.
- **ESF 14 – Public Information.** Inform the public of how to effectively support response and recovery through volunteering and donations.
- **ESF 17 – Agriculture and Animal Protection.** Identify unmet needs for animal sheltering and coordinate distribution of goods and services to impacted populations with animal sheltering needs.
- **ESF 18 – Business and Industry.** Support the provision of donations and volunteers to meet the unmet community needs.

2 Situation and Assumptions**2.1 Situation**

Oregon is faced with a number of hazards that may require coordination of volunteers and donations to support response and recovery actions.

ESF 15. Volunteers and Donations

Considerations that should be taken into account when planning for and implementing ESF 15 activities include:

- During emergencies, unsolicited goods and spontaneous volunteers may overwhelm distribution channels, challenge government and voluntary agencies, and hamper operations.

2.2 Assumptions

ESF 15 is based on the following planning assumptions:

- A county or counties is/are overwhelmed and/or inexperienced in volunteers and donations management and the state needs to provide assistance.
- The state has gone through a catastrophic disaster thus requiring a statewide coordinated approach to manage the donations of unsolicited goods and spontaneous volunteers to ensure equitable distribution of resources.

3 Roles and Responsibilities

The following section outlines the roles and responsibilities assigned to state agencies and community partners to ensure ESF 15 activities are performed in an efficient and effective manner to support response and recovery. This document does not relieve tasked agencies from responsibility for emergency planning. Agency plans should adequately provide for the capability to implement the actions identified below.

3.1 Primary Agency

The primary agency for ESF 15 is the Oregon Office of Emergency Management (OEM), which has a key role in coordinating spontaneous volunteers and unsolicited donations management activities in support of response and recovery operations. Key ESF 15 responsibilities for OEM include:

- Coordinate regular review and update of the ESF 15 annex with support and adjunct agencies.
- Facilitate collaborative planning to ensure state capability to support ESF 15 activities.
- Provide a representative to the State ECC, when requested, to support ESF 15 activities.
- Serve as leader of the Volunteers and Donations Coordination Team (VDCT).

ESF 15. Volunteers and Donations

- Coordinate with ORVOAD and FEMA Region X Voluntary Agency Liaison, advising the potential needs of ESF15 Volunteers and Donations Coordination Team activation and federal guidance.
- Lead the organization and activation of the donations management strategy and corresponding tracking system.
- Lead the organization and activation of the volunteer management strategy and corresponding tracking system.
- Coordinate volunteer and donation management issues with other ESFs through the State ECC and the corresponding federal ESF.
- Work in conjunction with the Public Information Officers, ORVOAD representative, and FEMA Voluntary Agency Liaison in areas involving public messaging-related issues.
- Facilitate transition to recovery.

State government will function in a support role to the county or local government and the voluntary agencies of Oregon. It is OEM's responsibility to ensure a complete and coordinated response from those state agencies able to assist in volunteers and donations management.

3.2 Supporting Agencies

Supporting agencies contribute to the overall accomplishment of the mission of the ESF. Not every support agency will have input to, or responsibility for, the accomplishment of every mission assigned to the ESF.

3.2.1 Oregon Department of Administrative Services

DAS is the central administrative agency for the state and is a key partner in ensuring efficient delivery of state services including donations management. Key ESF 15 responsibilities for DAS include:

- Provide assistance in locating and leasing available and adequate temporary facilities, publicly owned or privately held.

3.2.2 Oregon Department of Consumer and Business Services

DCBS is responsible for ensuring that Oregon's workplaces are safe. Key ESF 15 responsibilities for DCBS include:

- Provide technical assistance for the health and safety of volunteers.

ESF 15. Volunteers and Donations**3.2.3 Oregon Department of Human Services**

DHS is responsible for mass care and mass feeding for the State of Oregon. Key ESF 15 responsibilities include:

- Coordination of community unmet needs identification and matching needs with donated goods and volunteers in support of ESF6 and ESF11 activities

3.2.4 Oregon Department of Transportation

ODOT is responsible for maintenance of the state's transportation system. Key ESF 15 responsibilities for ODOT include:

- Support movement of donated goods and materials into the state.
- Help manage the movement of spontaneous volunteers in the disaster impacted areas.
- Assist in transportation of donated goods and materials to distribution centers.

3.2.5 Oregon Volunteers (Oregon Commission for Voluntary Action and Service)

Oregon Volunteers, the Commission for Voluntary Action & Service is a statewide entity with a mission to focus service and volunteer efforts, to enhance the ethic of service and volunteerism in the state and provide funds for state-based AmeriCorps programs. Key ESF 15 responsibilities for Oregon Volunteers include:

- Match volunteers with unmet needs in coordination with ORVOAD.

3.3 Adjunct Agencies

Adjunct agencies are organizations that are not part of state government, but have a direct role in the function.

3.3.1 Oregon Voluntary Organizations Active in Disasters (ORVOAD)

In the event of a disaster, when the State ECC is activated, ORVOAD will be assigned a position in the State ECC. Key ESF 15 responsibilities for ORVOAD include:

- Provide a representative to staff ESF 15 at the State ECC.
- Staff the Volunteer and Donations Coordination Team (VDCT) in support of OEM.
- Maintain a list of ORVOAD members indicating their areas of service and the names of up to three contacts for each agency.

ESF 15. Volunteers and Donations

- Match needs, unsolicited goods and services (volunteers), and the ORVOAD member agencies and other nonprofit agencies that deal in those particular goods and services; contact their representative and make arrangements in coordination with Oregon Volunteers.
- Coordinate with local volunteer, community, and faith-based organizations to manage and operate distribution centers.
- Coordinate registration of local relief organizations established to assist persons affected by disasters for the purpose of coordinating efforts and avoiding duplication.
- Provide updates to ORVOAD membership on a regular basis.

See Appendix C for a matrix of ORVOAD capabilities.

3.3.2 Adventist Community Services

Adventist Community Services (ACS) may be called upon to provide donations management expertise. Key ESF 15 responsibilities for ACS include:

- Provide teams, as available, to manage multi-agency warehouses, distribution centers, and/or collection centers for in-kind, unsolicited donated goods as requested by OEM.
- Serve on the State Volunteer and Donations Coordination Team (VDCT) to assist in matching the needs for goods with donation offers and vetted voluntary organizations active in disasters.

3.3.3 211info

211info may be called upon to operate phone banks for the state's volunteer and donations management system and will process all offers of goods for disaster relief. Key ESF 15 responsibilities for 211info include:

- Establish phone bank operations at the request of the State ECC or Volunteer and Donations Management Team.
- Refer people who are attempting to volunteer or donate to the appropriate organizations.

4 Concept of Operations**4.1 Activation**

When an incident requires significant coordination of volunteers and donations, OEM will activate ESF 15. OEM will coordinate with supporting agencies to assess and report current capabilities to the ECC; these supporting agencies will activate Agency Operations Centers as appropriate. Supporting and adjunct

agencies may be requested to send a representative to staff the ECC and facilitate ESF 15 activities.

To facilitate a coordinated operation between the state and adjunct agencies, Memorandums of Understanding (MOUs) will be developed. The MOUs will be further detail the relationship between the state and adjunct agencies.

4.2 ECC Operations

When ESF 15 is staffed in the ECC, the ESF representative will be responsible for the following:

- Coordinate establishment of a Volunteer and Donations Management Team, as needed.
- Monitor OpsCenter for ESF 15 specific mission assignments.
- As the ESF Lead, assign ESF 15 mission assignments to partner agencies as appropriate.
- Serve as the primary link between the State ECC and voluntary organizations that do disaster work.
- Provide status updates in OpsCenter on assigned missions.
- Evaluate the ECC staffing needs and strive to provide 24-hour staffing for ESF 15 functions.
- Provide ESF 15 specific information during operational briefings.
- Provide ESF 15 specific information to the State ECC Situation Reports.
- Coordinate with Oregon ESF 6, 8, 11, and 17 partner agency representatives.
- Provide proactive public information about volunteering and donating responsibly during disasters to ESF 14 for dissemination.
- Coordinate with ORVOAD, National VOAD, and their member organizations.
- Coordinate with federal ESF 6 partners as needed.
- Work with the National Donations Management Network (NDMN) to request, transport, and manage donated goods coming into Oregon from other states and countries.

4.3 Transition to Recovery

Intermediate- and long-term recovery activities are guided by the State of Oregon Recovery Plan. In the event of a large-scale or catastrophic incident, the Governor may appoint a State Disaster Recovery Coordinator (SDRC) to facilitate state recovery activities and the longer-term aspects of volunteer and donations management coordination. The SDRC and the State Coordinating Officer (SCO) are responsible for agreeing on the timing of transition from response to recovery.

See the State of Oregon Recovery Plan for additional information.

5 ESF Development and Maintenance

OEM will be responsible for coordinating regular review and maintenance of this ESF Annex. Each primary, supporting, and adjunct agency will be responsible for developing plans and procedures that address assigned tasks.

6 Appendices

- Appendix A – ESF 15 Work Plan
- Appendix B – ESF 15 Resources
- Appendix C – ORVOAD Capabilities Matrix

Appendix A ESF 15 Work Plan

Action	Responsible Department	Point of Contact	Priority	Timeline	Status
Conduct a series of planning meetings to update ESF 15.	OEM	Joseph Murray and Karen Parmelee	High	2016	First meeting called

Appendix B ESF 15 Resources

State

- TBD

Federal

- National Response Framework
 - Volunteers and Donations Management Support Annex

Appendix C ORVOAD Capabilities Matrix



ESF 16 – Law Enforcement

Last Updated: 12/1/2014

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ESF 16 Tasked Agencies	
Primary Agency	Oregon State Police (OSP)
Supporting Agencies	Department of Justice (DOJ) Department of Administrative Services (DAS) Department of Corrections (DOC) Oregon Judicial Department (OJD) Oregon Military Department (OMD)
Adjunct Agency	All Law Enforcement Agencies

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 16 describes how the State of Oregon will coordinate plans, procedures, and resources to support law enforcement activities during a major disaster or incident.

1.2 Scope

Activities encompassed within the scope of ESF 16 include:

- Establishing procedures for the use of the Oregon National Guard in public safety and security missions requested by local law enforcement agencies.
- Coordinating pre-incident management planning and actions to assist in the prevention or mitigation of threats and hazards. This includes the development of operational and tactical public safety and security plans, the conducting of technical security and/or vulnerability assessments, and deployment of state public safety and security resources in response to specific threats for potential incidents.
- Providing technical assistance related to security planning efforts and conducting technical assessments (e.g. vulnerability assessments, risk analyses, etc.).
- Providing access control/site security to support local efforts to control access to the incident site, critical facilities and/or critical infrastructure.
- Securing the Strategic National Stockpile during deployments to the State of Oregon.
- Providing specialized security resources to include specialized security assets such as traffic barriers; chemical, biological, radiological, nuclear, and high yield explosive detection devices; canine units; law enforcement personal protective equipment; etc.

1.3 Related Functions

ESF 16 often works closely with other State ESFs as a part of coordinated response and recovery activities. The following ESFs support law enforcement related to activities:

- **ESF 1 – Transportation.** Support clearance of emergency transportation routes.
- **ESF 3 – Public Works.** Support crowd and traffic control operations.
- **ESF 13 – Military Support.** Augment civilian law enforcement operations as needed.

2 Situation and Assumptions

2.1 Situation

Oregon is faced with a number of hazards that may require law enforcement support. Considerations that should be taken into account when planning for and implementing ESF 16 activities include:

- Significant disasters and emergency situations have the ability to damage infrastructure and lifelines that can overwhelm local abilities to meet basic human needs and enforce law and order.
- Law enforcement may be faced with the tremendous challenge in meeting the increased need for public assistance and aid and maintaining community security. This is often exacerbated by the presence of personnel unfamiliar to the area and local customs.
- Emergency situations may lead to increased 911 call volume, injuries and fatalities of civilians, rescue requests, looting, and violent crime.
- Local law enforcement professionals may be preoccupied with securing their own family's situation and unable to fulfil their required functions during an event. This can also lead to increased mental fatigue and stress which can have volatile consequences.

2.2 Assumptions

ESF 16 is based on the following planning assumptions:

- General law enforcement problems are compounded by disaster-related community disruption, restriction of movement, impacted communications and facilities, and a shortage of law-enforcement resources.

ESF 16. Law Enforcement

- The capabilities of local law enforcement agencies may be quickly exceeded. Supplemental assistance should be requested through local and State emergency management and mutual aid agreements.
- The availability of resources will have a profound effect on agencies' abilities to perform tasked activities.

3 Roles and Responsibilities

The following section outlines the roles and responsibilities assigned to state agencies and community partners to ensure ESF 16 activities are performed in an efficient and effective manner to support response and recovery. This document does not relieve tasked agencies with the responsibility for emergency planning and agency plans should adequately provide for the capability to implement the actions identified below.

3.1 Primary Agency

The primary agencies for ESF 16 are the Department of Justice (DoJ) and Oregon State Police (OSP). The DoJ and OSP are responsible for the following overarching coordination activities:

- Coordinate regular review and update of the ESF 16 annex with supporting agencies.
- Facilitate collaborative planning to ensure state capability to support ESF 16 activities.
- Provide a representative to the State ECC, when requested, to support ESF 16 activities.
- Facilitate transition to recovery.

3.1.1 Department of Justice

DoJ is responsible for general counsel and supervision of all civil actions and legal proceedings in which the state is a party or has an interest. The DoJ, through the Attorney General, also has full charge and control of all the state's legal business that requires the services of an attorney or legal counsel. Key ESF 16 responsibilities for the DoJ include:

- Facilitate Fusion Center
- Develop and maintain a liaison between local, state and federal law enforcement agencies in Oregon, assisting them in the investigation and suppression of organized criminal activity and encouraging cooperation among those agencies.
- Establish a coordinated system of collecting, storing and disseminating information relating to organized crime.

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- Conduct comprehensive factual studies of organized criminal activity in Oregon, outlining existing state and local policies and procedures with respect to organized crime and formulating and proposing such changes in those policies and procedures as the Department may deem appropriate.
- The Crime Victims Services Division of the DOJ hosts a statewide team of multidisciplinary trained crisis responders to assist in the aftermath of a disaster. The Crisis Response Team (CRT) has the capacity to mobilize on a county or state level to help groups of affected people to cope with immediate crisis reactions and plan for ongoing support in the aftermath of an incident of criminal mass trauma. The Division is also responsible for assisting victims in accessing emergency Crime Victims' Compensation and ensuring that victims' rights notification takes place and that victims' rights are honored. The Division works in collaboration local Victim Assistance and non-profit victim service programs, the FBI Victim Assistance, the Red Cross, DHS Behavioral Health staff and the National Organization for Victims' Assistance (NOVA).

3.1.2 Oregon State Police

OSP is Oregon's primary law enforcement agency and is tasked with protecting the people, property, and natural resources of the state. Key ESF 16 responsibilities for OSP include:

- Develop and maintain a liaison between local, state and federal law enforcement agencies in Oregon, assisting them in the investigation and suppression of organized criminal activity and encouraging cooperation among those agencies.
- Act as an initial incident command agency until the local incident command agency is on-scene, or if no local agency is available.
- Provide limited damage assessment as their duties permit.
- Provide for the protection of life and property, traffic control, crowd control, communications, emergency first aid, site security, and security for vital state facilities and critical infrastructure. Generally, law enforcement within the disaster/emergency area remains the responsibility of local authorities along established jurisdictional boundaries, unless state assistance is requested or required by statute.
- Personnel assigned to the Counter Terrorism Section (CTS) participate in active investigations of international and domestic terrorism, coordination of similar federal and local investigations, involvement in domestic preparedness issues and intelligence matters.

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- Oregon Emergency Response System (OERS): OERS is the primary point of contact by which any public agency provides the state notification of an emergency or disaster, or requests access to state or federal resources. OERS provides a 24-hour service.
- Criminal Justice Information System (CJIS)/ Law Enforcement Data System (LEDS) is the focal point and “control agency” for access by law enforcement and criminal justice agencies in Oregon to the online information in the Federal Bureau of Investigations (FBI) National Crime Information Center (NCIC), the interstate law enforcement message switching network, and the National Law Enforcement Telecommunications System (NLETS), which is operated by a consortium of states. Since CJIS/LEDS computer terminals are located statewide in all law enforcement agencies and most public safety agencies, the system is used to relay critical public safety information both day-to-day and during disasters.
- Medical Examiner Division is the lead agency in the implementation of the Mass Fatalities Incident Annex to this plan. Activation of this annex may occur as the result of a natural disaster, terrorist action, human error, structural failure, epidemic, mass suicide or other occurrence resulting in a number of deaths which overwhelms the local medical examiner’s resources. The goal of this annex is to provide for identification of the deceased, documentation of the cause and manner of death, safeguarding the property of the deceased and to return the property of the deceased and their remains to the next-of-kin.
- OSP operates two Regional Dispatch Centers (RDC). RDC locations are: Salem (northern) and Medford (southern). OSP maintains a presence in the State ECC when it is activated.

3.2 Support Agencies

Supporting agencies contribute to the overall accomplishment of the mission of the ESF. Not every support agency will have input to, or responsibility for, the accomplishment of every mission assigned to the ESF.

3.2.1 Department of Administrative Services

DAS is the central administrative agency for the state and is a key partner in ensuring efficient delivery of state services. Key ESF 16 responsibilities for DAS include:

- Provide logistics management and resource support in coordination with ESF 7.
- Provide support by locating, purchasing and coordinating delivery of resources necessary during or after an incident in the state of Oregon which requires a coordinated State response.

3.2.2 Department of Corrections

ODC is responsible for the state's correctional institutions including care and feeding of the prison population. Key ESF 16 responsibilities for ODC include:

- Currently uniformed DOC staff can act as peace officers in the State of Oregon only in response to an inmate escape.
- Limited portions of DOC staff are trained in the following functions:
 - Crisis negotiations
 - Critical incident stress
 - Hostage rescue
 - Inmate/high risk transport
 - Riot suppression
- Provide safe, secure institutions for the State of Oregon

3.2.3 Department of Fish and Wildlife

ODFW is responsible for protecting the state's fish and wildlife and their habitats. Key ESF 16 responsibilities for ODFW include:

- Develop and maintain a liaison between local, state and federal law enforcement agencies in Oregon, assisting them in the investigation and suppression of organized criminal activity and encouraging cooperation among those agencies.

3.2.4 Oregon Military Department

OMD's purpose is to administer, house, equip and train the Oregon National Guard to support the Governor during unrest or natural disaster. Key ESF 16 responsibilities for OMD include:

- Provide law enforcement support when activated by civil authorities.

3.2.5 Oregon Department of Transportation

ODOT is responsible for maintenance of the state's transportation system. Key ESF 16 responsibilities for ODOT include:

- Provide driver and vehicle record information to LEDS.
- Provide traffic control to support law enforcement activities.
- Coordinate security activities with law enforcement for state owned transportation infrastructure.

3.3 Adjunct Agency

Adjunct agencies are organizations that may not be part of state government but have direct role in the function.

No adjunct agencies have been identified for ESF 16 at this time.

4 Concept of Operations

4.1 General

The State of Oregon Emergency Operations Plan, including ESF 16, 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 (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; ORS 401.052). OEM, in turn, has assigned responsibility for coordination of the implementation of ESF 16 to the primary and supporting agencies identified above.

Additionally, Executive Order (EO)-14-XX establishes a Disaster Management Framework to facilitate Oregon's response and recovery actions and provides a flexible instrument for execution of prudent policy and decision-making. The EO establishes the Governor's Disaster Cabinet and Economic Recovery Councils that will serve as the policy making body during a large scale or catastrophic disaster in Oregon.

All ESF 16 activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

4.2 Activation

When a disaster occurs that results in a Governor's declaration, the OEM Executive Duty Officer will activate the State ECC and establish communications with leadership and ascertain initial size up to determine an ECC staffing plan and set up operational periods. If the incident requires significant coordination of communications activities, a notification will be made to the DoJ and OSP requesting activation of ESF 16. DoJ and OSP will coordinate with supporting agencies to assess and report current capabilities to the ECC and will activate Agency Operations Centers as appropriate. DoJ and OSP and supporting agencies may be requested to send a representative to staff the ECC and facilitate ESF 16 activities.

4.3 ECC Operations

When ESF 16 is staffed in the ECC, the ESF representative will be responsible for the following:

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- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to health and medical care needs.
- Share situation status updates related to communications with ESF 5, Information and Planning, to inform development of the Situation Report.
- Participate in, and provide ESF-specific reports for, ECC briefings including Disaster Cabinet and Economic Recovery briefings.
- Assist in development and communication of ESF 16 actions to tasked agencies.
- Monitor ongoing ESF 16 actions.
- Share ESF 16 information with ESF 14, Public Information, to ensure consistent public messaging.
- Coordinate ESF 16 staffing to ensure the function can be staffed across operational periods.

5 ESF Development and Maintenance

DoJ and OSP will be responsible for coordinating regular review and maintenance of this ESF Annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

6 Appendices

Appendix A – ESF 16 Plans and Resources

Appendix B – ESF 16 Work Plan

Appendix A ESF 16 Work Plan

Last Updated: 12/1/2014

Action	Responsible Department	Point of Contact	Priority	Timeline	Status
Conduct a planning workshop with tasked state agencies to validate the ESF 8 Annex	DoJ/OSP in coordination with assigned supporting agencies	TBD	High	2015	To be completed

Appendix B ESF 16 Resources

State

- State of Oregon Cascadia Subduction Zone Catastrophic Earthquake and Tsunami Operations Plan

Federal

- National Response Framework, ESF 8 – Public Health and Medical Services



ESF 17 – Agriculture and Animal Protection

LAST UPDATED: 4 March 2016

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ESF 17. Agriculture and Animal Protection

ESF 17 Tasked Agencies	
Primary Agency	Oregon Department of Agriculture (ODA)
Supporting Agencies	Oregon Department of Environmental Quality (DEQ) Oregon Department of Fish and Wildlife (ODFW) Oregon Department of Forestry (ODF) Oregon Department of State Lands (DSL) Oregon Health Authority (OHA) Oregon Office of Emergency Management (OEM) Oregon State Police (OSP)
Adjunct Agency	Oregon State University Extension Service Oregon State University College of Veterinary Medicine

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 17 describes how the State of Oregon will coordinate the state's response for animal and agricultural issues and protection of the state's natural resources in case of an emergency or disaster.

1.2 Scope

Activities encompassed within the scope of ESF 17 include:

- Conduct animal and plant disease response and pest surveillance including:
 - Implement state response to an outbreak of a highly contagious or economically devastating animal/zoonotic disease, an outbreak of a highly infective exotic plant disease, or an economically devastating pest infestation
 - Issue and enforce animal disease quarantines
 - Remove and dispose of animal carcasses
 - Release information to the public about quarantine areas and other animal related issues.
- Ensure that animal/veterinary/wildlife issues during a disaster are supported including:
 - Capture/rescue of animals that have escaped confinement or been displaced from their natural habitat
 - Provision of emergency care to injured animals

ESF 17. Agriculture and Animal Protection

- Provision of humane care, handling, and sheltering to animals (including service animals, pets, and livestock)
- Protect the state's natural resources from the impacts of a disaster.

2 Situation and Assumptions

2.1 Situation

Oregon is faced with a number of hazards that may result in impacts to agriculture or the state's natural resources as well as potentially impacting animals. Considerations that should be taken into account when planning for and implementing ESF 17 activities include:

- Numerous plant and animal diseases exist that could impact communities through natural, accidental, or intentional introduction.
- Communities may have significant numbers of animals, ranging from household pets to commercial livestock operations. The vulnerability of these animals in the event of a disaster or emergency can have impacts at both individual and commercial levels, with the potential for long-range effects on the local and state economy.
- An emergency may cause or be caused by the spread of a contagious disease through the food and water supply systems or from animals to people.
- Some animal diseases are very contagious (such as foot and mouth disease) and would be very difficult to identify, isolate, control, and eradicate. In addition, many agents are zoonotic, affecting both animals and people.
- Some plant diseases are highly infectious to other plants and can be very difficult to identify, isolate, control, and eradicate.
- Any displacement or evacuation of people from their homes may cause household pets and livestock to be placed at risk for food, shelter, and care. Local general population shelters are likely inadequately prepared for pets or livestock.

2.2 Assumptions

ESF 17 is based on the following planning assumptions:

- Livestock, wildlife, birds, plants, and crops may be affected by a disease or insect outbreak. Plants and animals may die of such an outbreak or need to be destroyed/depoulated.

ESF 17. Agriculture and Animal Protection

- Agricultural production capability and/or value may become severely limited. Such an event could greatly impact the economic stability and viability of a community or region.
- The time between the reporting of a disease and its identification as an emergency is critical. A highly contagious disease could spread rapidly through a region via markets, product movement, and fomites (people, vehicles, etc.).
- A community's resources would be rapidly depleted if the outbreak involved multiple facilities or large areas.
- Positive and prompt actions by local, state, and (possibly) federal authorities will be required in order to stop a highly contagious disease.
- Some land owners, individuals, or groups may strenuously object to depopulation of animals or destruction of plants. Some people may not consider the threat of the disease spread valid and may take actions counterproductive to control and eradication efforts.
- First responders may not be familiar with the special conditions of an animal or plant health emergency. These include quarantine, bio-security precautions, personal protective equipment, decontamination, etc.
- Volunteers will want to help and can make a significant contribution to the effort.

3 Roles and Responsibilities

The following section outlines the roles and responsibilities assigned to state agencies and community partners to ensure ESF 17 activities are performed in an efficient and effective manner to support response and recovery. This document does not relieve tasked agencies with the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement the actions identified below.

3.1 Primary Agency

The primary agency for ESF 17 is the Oregon Department of Agriculture (ODA). ODA is responsible for the following overarching coordination activities:

- Coordinate regular review and update of the ESF 17 annex with supporting agencies.
- Facilitate collaborative planning to ensure state capability to support ESF 17 activities.

ESF 17. Agriculture and Animal Protection

- Provide a representative to the State ECC, when requested, to support ESF 17 activities.
- Facilitate transition to recovery.

3.1.1 Oregon Department of Agriculture

ODA's missions include protecting the natural resource base for present and future generations of farmers and ranchers, and promoting economic development and expand market opportunities for Oregon agricultural products. ODA includes a number of program areas with ESF 17 responsibilities including:

3.1.1.1 Food Safety and Animal Health Program

- Provide veterinary services to control and eradicate animal diseases, especially those transmissible to humans, livestock, and birds.
- Provide guidance and assistance to local jurisdictions for response to disasters that involve domestic animals.

3.1.1.2 Food Safety Program

- Inspect all facets of the food processing and distribution system, except restaurants, to ensure that food is safe for distribution and consumption. This includes shellfish harvesting, dairy, retail grocers, bakeries, non-alcoholic beverages, custom meat, eggs, warehouses and food manufacturing. Food safety activities are coordinated through ESF 11.
- Coordinate the Oregon Veterinary Emergency Response Team.

3.1.1.3 Internal Service and Consumer Protection Program

- Implement the agency's weights and measures program.
- Provide laboratory services support (testing food, dairy, pesticides, shellfish).

2.1.1.4 Market Access and Certification Program

- Provide laboratory analysis for food and dairy samples, animal diseases, animal feeds, shellfish, fertilizer, water, plant pest and disease, pesticides, and market assurance analysis.
- Provide analyses for the Food Emergency Response Network (FERN).

3.1.1.5 Natural Resources Program

- Conserve, protect, and develop natural resources on public and private lands. Primary program areas include: water quality, confined animal feeding operations, smoke management, land use, and Soil and Water Conservation Districts.

ESF 17. Agriculture and Animal Protection

- Regulate the sale and use of pesticides, provides testing and licensing for all users of restricted-use pesticides.
- Administer fertilizer registration, and investigate incidents of pesticide misuse.
- Manage the Pesticide Analytical and Response Center (PARC), which functions as a clearinghouse for information on alleged and actual health and environmental incidents. ODA investigates these incidents and reports its findings.
- Address water quality, water quantity, and natural resource conservation on agricultural lands.

3.1.1.5 Plant Program

- Work to exclude, detect, and control or eradicate serious insect pests and plant diseases.
- Manage the agency's entomology laboratory.
- Manage the state's noxious weeds program.
- Provide technical assistance related to the impacts of a disaster on threatened and endangered plant species.

3.2 Supporting Agencies

Supporting agencies contribute to the overall accomplishment of the mission of the ESF. Not every support agency will have input to, or responsibility for, the accomplishment of every mission assigned to the ESF.

2.2.1 Oregon Department of Environmental Quality

DEQ is the regulatory agency whose job is to protect the quality of Oregon's environment including restoring the quality of the state's air, land, and water after a disaster. Key ESF 17 responsibilities for DEQ include:

- Administer the state's clean air and clean water programs.
- Provide technical assistance related to environmental permitting for emergency response and recovery activities.
- Assist in the clean-up of hazardous materials, and the disposal of hazardous wastes, that may impact the state's natural resources.

2.2.2 Oregon Department of Fish and Wildlife

ODFW is responsible for protecting the state's fish and wildlife and their habitats. Key ESF 17 responsibilities for ODFW include:

ESF 17. Agriculture and Animal Protection

- Serve as the point of contact for any zoonotic diseases involving wildlife.
- Assist in responding to a highly contagious/zoonotic disease, biohazard event, or other emergency involving wildlife.
- Maintain veterinary support capacity through the State Wildlife Veterinarian.
- Serve as a potential resource of feed for livestock shelter operations.
- Provide technical assistance related to the impacts of a disaster on threatened and endangered animal species.

2.2.3 Oregon Department of Forestry

ODF is responsible for protecting the state's forestlands and conserving forest resources. Key ESF 17 responsibilities for ODF include:

- Manage and provide fire protection for state forestlands.
- Regulate forest management practices and promote forest stewardship after a disaster.
- Assist in detection of harmful forest insect pests and forest tree diseases.

2.2.4 Oregon Department of State Lands

DSL is responsible for management of state-owned grazing and agricultural land as well as off-shore land, estuarine tidelands, and submerged submersible lands of the state's navigable waterway system. Key ESF 17 responsibilities for DSL include:

- Administer the state's removal-fill law to protect state waterways after a disaster.
- Coordinate with ODA regarding those activities relevant to DSL's responsibilities (access, special permits, etc.).
- Provide assistance, as necessary, for events that affect areas of habitat conservation, estuaries, wetlands, and eastern Oregon rangelands.

2.2.5 Oregon Health Authority

OHA is responsible for protecting the public health of all Oregonians and is responsible for the state's public health emergency preparedness programs. Key ESF 17 responsibilities for OHA include:

ESF 17. Agriculture and Animal Protection

- Serve as the lead state agency for all human disease-related emergencies and drinking water emergencies, restaurants and congregate feeding food safety.
- Provide for laboratory and diagnostic support, subject matter expertise and technical assistance to assist in product tracing, inspection and monitoring.
- Assist in surveillance for foodborne disease and occupational safety and health issues.
- Maintain veterinary support capacity through the State Public Health Veterinarian.

2.2.6 Oregon Office of Emergency Management

OEM is statutorily responsible for coordination of the state's emergency management program. It also has a statutory responsibility for coordination of animal sheltering. Key ESF 17 responsibilities for OEM include:

- Provide a liaison, if needed, to assist in coordination of ESF 17 in the State ECC, and at a JFO, if applicable.

2.2.7 Oregon State Police

OSP is Oregon's primary law enforcement agency and is tasked with protecting the people, property, and natural resources of the state. Key ESF 17 responsibilities for OSP include:

- Assist in enforcement of the state's environmental laws.
- Provide fish and game officers.

3.3 Adjunct Agencies

Adjunct agencies are organizations that may not be part of state government but have direct role in the function.

3.3.1 Oregon State University Extension Service

- Provide volunteers to support agriculture and animal protection activities during a disaster.

3.3.2 Oregon State University College of Veterinary Medicine

- Provide animal care and veterinary capabilities through the program's Veterinary Hospital.
- Provide laboratory support through the program's Veterinary Diagnostic Laboratory.
- Support research and development for animal disease.

ESF 17. Agriculture and Animal Protection**4 Concept of Operations****4.1 General**

The State of Oregon Emergency Operations Plan, including ESF 17, 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 (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; ORS 401.052). OEM, in turn, has assigned responsibility for coordination of the implementation of ESF 17 to the primary and supporting agencies identified above.

All ESF 17 activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

4.2 Activation

When a disaster occurs, the OEM Executive Duty Officer may, based on the size and complexity of the situation, activate the State ECC and assume the role of ECC Manager. The ECC Manager will establish communications with leadership and gather situational information to determine an ECC staffing plan and set up operational periods. If the incident requires significant coordination of agriculture or animal protection activities, the ECC Manager may activate ESF 17. ESF 17 will report to the ECC Manager or the Operations Section Chief (Human Services) if activated. Upon ESF activation, notification will be made to the ESF primary agency, ODA. ODA will coordinate with supporting agencies to assess and report current capabilities to the ECC and activate Agency Operations Centers as appropriate. Primary and supporting agencies may be requested to send a representative to staff the ECC and facilitate ESF 17 activities.

4.3 ECC Operations

When ESF 17 is staffed in the ECC, the ESF representative will be responsible for the following:

- Serve as a liaison with supporting agencies and agriculture and animal protection partners.
- Provide a primary entry point for situational information related to agriculture and animal protection.
- Share situation status updates related to agriculture and animal protection with ESF 5, Information and Planning, to inform development of the Situation Report.

ESF 17. Agriculture and Animal Protection

- Participate in, and provide ESF-specific reports for, ECC briefings including Disaster Cabinet and Economic Recovery briefings.
- Assist in development and communication of ESF 17 mission assignments to tasked agencies.
- Monitor ongoing ESF 17 mission assignments.
- Share ESF 17 information with ESF 14, Public Information, to ensure consistent public messaging.
- Coordinate ESF 17 staffing to ensure the function can be staffed across operational periods.

4.4 Related Functions

ESF 17 often works closely with other State ESFs as a part of coordinated response and recovery activities. The following ESFs support agriculture and animal protection-related activities:

- **ESF 3 – Public Works.** Protect the state’s historical structures.
- **ESF 6 – Mass Care.** Coordinate shelter operations for persons with service animals.
- **ESF 8 – Health and Medical.** Assist in zoonotic disease surveillance; regulate food safety at restaurants.
- **ESF 10 – Hazardous Materials.** Coordinate cleanup of hazardous materials incident that impact the state’s natural resources.
- **ESF 11 – Food and Water.** Assess the status of the state’s food supply; coordinate food and water resources for animal shelter operations.
- **ESF 15 – Volunteers and Donations.** Coordinate volunteers and donated goods to support animal shelter operations.
- **ESF 16 – Law Enforcement.** Support enforcement of animal quarantine measures.

4.5 Transition to Recovery

Intermediate- and long-term recovery activities are guided by the State of Oregon Recovery Plan. In the event of a large-scale or catastrophic incident, the Governor may appoint a State Disaster Recovery Coordinator (SDRC) to facilitate state recovery activities and the longer-term aspects of agriculture and animal protection coordination may be tasked to State Recovery Function (SRF) 7, Natural and Cultural Resources. The coordinating agency for SRF 7 is the Oregon Department of Environmental Quality. The SDRC and the State Coordinating

ESF 17. Agriculture and Animal Protection

Officer (SCO) are responsible for agreeing on the timing of transition from response (ESF 17) to recovery (SRF 7).

See the Oregon State Recovery Plan, SRF 7, Natural and Cultural Resources, for additional information.

5 ESF Development and Maintenance

ODA will be responsible for coordinating regular review and maintenance of this ESF Annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

6 Appendices

- Appendix A – ESF 17 Resources

ESF 17. Agriculture and Animal Protection

Appendix A ESF 17 Resources**State**

- State of Oregon Emergency Operations Plan
 - ESF 6 – Mass Care
 - ESF 11 – Food and Water
- State of Oregon Recovery Plan
 - ESF 7 – Natural and Cultural Resources
- Oregon Revised Statutes
 - ORS Chapter 568. Soil and Water Conservation; Water Quality Management
 - ORS Chapter 570. Plant Pest and Disease Control; Invasive Species
 - ORS Chapter 596. Disease Control Generally
 - ORS Chapter 601. Dead Animals
 - ORS Chapter 634. Pesticide Control
 - State of Oregon Animals in Disaster Plan
- ODA Plans and Procedures
 - **Animal Health and Identification Division**
 - Avian Influenza Surveillance and Response Plan (November 2006)
 - Animal Disaster Response Plan (March 2007)
 - Oregon Animal Disease Emergency Management Plan (June 2007)
 - **Food Safety Division**
 - Food Emergency Response Plan (Draft)
 - Food Emergency Response Network (FERN)
 - **Plant Division**
 - Plant Division Emergency Response Plan (August 2006)

ESF 17. Agriculture and Animal Protection

- MOU ODA/USDA – Provide Cooperation to Protect Agricultural, Horticultural, Timber and Natural Plant Resources from Losses Caused by Plant Pests or Noxious Weeds

- **Oregon Department of Agriculture**

- Continuity of Operations Plan (2007 Draft)

Federal

- National Response Framework
 - ESF 11 – Agriculture and Natural Resources
- National Disaster Recovery Framework
 - Natural and Cultural Resources Recovery Support Function



ESF 18 – Business and Industry

LAST UPDATED: 10/31/2014

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ESF 17 Tasked Agencies	
Primary Agencies	Business Oregon
Supporting Agencies	Oregon Department of Consumer and Business Services (DCBS) Oregon Department of Land Conservation and Development (DLCD) Oregon Office of Emergency Management (OEM) Oregon Employment Department (OED) Travel Oregon (Oregon Tourism Commission) Oregon Secretary of State (SecState)
Adjunct Agencies	[TBD]

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 18 describes how the state will partner with business and industry to coordinate actions that will provide immediate and short-term assistance for the needs of business, industry, and economic stabilization. ESF 18 will also identify business and industry resources to support emergency response and recovery activities.

1.2 Scope

Activities encompassed within the scope of ESF 18 include:

- Coordinate with business and industry partners to facilitate private sector support to response and recovery operations.
- Identify immediate and short-term recovery assistance to business and industry partners.
- Facilitate communication between business and industry partners and the local, tribal, and state emergency management organizations.
- Provide economic damage assessments for impacted areas.

ESF 18 does not address efforts to support business and industry partners in continuity planning efforts which is addressed through ongoing preparedness activities. ESF 18 also does not address protection/prevention activities for critical infrastructure and key resources (CIKR). These are addressed in the CIKR support annex to the State Emergency Operations Plan. Coordination with community- and faith-based organizations is addressed in ESF 6 – Mass Care, and ESF 15 – Volunteers and Donations.

ESF 18. Business and Industry**1.3 Related Functions**

ESF 18 often works closely with other state ESFs as a part of coordinated response and recovery activities. Other ESFs may have function-specific business and industry partners and the responsibility for coordination lies with that ESF. The following ESFs support business and industry related activities:

- **ESF 2 – Communications.** Coordinate with private sector telecommunications providers.
- **ESF 3 – Public Works.** Coordinate with private sector infrastructure partners.
- **ESF 8 – Health and Medical.** Coordinate with private sector healthcare providers.
- **ESF 10 – Hazardous Materials.** Coordinate with private sector partners that handle, store, or transport hazardous materials.
- **ESF 11 – Food and Water.** Coordinate with private sector partners that may provide food and water resources.
- **ESF 12 – Energy.** Coordinate with private sector energy utilities.
- **ESF 17 – Agriculture and Animal Protection.** Coordinate with agriculture industry partners.

2 Situation and Assumptions**2.1 Situation**

Oregon is faced with a number of hazards that may impact business and industry or require coordination with business and industry partners to support response and recovery actions. Considerations that should be taken into account when planning for and implementing ESF 18 activities include:

- Extensive private property damage may occur following a major disaster or emergency event with effects on residential and commercial property that overwhelms local capabilities to assess damages and restore economic activity.
- Resources and equipment may be damaged or unavailable via standard public channels. Private industry may be able to provide these items and fill in resource gaps.
- Fast response teams from business and industry partners may be able to be mobilized and get to emergency situations quickly to provide additional support and resources.

2.2 Assumptions

ESF 18 is based on the following planning assumptions:

- Private sector entities are responsible for the repair, restoration, and security of their property, and often seek to rebuild before seeking reimbursement for disaster losses from insurance and other sources.
- Federal disaster assistance may be available, primarily in the form of low-interest disaster loans from the U.S. Small Business Administration.
- Impacted businesses and commercial property will likely utilize government assistance to remove debris and assess damage.
- Private sector entities will be better able to prepare for disasters and emergencies through open lines of communication with the government and by training personnel in emergency preparedness and response.
- Private sector involvement with local, tribal, and state emergency management organizations will be determined by the nature, scope, and magnitude of the disaster.

3 Roles and Responsibilities

The following section outlines the roles and responsibilities assigned to state agencies and community partners to ensure ESF 18 activities are performed in an efficient and effective manner to support response and recovery. This document does not relieve tasked agencies with the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement the actions identified below.

3.1 Primary Agencies

The primary agency for ESF 18 is Business Oregon. Business Oregon is responsible for the following overarching coordination activities:

- Coordinate regular review and update of the ESF 18 annex with supporting agencies.
- Facilitate collaborative planning to ensure state capability to support ESF 18 activities.
- Provide a representative to the State ECC, when requested, to support ESF 18 activities.
- Facilitate transition to recovery.

ESF 18. Business and Industry**3.1.1 Business Oregon**

Business Oregon is the state's economic development agency. Key ESF 18 responsibilities for Business Oregon include:

- Facilitate a community-driven approach to economic recovery through the Regional Solutions program.
- Coordinate with local economic development and business support partners to maximize input on damage assessment, need identification, and resource delivery.
- Coordinate business impact and damage assessment.
- Coordinate resources for small business recovery assistance.
- Identify and help coordinate assignment of volunteer staff from economic development partners to affected organizations.
- Assist local economic development organizations or major employers needing immediate assistance for displaced workers, and assist in identification of short- and long-term employment needs.

3.2 Supporting Agencies

Supporting agencies contribute to the overall accomplishment of the mission of the ESF. Not every support agency will have input to, or responsibility for, the accomplishment of every mission assigned to the ESF.

3.2.1 Oregon Department of Consumer and Business Services

DCBS is responsible for ensuring that Oregon's workplaces are safe. Key ESF 18 responsibilities for DCBS include:

- Enforce the state's building code and facilitate reopening of Oregon businesses by expediting certification of buildings as fit for use through the Building Codes Division.
- Certify building officials and inspectors.
- Provide technical assistance for workplace health and safety after a disaster through the Oregon Occupational Safety and Health Administration.

3.2.2 Oregon Department of Land Conservation and Development

DLCD is tasked with administration of the state's land use planning program and is responsible for ensuring that all cities and counties have adopted comprehensive plans that meet the state's planning goals. Key ESF 18 responsibilities for DLCD include:

ESF 18. Business and Industry

- Provide technical assistance to local and private sector partners regarding facilitation of economic recovery activities that require permits or waivers of state land use requirements
- Assist local and tribal partners in economic development activities.

3.2.3 Oregon Office of Emergency Management

OEM is statutorily responsible for coordination of the state's emergency management program. It has a key role in establishing public/private sector partnerships to support economic recovery and private sector support of response and recovery operations. Key ESF 18 responsibilities for OEM include:

- Monitor the operational status of business and industry partners and facilitate coordination and sharing of situational awareness with and among public and private sector partners.
- Coordinate with business and industry partners to ensure that all are informed regarding activities pertaining to their areas of responsibility.
- Assist or facilitate business and industry partners in the restoration of facilities, working under existing authorities, in coordination with private-sector organizations and consortia that are organized for these purposes.
- Assist and facilitate business and industry relationships with the federal government as they implement recovery plans and return to normal operations.
- Provide a liaison, if needed, to assist in coordination of ESF 18 in the State ECC, and at a JFO, if applicable.

3.2.4 Oregon Employment Department

OED is responsible for supporting economic stability during times of unemployment and serving businesses through workforce development and provision of workforce and economic information. Key ESF 18 responsibilities for OED include:

- Facilitate support and disaster unemployment insurance for workers whose jobs are impacted by a disaster.
- Provide technical assistance to business and industry partners regarding workforce development after a disaster.

3.2.5 Travel Oregon (Oregon Tourism Commission)

Travel Oregon is tasked with supporting Oregon's tourism industry which is one of the state's largest employers and economic drivers. Key ESF 18 responsibilities for Travel Oregon include:

ESF 18. Business and Industry

- Collect economic impact data for Oregon’s tourism industry after a disaster.
- Liaise with tourism industry stakeholders.

3.2.6 Oregon Secretary of State

The SOS Corporation Division is responsible for providing a one stop shop for Oregon businesses to register and start operations. Key ESF 18 responsibilities for the SOS include:

- Maintain a statewide database of registered businesses.
- Provide technical assistance to support small businesses during response and recovery.
- Ensure adequate security measures are implemented to protect the state against cyber-attacks.

3.3 Business and Industry Partners

Business and industry partners support the state’s response and recovery operations either through voluntary actions to help ensure business continuity or by complying with applicable laws and regulations. Business and industry partners can support ESF 18 through the following activities:

- Establish an emergency management organization to facilitate interaction, communication, and coordination with local, tribal, and state partners.
- Provide goods and services through contractual arrangements or government purchases, or and where appropriate, mutual support agreements with impacted communities.
- Develop, validate, exercise, and implement security and business continuity plans to ensure their capability to deliver goods and services. Plans should include procedures to:
 - Determine the impact of an incident on the business involved, as well as to forecast cascading effects of interdependencies between sectors.
 - Facilitate a shared situational awareness with local, tribal, and state emergency management organizations.
 - Coordinate and set priorities for incident management support and response, and the rationing or prioritizing of the delivery of goods and services after an incident.

ESF 18. Business and Industry

- Inform state decision-makers to help determine appropriate recovery and reconstitution measures, particularly in cases where they may result in indemnity, liability, or business losses for the private sector.
 - Support local, tribal, and state partners to obtain goods and services necessary for the restoration and recovery of impacted business and industry on a priority basis.
- Conduct assessments of, and develop contingency plans for, supply chain disruption.
 - Coordinate plans for security and continuity/contingency programs with local, tribal, and state partners.

4 Concept of Operations

4.1 General

The State of Oregon Emergency Operations Plan, including ESF 18, 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 (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; ORS 401.052). OEM, in turn, has assigned responsibility for coordination of the implementation of ESF 18 to the primary and supporting agencies identified above.

Additionally, Executive Order (EO)-14-XX establishes a Disaster Management Framework to facilitate Oregon's response and recovery actions and provides a flexible instrument for execution of prudent policy and decision-making. The EO establishes the Governor's Disaster Cabinet and Economic Recovery Councils that will serve as the policy making body during a large scale or catastrophic disaster in Oregon.

All ESF 18 activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

4.2 Activation

When a disaster occurs that results in a Governor's declaration, the OEM Duty Officer will activate the State ECC and establish communications with leadership and ascertain initial size up to determine an ECC staffing plan and set up operational periods. If the incident requires significant coordination with business and industry partners, a notification will be made to Business Oregon requesting activation of ESF 18. Business Oregon will coordinate with supporting agencies to assess and report current capabilities to the ECC and will activate Agency

ESF 18. Business and Industry

Operations Centers as appropriate. Business Oregon and supporting agencies may be requested to send a representative to staff the ECC and facilitate ESF 18 activities.

4.3 ECC Operations

When ESF 18 is staffed in the ECC, the ESF representative will be responsible for the following:

- Serve as a liaison with supporting agencies and business and industry partners.
- Provide a primary entry point for situational information related to business and industry.
- Share situation status updates related to business and industry with ESF 5, Information and Planning, to inform development of the Situation Report.
- Participate in, and provide ESF-specific reports for, ECC briefings including Disaster Cabinet and Economic Recovery briefings.
- Assist in development and communication of ESF 18 mission assignments to tasked agencies.
- Monitor ongoing ESF 18 mission assignments.
- Share ESF 18 information with ESF 14, Public Information, to ensure consistent public messaging.
- Coordinate ESF 18 staffing to ensure the function can be staffed across operational periods.

4.4 Transition to Recovery

Intermediate- and long-term recovery activities are guided by the State of Oregon Recovery Plan. In the event of a large-scale or catastrophic incident, the Governor may appoint a State Disaster Recovery Coordinator (SDRC) to facilitate state recovery activities and the longer-term aspects of business and industry coordination may be tasked to State Recovery Function (SRF) 2, Economic Recovery. The coordinating agency for SRF 2 is Business Oregon. The SDRC and the State Coordinating Officer (SCO) are responsible for agreeing on the timing of transition from response (ESF 18) to recovery (SRF 2).

See the Oregon State Recovery Plan, SRF 2, Economic Recovery, for additional information.

5 ESF Development and Maintenance

Business Oregon will be responsible for coordinating regular review and maintenance of this ESF Annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

- Inform and orient the business and industry partners on the contents of the State Emergency Operations Plan and ESF 18, and encourage development and coordination of equivalent private-sector planning.

6 Appendices

- Appendix A – ESF 18 Work Plan
- Appendix B – ESF 18 Resources

Appendix A ESF 18 Work Plan

Last Updated: 10/31/2014

Action	Responsible Department	Point of Contact	Priority	Timeline	Status
Conduct a planning workshop with tasked state agencies to validate the ESF 18 Annex	Business Oregon in coordination with assigned supporting agencies	TBD	High	2015	To be completed

Appendix B ESF 18 Resources

State of Oregon

- State of Oregon Emergency Operations Plan
 - Critical Infrastructure and Key Resources Support Annex
- State of Oregon Recovery Plan
 - SRF 2 – Economic Recovery
- Office of the Governor, Executive Order No. 11-12, Establishing the Oregon Solutions Network and Connecting the Work of the Regional Solutions Centers, Oregon Solutions and the Oregon Consensus Program

Federal

- National Response Framework
 - Private-Sector Coordination Annex
 - Critical Infrastructure and Key Resources Support Annex
- National Disaster Recovery Framework
 - Economic Recovery Support Function
- National Business Emergency Operations Center Fact Sheet
- Federal Emergency Management Agency, Small Business Toolkit

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IA 0 – Oregon Hazard Identification and Risk Assessment

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IA 0. Oregon Hazard Identification and Risk Assessment

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IA 0. Oregon Hazard Identification and Risk Assessment**1 Introduction**

A hazard, whether natural or technological, is an extreme event that adversely impacts human life, property, or activity. No human settlements are free from the risk of hazards; therefore, it is vital that researchers and decision makers have access to all available hazard information. Information needs are especially acute as we contemplate rising tolls from hazards worldwide.

During the last 25 years, the U.S. has experienced many of the costliest and most disruptive crises in its history, including the Three Mile Island nuclear plant accident, the Mount St. Helens eruption, Hurricanes Hugo and Andrew, major flooding in the Midwest, and the Loma Prieta and Northridge earthquakes. The pattern has been much the same worldwide, with events such as Bhopal, Chernobyl, and the Mexico City and Kobe earthquakes.

This same period has seen significant changes in emergency management policies and programs and the introduction of new technologies and crisis management strategies. Among these are the creation of the Federal Emergency Management Agency (FEMA), the development of the Federal Response framework, the passage of new legislation such as Title III of the Superfund Amendments and Reauthorization Act of 1986, the growing professionalization of the field of emergency management, and the advent of the computer revolution.

Research on emergency preparedness and response has typically been both event and problem driven. Major emergencies and disasters also present good research opportunities; knowledge increases as activities, impacts, and issues are studied across different disasters and different communities. The last two and a half decades have been marked by exponential growth in the amount of empirical data available, increased methodological sophistication, and important conceptual and theoretical advances.

Regardless of their scale, recent disasters have focused the attention of government officials and citizens alike on the economic, human and environmental costs. With each new event, it becomes more apparent that a unified, concerted approach to lessening, if not eliminating, the risk is needed.

In response to the increasing threat of both the natural and the technological hazards, the challenge to the community is to halt or reverse the trend of rising impacts. Experience suggests that enough knowledge already exists, if properly applied, to substantially reduce both human and property losses from disasters. An important first step in this process is identifying natural and technological hazards and assessing associated risks.

OHS (Oregon Hazard Summary) is intended to answer some of the issues communities in Oregon are interested in, regarding the threats they are facing and what mitigation tools are available. This report summarizes the state of scientific and technical knowledge on identification of hazards and the risks that have been or can be assigned to each hazard. OHS cannot, however, solve the puzzle for the

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local communities. It rests with each neighborhood and each local community in Oregon to identify their potential hazards, determine their vulnerability to those hazards, and take proper preparedness and mitigation actions. OHS is meant to serve as a helpful guide and support for the local communities in understanding of hazards and their impacts on people and the built environment, in conducting their hazard analysis and adopting proper risk strategies.

Oregon Emergency Management intends to update this report as identification, assessment, and mitigation approaches are refined. Depending on the perspective, priorities, and experience, of each local community, the information contained in OHS will have varying applicability to their efforts. We urge the local communities to utilize the information that is relevant to them and to use OHS as an evolving tool in their disaster mitigation efforts.

2 History

Oregon has an area of 97,060 square miles and consists of 36 counties with 242 cities.

The State of Oregon is exposed to three categories of hazards, natural, terrorism and technological (man-made). These hazards generate a spectrum of potential emergencies or disasters that pose risks to the lives and properties of citizens and visitors.

Listed below are the major hazardous events recorded in Oregon since the early 1800's:

Date	Event
1846	Flood swept away Syracuse (Marion County).
1853 Jan. 1	Willamette Valley Flood – heavy rain and snow.
1855 Dec. 29	New statehouse archives library of territory destroyed by fire.
1855 Dec. 31	First Capitol destroyed by fire.
1861 Dec.	Massive flooding throughout Oregon.
1868 Oct. 26	Forest fire covered in and around Port Orford area.
1868 Aug. 13	Great earthquake in South America felt on coast of Benton County in form of a tidal wave at Yaquina Bay.
1872 Nov. 14	Earthquake in Pacific Northwest (M 7.4)
1872 Dec. 22	Fire in Portland destroyed 3 blocks, 5 brick and 15 wooden buildings.
1873 Aug. 2	Fire in Portland destroyed 22 block area of Portland Business District.
1873 Nov. 22	Earthquake in Portland Orford (M 6.7)
1877 Oct. 12	Earthquake in Portland (M 5.2)
1881 Nov. 5	Severe windstorm in Union, considerable damage.
1891 May 25	Arlington hit by cyclone.
1892	Monastery and college destroyed by fire.

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Date	Event
1894 Jun.	“1894 Flood” occurred in June at Bonneville, downtown flooded (2 weeks).
1894 Dec. 24	Silver Lake fire, 43 lives lost.
1898	Frame courthouse in Polk County destroyed by fire.
1903 Jun. 14	Heppner flood, 250 people killed or drowned.
1907 Feb. 11	Arlington experienced bad flooding.
1910 May 15	Bonanza business district fire.
1912 Feb. 12	Fire in Redmond destroyed newspaper plant, the Redmond Spokesman.
1913 Aug. 18	Bonanza business district, second big fire.
1914 Jun. 11	Fire destroyed much of Bandon District.
1914	Fire destroyed post office building in Bonanza.
1920 Jul. 6	Fire destroyed Pioneer Garage, Central, OR. Motors, Band Stand, and Moose Lodge.
1920 Sep. 1	Houston hotel fire in Klamath.
1922 Jun. 1	Fire destroyed Prineville schoolhouse and major sections of downtown.
1922 Dec. 8	Fire destroyed business district of Astoria.
1923	Grand hotel fire in Arlington destroyed city hall, fire station and numerous businesses.
1927	Fire destroyed college and abbey at Mount Angel.
1927	Arlington hit by flash flood.
1930 May 30	Bonanza fire destroyed bank, post office, restaurant, grocery and blacksmith.
1933 Feb. 10	Lowest record temperature, -54 ° F in Seneca.
1933 Jun. 12	Willamette River rose to 24.9 ft.
1933 Aug. 14	Tillamook Burn destroyed 240,000 acres of timber.
1935 Apr. 25	Second state capitol destroyed by fire.
1936 Jul. 16	Earthquake in Milton Freewater (M 6.1).
1936 Sep. 26	Forest fire nearly destroyed Bandon, 11 deaths, 1500 homeless.
1938 Aug. 10	Highest Record Temperature, 119 ° F in Pendleton.
1942	First Civil Defense Program established in the City of Portland.
1948 May 30	Flood destroyed Vanport, 14 deaths, 5500 homeless.
1949 Apr. 13	Earthquake, Northern Oregon.
1954	Fire destroyed brick courthouse in Condon.
1959 Aug. 7	Dynamite truck exploded in Roseburg, 12 deaths, 35 blocks destroyed.
1962 Oct. 12	Columbus Day Storm, strong winds, extensive damage, 24 deaths.
1962 Nov. 5	Earthquake in Portland (M 5.2).
1964 Dec. 21	Northwest Floods (Christmas Flood), 7 deaths.
1979 Dec.	Severe winter ice storm, damage throughout Willamette Valley.

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Table 1 Chronology of Emergency/Disaster Events for the State of Oregon	
Date	Event
1980 May 18*	Mt. St. Helens erupts in Southwest Washington.
1985	Driest year on record for Oregon.
1987 Aug. 30	Largest fire in modern Southern Oregon history charring about 35% of the Kalmiopsis wilderness (200,000 acres).
1988 Aug. 4	Major transportation accident on interstate highway, 7 deaths, 37 injuries.
1990 Aug. 4	Awbrey Hall Fire, 3353 acres, \$9 million in damage, \$2 million in suppression costs.
1990 Jan.*	Severe winter storm, flooding in Tillamook and Clatsop Counties.
1991 Apr. 9	Landslide caused \$5 million in damage along Wilson River Highway.
1991 Oct.	Multnomah Falls Forest Fire.
1993 Mar.	Malheur County Floods.
1993 Mar. 25*	Earthquake in Scotts Mills (M 5.7).
1993 Apr.	Severe weather in Curry County, Highway 101 landslide.
1993 Sep. 20*	Earthquake in Klamath Falls (M 6.0).
1994 May*	'El Niño', drought caused a salmon fishing disaster, State-wide drought disaster.
1995 May	Wildland fire in Deschutes County.
1995 Jul. 8-9*	Severe storm, flash flooding in northern Central Oregon (Wasco County).
1995 Nov.	Severe weather caused landslides and obstruction of highways in Northwest.
1995 Dec.	Severe storm, high winds and heavy rain in Western Oregon – power failure.
1996 Feb.*	Flood emergency in 27 counties.
1996 Nov.*	Flood and landslides in Western Oregon.
1997 Jan.*	Severe weather, flood and landslides in 25 counties.
1998 Jun.*	Oregon flooding.
2002 Mar.*	Severe winter storms with high winds, ice and snow.
2004 Feb.*	Severe winter storms.
2006 Mar.*	Severe storms, flooding, landslides and mudslides.
2006 Dec.*	Severe storms, flooding, landslides and mudslides.
2007 Feb.*	Severe winter storms and flooding.
* Represents a presidentially declared disaster. Prior to 1950, Presidential Disaster Declarations were not issued.	

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3 Specific Hazards and Their Distinctive Features

Information on specific hazards is provided in the following additional Incident Annexes to the State EOP:

Annex	Hazards Included
IA 1	Drought
IA 2	Earthquake
IA 3	Flood, including: <ul style="list-style-type: none"> ▪ Dam/Levee Failure
IA 4	Tsunami
IA 5	Wildland Fire
IA 6	Volcano
IA 7	Severe Weather, including: <ul style="list-style-type: none"> ▪ Thunderstorm and Lightning ▪ Tornado ▪ Windstorm ▪ Hailstorm ▪ Snow Avalanche ▪ Severe Winter Storm
IA 8	Terrorism

4 National Mitigation Strategy and Goal

As a result of the disasters of the early 1990s, in particular the Midwest floods of 1993, the U.S. Congress directed FEMA to place its highest priority on working with state and local agencies to mitigate the impacts of future natural hazard events. This marked a fundamental shift in policy: rather than placing primary emphasis on response and recovery, FEMA's focus broadened to incorporate mitigation as the foundation of emergency management.

FEMA derived 10 fundamental principals for the framework and objectives of the National Mitigation Strategy:

- Risk reduction measures ensure long-term economic success for the community as a whole rather than short-term benefits for special interests.
- Risk reduction measures for one natural hazard must be compatible with risk reduction measures for other natural hazards.
- Risk reduction measures must be evaluated to achieve the best mix for a given location.

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- Risk reduction measures for natural hazards must be compatible with risk reduction measures for technological hazards and vice versa.
- All mitigation is local.
- Disaster costs and the impacts of natural hazards can be reduced by emphasizing pro-active mitigation before emergency response; both pre-disaster (preventive) and post-disaster (corrective) mitigation is needed.
- Hazard identification and risk assessment are the cornerstones of mitigation.
- Building new federal-state-local partnerships and public-private partnerships is the most effective means of implementing measures to reduce the impacts of natural hazards.
- Those who knowingly choose to assume greater risk must accept responsibility for that choice.
- Risk reduction measures for natural hazards must be compatible with the protection of natural and cultural resources.

Using these principles as guidance, FEMA established a National Mitigation Goal to be accomplished by the year 2010. The two components of the goal are (1) to substantially increase public awareness of natural hazard risk so that the public demands safer communities in which to live and work and (2) to significantly reduce the risk of loss of life, injuries, economic costs, and destruction of natural and cultural resources that result from natural hazards.

5 Hazard Vulnerability Assessment

5.1 Methodology

It is usually difficult, and many times impossible, to predict the occurrence of a particular hazard. Lack of a long historical record, as well as the irregular nature of most hazards, make it difficult to establish a repetitive pattern. Moreover, scientific research has not yet reached the point where hazard prediction can be done with a high degree of accuracy. Conducting a hazard analysis, though a very useful first step in emergency preparedness, is still dependant on factors that are partly or totally unknown. It is not an exact science and there is no one accepted method of conducting a hazard analysis.

Several methods have been used to quantify the vulnerability of a community to various hazards. Just like a complicated equation system with several unknown variables is solved by assuming some of them and finding the others, so do hazard analysis methods assume some parameters to define a functional relationship.

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This approach will allow the user to arrive at some conclusions regarding the relative prioritization of hazards.

A few questions need to be asked when performing a hazard analysis: *What hazards can we expect in this community? Is there a history of these hazards? How vulnerable is the community to them? What is the probability of another occurrence in the near future? What is the worst scenario that could happen? What can be done to prevent the catastrophic effects?* A hazard analysis is, simply, finding answers to these questions.

The method that follows was applied in Oregon in 1984 and 1996 to conduct the hazard analysis. It provides the local jurisdictions with a sense of hazard priorities, or relative risk. It does not predict the occurrence of a hazard, but it can quantify the risk of one hazard compared with another. By doing this analysis, planning can be focused where the risk is greatest.

The method takes into account four features: history, vulnerability, probability, and maximum threat. To help compare the various hazards against one another, two rating factors are used: weight and severity of risk.

5.2 Weight Factor

The weight factor differentiates the four features mentioned before according to how important they are in forecasting a disaster or emergency and determining its effects.

The initiators of this method allocated history, vulnerability, probability and maximum threat weight factors equal to 2,5,7, and 10, respectively.

History (weight factor = 2) is determined by the record of occurrences of previous major emergencies or disasters for a particular hazard in the particular geographic area. Examples of situations included in assessing the history of a hazard are events for which the following types of activities are required

- activation of the emergency operations center (EOC) or alternative EOC;
- activation/implementation of three or more emergency operations plan (EOP) functions (Alert & Warning, Evacuation, Shelter, etc.);
- a multijurisdictional response;
- response coordinated by a unified command structure;
- local declaration of emergency.

Vulnerability (weight factor = 5) is determined by the percentage of population and property likely to be affected.

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Probability (weight factor = 7) is determined by the likelihood of occurrence within a certain length of time.

Maximum Threat (weight factor = 10) is reflected in the maximum percentage of population and property that could be affected under a worst-case scenario.

5.3 Severity of Risk

The severity of risk is measured at each of the four features. The risk is classified as low, medium, or high and is allocated quantifying points (to be applied to each of the four features).

Rating	Factor
Low	1 – 3 points
Medium	4 – 6 points
High	7 – 10 points

The following landmarks are considered in determining the severity of risk factor:

History. The record of occurrences of previous major emergencies of disasters.

Rating	Factor
Low	0 – 1 event per 100 years
Medium	2 – 3 events per 100 years
High	4+ events per 100 years

Vulnerability. The percentage of population and property likely to be affected.

Rating	Factor
Low	<1% affected
Medium	1 – 10% affected
High	>10% affected

Probability. The likelihood of occurrence within a special period of time.

Rating	Factor
Low	>1 chance per 100 years
Medium	>1 chance per 50 years
High	> 1 chance per 10 years

Maximum Threat. The maximum percentage of population and property that could be affected under a worst case scenario.

Rating	Factor
Low	<5% affected
Medium	5 – 25% affected
High	>25% affected

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Using the four features along with their weight and severity of risk factors, it is possible to calculate a score for a particular hazard. By multiplying the severity rating by the weight factor associated with each feature, a subscore can be determined. For example, knowing the history of that hazard to be high (over four events recorded within the last 100 years), we can determine the subscore for history:

$$2 \text{ (weight factor)} \times 10 \text{ (severity of risk)} = 20.$$

Likewise, subscores for vulnerability (Ex.: $5 \times 10 = 50$), probability (Ex.: $7 \times 10 = 70$), and maximum threat (Ex.: $10 \times 10 = 100$). Adding the subscores will result in a total score for that hazard:

$$20 + 50 + 70 + 100 = 240.$$

When several hazards are taken into consideration, the results of this analysis can be displayed into a matrix. Following is an example of a hazard analysis matrix.

Sample Jurisdiction	History	Vulnerability	Probability	Maximum Threat	Total Risk
Hazard/Weight Factor	2	5	7	10	-
Hazardous Materials	2X10 (H)=20	5X10 (H)=50	7X10 (H)=70	10X10 (H)=100	240
Flood	2X10 (H)=20	5X1 (L)=5	7X10 (H)=70	10X5 (M)=50	145
Dam Failure	2X1 (L)=2	5X10 (H)=50	7X1 (L)=7	10X10 (H)=100	159
Earthquake	2X1 (L)=2	5X10 (H)=50	7X1 (L)=7	10X10 (H)=100	159
Wildland Fire	2X10 (H)=20	5X1 (L)=5	7X10 (H)=70	10X5 (M)=50	145

The total score for one hazard isn't as important as it is the way it compares with other hazards the jurisdiction faces. By comparing scores, the jurisdiction can determine which hazard is more significant for them and what priorities are in emergency management preparation.

5.4 Application for Hazard Areas in Oregon

The method described above was used by the local jurisdictions in Oregon in 1984 and then again in 1995-1996. Most of the Oregon jurisdictions have completed a hazard analysis, following the presented model, in either 1984 or 1996, and many of them completed it on both times.

Because this study is a qualitative analysis rather than a quantitative one, the data that follows does not include the scores reached by the local jurisdictions as shown in Table 4. Instead, it presents the order of hazards, that is, how they were rated by the local communities. Indeed, for the purpose of this study, we are not so much interested in how many points a certain hazard has scored in a local jurisdiction, but rather in the ranking of that hazard. This approach is more effective, given the subjectivity of the hazard analysis method used and the emotional factor that could have played a role when the hazards were assessed by the local jurisdictions.

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Table 4 Results and Comments on 1996 Hazard Analysis Charts

COUNTY\HAZARD	FLOOD	EQ	TSUNAMI	FIRE	DROUGHT	WEATHER	VOLCANO	DAM FAIL	LANDSLIDE	HAZMAT	TRANSP	CIVIL DIS	UTILITY	NUCLEAR	ATTACK	INFEST
BAKER	1	3				5		3			2					
BEAVERTON	1					3				1	4					
BENTON	2					1		3		5				4		
CLACKAMAS	1	6		4		1	6		6		5		1			
CLATSOP																
COLUMBIA	5					1		4		3				1		
COOS	1		6	1		1				1	1					
CROOK	2	5		7	3	1		4			6					
CURRY	3		2	5		1					4					
DESCHUTES	4			2		1				3						
DOUGLAS	3				2	4			5	1						
GILLIAM	3			6		1				5	3		1			
GRANT	1	3				1				4						
GRESHAM		4				1	4		4		3	7	1			
HARNEY	1			1		1		1		1	1					
HOOD RIVER																
JACKSON	1			1				5		1	4					
JEFFERSON																
JOSEPHINE	1			6	6	1		5		1		8	1			
KLAMATH				2	2	1				5	4					
LAKE	1	4		1		1				5	5					
LANE	3	4				1		4		2						
LINCOLN	5	3	3	6		1				6			1			
LINN																
MALHEUR																
MARION																
MORROW	6			1		1		5		3	3					
MULTNOMAH		5		1		1				1	1					
POLK	3					1		4					2			
PORTLAND	5	1				1			1	4						
SHERMAN				6	3	1				4	4		1			
TILLAMOOK																
UMATILLA	1	4				1		5		3						
UNION	6			4		1			5	1	1					
WALLOWA																
WASCO	5	4				3				1	1					
WASHINGTON	6	4			3	1	4			6			1			
WHEELER	1			1	1	4					5					
YAMHILL	3	7				1		3		3	3		1			
Nr. occurrences	27	14	3	17	20	30	3	12	5	24	19	2	9	2		
Average rank	2.78	4.07	3.67	3.24	2.86	1.47	4.67	3.83	4.2	2.92	3.16	7.5	1.11	2.5		
Final rank	4	11	9	8	5	2	13	10	12	6	7	14	1	3		

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The hazards taken into consideration were: flood, earthquake, tsunami, fire, drought, severe weather, volcano, dam failure, landslide, hazardous material incidents, transportation accidents, civil disturbance, utility failure, nuclear incident, enemy attack and infestation. The previous table shows how each of these hazards was rated by the participating local jurisdictions in Oregon. It also provides some overall information, such as the number of occurrences, that is, how many times a hazard appeared in the classification of the local jurisdictions, the average rank for each hazard, based on how it was rated, and the final rank.

The most significant hazard, according to the 1984 Hazard Analysis Table, is the utility failure, followed by the severe weather and the nuclear incident. However it is worth noting that the third major hazard - the nuclear incident - is only mentioned by two counties, one of which lists it on the first place along with another hazard. Also, utility failure is rarely a hazard by itself - it is usually triggered by another hazard; therefore, the number one ranking of the utility failure is certainly be shadowed by this consideration.

Results and Comments on 1966 Hazard Analysis Charts

This time the chart is “fuller,” as local jurisdictions are listing more hazards than they did in 1984. This made it possible for hazards that were not listed in 1984 to have a ranking of their own, which probably accounts for a more accurate classification. Indeed, because the hazard analysis method presented previously and used by the local jurisdictions focuses on the comparison between hazards, rather than on their prediction, it is expected to produce better results when more hazards are taken into consideration.

Summarizing the hazard analysis performed by the local jurisdictions in 1984 and 1996, severe weather/winter storms, followed by utility/power failure and flood are the three highest-rated hazards. Utility/power failure, however, could be overlooked, as discussed before, because it is rather an effect of another hazard than a hazard by itself.

Also worth noticing is the correlation between various hazards, which, in doing the hazard analysis, makes it difficult to identify a hazard and rate it independently. For example, some hazard analysts rated severe weather very highly on account of some weather-related hazards, such as drought, flood, landslide, or wildland fire. As a result, more points were allocated to severe weather than to other hazards. This partly explains why severe weather/winter storms were rated so highly. With the assumption that all hazards were equally disadvantaged by their intercorrelation, and making allowances for the severe weather, the hazards rated highest by Oregon local jurisdictions would be flood, hazardous material incident, and drought. Earthquake, wildland fire, tsunami, landslide, dam failure, and volcano are also close.

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Table 5 1984/1996 Combined State of Oregon Hazard Rankings

COUNTY/HAZARD	FLOOD	EQ	TSUNAMI	FIRE	DROUGHT	WEATHER	VOLCANO	DAM FAIL	LANDSLIDE	HAZMAT	TRANSP	CIVIL DIS	UTILITY	NUCLEAR	ATTACK	INFEST
BAKER	4			5	5	1				1	1					
BEAVERTON	3	2		4		1				5	5			7		
BENTON	3	2		3	9	1	10	11		3		8	6	12	7	
CLACKAMAS	3	5		3		1				2	8	7		6		
CLATSOP	4	1	2	8		7		4	3	6						
COLUMBIA	4	1		6	5	3	8			2	6	8				
COOS	5	1	3	6		2	11	10		9	4	7				8
CROOK																
CURRY	1	7	6	1		1			1				5			
DESCHUTES	3	5		1		1				3						
DOUGLAS	3	7	6	4		1		9		4		8	2			
GILLIAM	1			1	4	3				6			4			
GRANT	2	4		2		1	8	7		5	6					
GRESHAM	8	5			3	1	7			4			2	6		
HARNEY				2	5	3				1	5			3		
HOOD RIVER	3	5		3		1				2	6	7				
JACKSON	5	4		3	7	1	11			2	9	10	6	8		
JEFFERSON																
JOSEPHINE	10	4		1	1	1	8	11	8	5	7	6		12		13
KLAMATH				1	1	1				1	1		1			
LAKE	5	3		9	4	1			12	1	10	11	7	8	6	
LANE	4	1	7	7	1	1		5	10			7		5		
LINCOLN	6	4	2	3		1	7	10		8	5	9				11
LINN	1	2		10		4	5	7	11	9	8		3	12	6	
MALHEUR	1	4			3	2	7			4				6		
MARION	3	1		7		1	8	5			6	4				
MORROW	1			1		1		1		1				1		
MULTNOMAH	3	2	4			1	9			4	4	8		7		10
POLK	5	5		8	1	1	7	10		8	1		1			
PORTLAND	10	4		12		3	6	7	11	1	1	5	8	9		13
SHERMAN																
TILLAMOOK	1	4	3	6		1			5							
UMATILLA	3	6		3		1				3	7	8		2		
UNION	3	5		2		1			6	3	7	8				
WALLOWA																
WASCO																
WASHINGTON	13	3		9	8	1	4	12	10	6	6	11	1	5		
WHEELER																
YAMHILL																
Nr. occurrences	30	27	8	29	14	32	15	14	10	28	21	17	12	16	3	5
Average rank	4.03	3.59	4.13	4.52	4.07	1.59	7.73	7.79	7.7	3.89	5.38	7.76	3.83	6.81	6.33	11
Final rank	5	2	7	8	6	1	13	15	12	4	9	14	3	11	10	16

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Table 6 1984/1994 Hazard Analysis Summary

Rank\Year	1984	1996	1984+1996 Combined
1	Utility/Power Failure	Severe Weather/Winter Storms	Severe Weather/Winter Storms
2	Severe Weather/Winter Storms	Earthquake	Utility/Power Failure
3	Nuclear Incident	Utility/Power Failure	Flood
4	Flood	HazMat	HazMat
5	Drought	Flood	Drought
6	HazMat	Drought	Earthquake
7	Transportation	Tsunami	Nuclear Incident
8	Fire	Fire	Transportation
9	Tsunami	Transportation	Fire
10	Dam Failure	Enemy Attack	Tsunami
11	Earthquake	Nuclear Incident	Enemy Attack
12	Landslide	Landslide	Landslide
13	Volcano	Volcano	Dam Failure
14	Civil Disturbance	Civil Disturbance	Volcano
15		Dam Failure	Civil Disturbance
16		Infestation	Infestation

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The reports produced by the local jurisdictions summarize the principal natural and technological threats, or hazards, facing communities and emergency management coordinators. However, the limitations of these rankings should be acknowledged. Some of the limiting factors are the wide variation in application of criteria to the same hazards, differences between regional impacts of particular hazards, applicability of threats from region to region, and variances in amounts and types collected on particular hazards.

6 Risk Management Strategies and Techniques

6.1 Losses Due to Natural Hazards

Over a 20-year period from 1975 to 1994, the U.S. spent approximately one quarter of a billion dollars per week on meteorological natural disasters. Worse, some 6,000 people were killed and over 50,000 injured by meteorological natural disasters in this period. These figures are from a preliminary compilation of losses due to natural disasters in the U.S. and its territories by the Natural Hazards Research and Applications Information Center (NHRAIC).

The following hazards are included in the data base: avalanches, droughts, dust storms, earthquakes, extreme cold, fires, floods, fog, heat, hurricanes, landslides, lightning, microbursts, rogue waves, severe storms/hail, ice/sleet, rain, snow/wind, tornados, tropical storms, wind (not associated with severe storms), and volcanoes.

During the last 20 years, earthquakes and hurricanes were the primary causes of monetary losses, and tornadoes were responsible for most deaths and injuries.

Tornadoes, floods, and heat were the three meteorological hazards that caused the most fatalities (accounting for 23%, 14%, and 11% of the 20-year total); while tornadoes, wind due to severe storms, and hurricanes were responsible for the majority of injuries during this period (accounting for 51%, 11%, and 10% of the 20-year total).

Hurricanes, floods, and tornadoes were the three meteorological hazards that caused the most property damage (accounting for 42%, 33%, and 6% of the 20-year total), while the majority of crop damage was caused by floods, drought, and hurricanes (accounting for 27%, 26%, and 20% of the 20-year total).

During the last 20 years, new records were frequently set for the costliest single natural disaster in the U.S. In 1989, Hurricane Hugo exacted losses of \$6 billion. In the same year, the Loma Prieta earthquake cost \$10 billion. In 1992, Hurricane Andrew cost \$20 billion, and in 1994, the estimated loss from the Northridge earthquake topped \$25 billion. These individual events dominated the FEMA and PCS data sets, as well.

The three costliest presidentially-declared disasters between 1989 and 1994 (and the corresponding FEMA payouts for disaster assistance) were the 1994

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Northridge earthquake (\$9.7 billion in disaster relief); Hurricane Andrew in 1992 (\$2 billion); and Hurricane Hugo in 1989 (\$1.3 billion).

The three costliest years during this period were 1989, 1992, and 1994 (with \$18.2 billion, \$16 billion, and \$7.6 billion paid out on insured losses, respectively). The magnitudes of these losses are greater when considered at local rather than national levels.

Compiling this data has revealed many problems in keeping track of losses due to various natural disasters. Previous loss records have only indicated the overall scale and scope of the problem. Floods rank as one of the deadliest and costliest disasters worldwide; yet, according to the U.S. Army Corps of Engineers, there is no one agency with the specific responsibility for collecting and evaluating flood loss information. As a result, national flood loss estimates are approximations at best.

By themselves, these data are little more than another set of statistics. To help create a safer nation, they need to be integrated with national data bases on likely future events and mitigation practices. Future data generation will require the systematic collection of information on the type of loss, the location, and the actual dollar amount to ensure accurate comparisons across hazards.

6.2 Insurance Issues

Before 1988, the insurance industry world-wide had never experienced a loss greater than \$1 billion due to a single event. Since that date, there have been numerous natural disasters that have exceeded that figure. Topping the list is Hurricane Andrew, with insured losses exceeding \$15.5 billion. The Northridge earthquake is a close second, with current estimated damage in the range of \$13 billion.

These events have severely strained the capacity of the insurance industry to provide financial protection against future disasters. The increasing concentration of population and new structures in hazard-prone regions, notably coastal areas subject to hurricanes, suggests that catastrophic losses are only likely to increase in the future.

6.3 Emergency Warning

In addressing an emergency warning, we need to look at four different categories: science, policy, technology, and research.

Category 1: Science

It is important for people to understand that the earth-meteorology relationship is an extremely complex one. It is this complexity that makes it difficult to forecast and predict events with great accuracy. Scientists must be careful not to over warn (present worst-case scenarios) in the face of a hazardous event; doing so might lead to a loss of credibility of those who must warn the public. Scientists must also be consistent in the way that warnings are issued.

IA 0. Oregon Hazard Identification and Risk Assessment**Category 2: Policy**

There are a variety of different actors in emergency management that were not involved 20 years ago--for example, the U.S. Forest Service or National Park Service. This involvement will continue, as will the increased participation by private sector agencies that engage in forecasting hazardous events. Those involved must not be in competition with each other.

Category 3: Technology

There continues to be an over-reliance on detection rather than response. Advances in technology, such as Doppler radar, are only part of the answer. "Hi-Tech" must be accompanied by "hi-touch."

Category 4: Research

There has not been enough effort in the past 20 years to look at the impact of emergency warnings. The link between the awareness of individuals and their actions is still vague.

What works? What is the value of warnings research in terms of saving lives and reducing property damage? Is society better off, 20 years later, as the result of an abundance of warnings research?

6.4 Barriers

A major institutional barrier is the focus in the U.S. on private property. It was noted that the idea of private property is close to a religion in the U.S.. As the myths of private property persist and grow stronger, they result in the mixed public message of "get government off my back" and "send help with no strings attached." It was also noted that the public misinterprets, or misrepresents, the historical, legal nature of private property, ignoring the view of land as a social good and ignoring the fact that government is endowed with the right to limit private use for the common good.

Other barriers include the fact that often (1) there is little coordination/cooperation between organizations, especially between the state and local levels of government, (2) mitigation is more difficult in already developed areas, (3) engineers encourage structural solutions, (4) hazards planning has traditionally been narrowly focused, and not multi-objective, (5) the politically expedient thing to do after a disaster is to get things "back to normal" as soon as possible, (6) people comply to the minimum standards/regulations and assume they are safe, and (7) those in nonhazardous areas are unwilling to pay for those in hazardous areas.

6.5 Cost/Benefit Analysis

Cost/Benefit Analysis is the most important research question whose answer would foster wider, more effective application of land use adjustments. It calls for increased information on the true cost to society of building in hazardous areas. In

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addition, we need to understand the increasingly cumulative, catastrophic nature of hazards problems.

Such information could be used to show communities their precise risks and could facilitate decision making. Once the public really understands the issues, they do not support narrow property rights definitions of private property.

If Cost/Benefit Analysis is to be used, we must recognize and understand the process by which costs and benefits are unevenly distributed.

- Cost/benefit analysis does not take into account our values and, in a democracy, values are important. "Hazard" is a relative term, depending on the values held.
- Cost/benefit analysis assumes the longevity of current market values and does not take a long-term view.
- "Honest uncertainty" is called for in Cost/Benefit Analysis. We need to be more honest about what we do and do not know.
- We need evaluations of costs and benefits that people believe in, not the current situation where the federal government says communities must fend for themselves after a disaster but, in reality, rushes in to help when disaster strikes.
- We should not get caught up with the details of costs and benefits.
What is needed is to go through the community process of figuring out advantages and disadvantages.

Process of Consensus

Most people took some exception to the adage "all mitigation is local." While the adage is true to some extent, it is also true that local governments are creatures of the state, and the state is a creature of the federal government. The idea of local autonomy is absurd when federal subsidies are so much a part of local land-use practices. It takes collaborative or coercive state and federal efforts to implement many local land-use planning efforts. However, federal and state mandates are rarely effective at the local level.

Given this situation, important questions to answer are: *How do you instill the desire at the local level to make planning decisions from a multi-objective perspective? How can an effective process of intergovernmental cooperation be created? How does a successful process of community evaluation and implementation of land use occur? Further, how does such a process occur, given today's new social conflicts and interest groups?*

The historical and legal issues in disaster policy show that for a majority of U.S. history there was no national disaster policy. Prior to 1950, disasters were viewed as "Acts of God." The only responsibility to aid victims was based on a moral or

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ethical obligation of one citizen to another, and disasters were viewed as a local or state issue. From 1803-1947, only 128 specific acts of assistance came from the U.S. Congress. It was not until the 1960s that a philosophical shift occurred. Now, billions of dollars are spent at the national level for disaster assistance.

The issue may be framed as, "*Has federal assistance limited or hindered mitigation efforts by local and state jurisdictions?*" What must be resolved are questions of the appropriate division of responsibilities for hazards, a better definition of mitigation, what role the national government has in local land-use and mitigation issues, and how best to create incentives to promote mitigation.

6.6 Mitigation

6.6.1 Community Efforts

Risk management strategies can be almost perfectly identified with mitigation measures designed to help build disaster resistant communities. They are intended to help "mitigate" or protect communities, residents, organizations, businesses, infrastructure, and the stability and growth of the economy as much as possible against the impact of natural disasters BEFORE they happen.

Experience has shown again and again that lives can be saved, damage to property can be reduced significantly, and economic recovery can be accelerated by consistently building safer and stronger buildings, strengthening existing infrastructures, enforcing building codes, and making the proper preparations BEFORE a disaster occurs.

More important, mitigation investments by the businesses and citizens of a community will enhance and strengthen the economic structure, stability, and future of that community regardless of when a disaster may strike.

Building disaster resistant communities means bringing them together, in a collaborative effort, to prepare for - and protect themselves against - natural disasters. To accomplish this goal, pre-disaster activities can be organized into four phases.

- Building Community Partnerships
- Identifying Hazards and Community Vulnerability
- Prioritizing Hazard Risk Reduction Actions
- Communicating Success

The successful implementation of these phases within a community - beginning with identifying crucial partners; continuing with determining risks and prioritizing actions; developing a specific mitigation plan; and communicating activities and sharing the success to sustain support and maintain involvement - is the key to building disaster resistant communities.

IA 0. Oregon Hazard Identification and Risk Assessment**Building Community Partnerships**

Natural disasters permeate every corner of our communities. No individual, business, or organization is left untouched. If a community were to suffer the hardship of a natural disaster, everyone in that community would need to pull together to recover. This partnership is inherent in any community's struggle to address the consequences of earthquakes, floods, hurricanes, or wildfires. When carrying out an agenda of mitigation, this same partnership will be central to your long-term success.

In helping one's community protect itself against natural disasters, one will be most effective if one draws upon the experiences, resources, and policies already in place within that community. The challenge is to bring together all of these elements under one roof to reduce redundancy, identify weaknesses and strengths, and ensure the most effective effort. Communities should form or identify a Disaster Resistant Community Planning Committee composed of local officials, business professionals, and other stakeholders with a shared interest in and obligation to protecting the safety and economic stability of the community for the future.

Business people are often community leaders -- their responsibilities to their business and community are both complementary and interwoven. This is a mutually beneficial process that already exists to some extent: The loss-reduction efforts undertaken by local governments naturally support corporate risk reduction and vice versa.

The cooperative collaboration will help determine the best outcomes in disaster resistance initiatives. For example, perhaps someone already has developed a business interruption plan that others can emulate to minimize loss of jobs and activity resulting from disaster. Or, perhaps another partner could offer incentives to help others address their own risks.

Building consensus about the mitigation needs in a community is essential to success. A broad-based task force can build upon the views of everyone involved -- from the citizens of the community to construction professionals to businesses and to policy makers -- and identify the roles each can play in building a disaster resistant community.

Besides reducing the direct costs associated with natural disasters, mitigation reduces important indirect costs such as the disruption of daily routines, community services, commerce, and industry. Listed below are the primary sectors in a community that can be considered essential to mitigation and pre-disaster efforts. Each should be represented on the Disaster Resistant Community Planning Committee. They are as follows.

- Industry & Business
- Infrastructure: Transportation, Utilities & Housing

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- Volunteer- & Community-Based Organizations
- Health Care
- Government
- Workforce
- Education

Various sectors of the community have different interests. However, they can all find a common goal in building a disaster resistant community. For example, the business and labor sectors have a significant interest in the durability of the communities in which they operate. The community supplies their work place, their work force, and their market. It also supplies the infrastructure systems such as roads, electricity, and water on which commerce relies.

A close look at the definitions of the words “community”, “partnership” and “alliance” reveals that they are linked. It takes alliances to build partnerships and partnerships to make up a community. Much of this partnership exercise will consist of building on existing alliances and re-defining the nature of other partnerships.

Industry & Business. The business community can help the greater community reduce its vulnerability to disaster by considering how its mitigation needs apply to the community beyond its business. Internal, business-specific priorities -- such as ensuring transportation systems and routes to facilities remain clear and functional following a disaster -- also benefit the employees who work at the business, the surrounding neighborhoods, commerce, and the economy. Furthermore, many businesses have direct economic incentives for enacting and participating in mitigation efforts undertaken by a community.

Infrastructure. A community's infrastructure provides the lifelines without which citizens and businesses could not function. It is vital that representatives of lifeline organizations be involved.

Transportation systems. These include road, bridges, railroads, transit systems, ports, and airports. They are critical to disaster response and recovery, as well as to facilitating ongoing commerce. Damage can leave communities isolated and at economic risk. Transportation experts can provide a wealth of knowledge and insight as participants on the committee.

Utilities. Utilities serve communities with electricity, natural gas, heating fuels, fresh water, and wastewater disposal. Utility loss can create critical problems for emergency response, life support in hospitals, business operation and recovery. Utilities represent one of the most critical lifelines and must be involved.

Housing. Single-family and multi-unit building housing is often needlessly exposed to damage because of location in a hazard zone or because of structural

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weaknesses that make it vulnerable to damage. Building practices and outdated building codes often exacerbate conditions that create avoidable risks to life and damage that would render the buildings useless after a disaster. The debris created from damaged buildings and homes restricts mobility and imposes clean-up costs on local governments.

Volunteer & Community-Based Organizations. The philanthropic missions of many of the community's civic and religious organizations should compel them to get involved. They invest time and money to improve the community. It would be counter-productive for these caring and dedicated organizations and people to make investments and take actions that might be destroyed by disasters.

Health Care. Representatives of health care facilities must be involved because it is crucial that these facilities are built or retrofitted to withstand hazards so they can provide continuous service.

Hospitals. Hospitals provide not only the vital medical services a community needs on a daily basis but also serve as a critical element in post-disaster emergency services. Their importance to any community -- pre-disaster or post-disaster -- cannot be overstated.

Federal, State, County & Local Governments. Each of these levels of government play an important role in managing hazard risks - providing early warning, pre-disaster mitigation, emergency assistance, and response and recovery resources. More importantly, it is the role -- as well as the duty and responsibility -- of the government to protect the public health, safety, and economic stability and growth of its communities.

Workforce. Those who work in a community -- whether they are factory workers, accountants, or laborers -- will see their lives, jobs, and families changed if a disaster strikes. By not taking steps to become disaster resistant, a community is in danger -- every individual is at risk. The unions, professional societies, and other labor groups must bring resources and spirit to this endeavor. Employees have the power and responsibility to discuss and promote the idea of mitigation with their employers. The job they save may be their own.

Education. Schools and day care centers represent the most important asset of a community -- the living embodiment of its' future. They must be able to withstand disasters without endangering the children they care for. In addition, many serve as primary shelter sites during and after disasters. If schools are closed for long periods of time post-disaster, other problems arise. Parents' day care needs increase. Classes may never get made up. The schools may lose funding from the state if they do not remain operational for a certain number of days, so the school year may be lengthened. Those responsible for educational facilities, therefore, must be involved.

IA 0. Oregon Hazard Identification and Risk Assessment**Creating Alliances**

A key part of building a disaster-resistant community is creating the alliances that will make it happen. While most organizations involved are already partners in disaster relief and recovery, the idea of committing resources to mitigate disaster effects may be a hard sell. A key part of developing and strengthening a coalition is to make sure that every participant benefits from the partnership. As each organization is contacted and agrees to serve on the Disaster Resistant Community Planning Committee, the collaborations must be negotiated and benefits defined.

In a Disaster Resistant Community Planning Committee, each member should:

- Have the authority to make decisions on behalf of his or her organization.
- Understand and respect natural hazards.
- Understand community vulnerability.
- Acknowledge that citizens, agencies, businesses, and individuals are responsible for addressing risks.
- Have some knowledge of how to address community risks.
- Have the desire to address risks and mitigate them.
- Have the ability to communicate to colleagues, partners, and others.

Sharing information among all partners is crucial to reducing risk. Not only is each member responsible for their own interests, personnel, and facilities, they need to provide information about those interests, needs, and concerns to others-- because what affects one partner will have a resonating effect on the others.

The following organizations and community groups should be involved in disaster mitigation efforts. This potential partners' checklist is meant to be a guide; everybody can design their contact list to meet the specific needs of their community.

- **Industry and Business**
 - Employers (top 10 or 20 minimum)
 - Business Associations (regional and neighborhood)
 - Chambers of Commerce
 - Real Estate Developers
 - Construction Industry

IA 0. Oregon Hazard Identification and Risk Assessment**■ Infrastructure**

- Transportation Systems (public and private)
- Public housing
- Utilities

■ Volunteer and Community-Based Organizations

- Faith-based groups
- Red Cross
- Lions Club, Rotary, other clubs
- American Association of Retired Persons
- Public interest groups
- Parent Teach Associations
- Environmental groups
- Neighborhood Associations

■ Health Care Facilities**■ Government**

- *Federal*
 - FEMA and other agencies
- *State*
 - State agencies
- *County and Local*
 - Elected officials
 - Town and city managers
 - Task forces
 - Police, fire, public works, planning departments

■ Workforce

- Unions
- Professional Groups

IA 0. Oregon Hazard Identification and Risk Assessment**■ Education**

- School Board
- Public and private schools
- Universities and community colleges
- Vocational and continuing education
- Day care and child care centers
- Nursery schools and pre-kindergarten

6.6.2 Identifying Hazards and Community Vulnerability

A community that wants to reduce its existing exposure to natural disaster losses and ensure that its exposure to these hazards does not worsen should take these preliminary steps.

- Hazard Identification - Define the extent to which natural hazards threaten the community (e.g., mapping);
- Hazard Vulnerability - Identify, using current knowledge or some degree of existing building stock, those structures and areas that are vulnerable to hazards. In addition, a community growth plan or plat map super-imposed on the hazards map will help identify areas vulnerable to natural hazards.

Everyone knows that natural disasters pose some threat to homes, businesses, and communities. We know that severe winds can damage the roofs on our houses and that heavy rains can flood our basements. We usually are aware of the natural disaster history in our communities. We know whether there have been floods, earthquakes, tornadoes, hurricanes, or wildfires. We also know that it is always a good idea to have some access to scientific expertise when identifying our natural hazards.

Hazard Identification

Hazard identification determines which areas of a community are affected by disasters, how likely it is that the disaster may occur, and how intense the disaster might be.

Floods, earthquakes, severe winter storms, and wildfires are the most frequently occurring natural hazards in Oregon. Some of these events can cause related or secondary hazard problems. For example, floods can cause mudslides, earthquakes can cause landslides, and wildfires (because they destroy plants) can make hillsides prone to landslide or mudslide.

Quantifying the natural hazard threat to the community helps prioritize the neighborhoods and areas of most concern:

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- Where are floods most likely to occur?
- How strong are the winds that can affect us?
- Where are the earthquake fault zones located?
- Does the composition of a community's soil make it prone to problems like landslides?
- Are our native plants the sort that exacerbate or retard fires?

Mapping the hazards that threaten the community allows one to begin a process of identifying the areas that are most at risk and therefore the areas where community risk-mitigation programs should focus. It also provides an objective basis for decisions. The more refined the maps of natural hazards are, the more refined the decisions about those hazards can be. If the probabilities of a hazard event in each area are known, a "cost-benefit" approach can be taken when making a decision.

Vulnerability Identification

Vulnerability identification determines which facilities are at risk and to what degree they might be affected, as well as how they might affect the vulnerability of other structures.

Natural hazards invariably "seek out" the weakest part of buildings or systems. Strong winds will find the portion of the roof not properly nailed down. Ground motions will find the weak building connectors - structural damage, or worse, building failure, will result. The water treatment plant in the flood plain will stop functioning, and businesses throughout the community will be forced to close until water is restored. Finding the weak points in systems -- identifying building types that are vulnerable to damage and anticipating the loss in high risk areas -- helps in making decisions about the expenditure of resources to reduce the potential for disaster.

In assessing one's community's vulnerability to a natural hazard, one needs to know what level of hazard has been identified and what kind of building (function and construction type) is considered. Geographic Information Systems (GIS) can help to overlay hazards mapping onto building locations and structure types. Moreover, a GIS can plot utility systems and grids so that weak points (e.g., in the electrical distribution system) can be spotted.

Following is a checklist that can be used for vulnerability assessment.

- Identify significant buildings by use, type, date of construction, location, ownership.
- Identify utilities and transportation systems.

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- Estimate the potential for damage and loss of function due to different levels of natural hazards, using information about expected performance of buildings, utilities, and transportation systems.
- Set loss-reduction priorities and land use policies for emergency and recovery planning.

Risk assessment defines the potential consequences of a disaster based upon a combination of the community's hazard and vulnerability identification.

6.6.3 Prioritizing Hazard Risk Reduction Actions

An active and effective Disaster Resistant Community Planning Committee will want to determine what they can do to address the community's risk for disasters. It is important that a community identify its own mitigation priorities -- using its own reasons and mitigation goals -- when carrying out Project Impact. Each partner on the Disaster Resistant community Planning Committee may have a different top priority. In that instance, the Community CEO or committee leader will need to negotiate a balanced, reasoned agreement among all the partners on a short- and long-term mitigation strategy.

The goal of the Disaster Resistant Community Planning Committee at this juncture is to identify mitigation priorities, to identify the mitigation measures you will take to complete those priorities, and to identify the appropriate sources for the financial and other needed supports to achieve those measures.

In the process of planning where to conduct risk reduction actions, the committee will be making decisions about what is most critical to the public good and the future of the community. Public buildings and facilities are often considered in such decisions.

- Health and safety functions often come to the top of the list (e.g., hospitals, fire stations, police stations).
- Public schools are crucial--in addition to the obvious fact that our children are there, they often serve as shelters.
- Public utility and transportation systems are critical in response and recovery circumstances.
- Courthouses might be important for the reliability of access to business or tax records.

Also, the vast majority of private buildings beyond the public structures -- the commercial, non-profit, and residential structures -- these are often the backbone of our communities,

- Hospitals and health care facilities
- Private schools

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- Residential neighborhoods of both single and multi-family dwellings
- Shopping malls and shopping areas
- Industrial sites and parts

In designing the disaster resistance level a community wants to achieve, it is crucial that a community make decisions about priorities as a group, considering as many different perspectives as possible. Once it has, it can begin to find the appropriate resources for carrying out those priorities.

Tools to Reduce Risks

Three major categories of action will emerge as mitigation measures the community wants to implement are examined.

- Improving the quality and detail of the hazard identification and vulnerability assessments
- Reducing community's and children's future losses from natural disasters
- Reducing community's potential for disasters

The private sector is a key ingredient. The capability and need for the commercial sectors to address their exposure to losses and to become disaster resistant businesses with disaster resistant jobs by contributing to a disaster resistant community cannot be overstated.

Mitigation in New Construction and Community Growth

The measures implemented to mitigate risks in new construction and community growth will help ensure that the relative risk in a community -- town, city, or county -- does not increase in the future. Most of the decisions will revolve around the way the Disaster Resistant Community Planning Committee expects the new buildings to perform during the hazard events whose effects are to be mitigated. Life-threatening collapses should be avoided; however, it needs to be determined whether higher levels of performance -- repairable damage, continued functioning -- will be needed due to the critical nature of the building. Building codes and their enforcement through site inspections by a knowledgeable person will help achieve this goal.

Community growth and capital development should be planned to avoid or minimize potential losses. Community growth management plans and their enforcement will help your community to grow into safer areas, or to grow safely in hazardous areas.

Mitigation Measures dealing with community growth may include the following.

- Planning for open space acquisition of high hazard potential areas.

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- Adopting policies that require consideration and mitigation of identified hazards when decisions are made with respect to subdividing or consolidating parcels, changing land uses, or redevelopment.
- Providing incentives -- such as density bonuses, waivers of fees, set asides, reduced parking requirements, and ability to transfer development credits to less hazardous areas -- to building owners to encourage investment in projects that reduce disaster losses.
- Developing incentives to encourage owners of buildings and facilities to undertake projects that will improve the performance of their structures when subjected to the forces of natural hazards (such as the real estate transfer tax rebate, permit fee waivers, or making available residential seismic upgrades through grants, loans, and other mechanisms).
- Identifying disincentives and recommending steps to remove them.
- Identifying and seeking legislation needed to provide incentives.
- Considering use of redevelopment to finance and manage building retrofit efforts.
- Determining whether there are incremental mitigating improvements that can be made to facilities as part of ongoing maintenance and performance enhancements.
- Upgrading plumbing and electrical systems and anchor architectural finishes and equipment.
- Supporting community efforts to improve or replace vulnerable utilities and transportation systems.

Mitigation measures to improve code enforcement may include the following.

- Providing training for plan checkers and inspectors regarding code requirements and the principles pertinent to the hazard.
- Adopting administrative procedures, "triggers," (as part of the building code) to require owners to evaluate the likely structural performance of their buildings contingent upon a change of use or project initiation that increases the number of occupants due to a change in occupancy type or size of the building.
- Adopting ordinances or guidelines that will guide owners' efforts taken to reduce the probability of future losses.

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- Creating a process to consider codes drafted by outside organizations and to garner endorsement from the local engineering community.
- Reviewing the codes used by the city to determine whether they address the hazards identified for the city.
- Surveying the building safety department to determine whether their resources and competencies are sufficient to carry out plan review and construction inspection needed to assure quality construction.
- Providing public information activities.

One of the first things the Disaster Resistant Community Planning Committee will want to do in Phase Three is to review existing policies and practices relating to hazard regulation, including the following.

- Community growth management planning
- Land-use planning and regulation
- Subdivision decisions
- Transportation planning
- Planning for open spaces
- Conservation and recreation
- Public safety and housing
- Preservation of historic resources.

The committee can provide language for revisions or updates to the community's general (or comprehensive) plan that discusses natural hazard issues and policies relevant to the considerations described above. By incorporating improved hazard identification data into the plan, for example, the community will incorporate mitigation into its day-to-day decision making.

One of the best ways to enhance mitigation in a community is to develop new public policies. Integrate multi-hazard risk reduction into the ongoing activities of the city and of the local partners by drafting policies to reduce losses for consideration by the decision makers, the workforce, and the community at large.

Reducing the Potential For Disasters Today

Mitigation in Existing Construction: Experience has shown that effective mitigation actions in buildings and facilities currently at risk can reduce disaster losses significantly.

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It is always worthwhile to have expert advice and input about the selection of the most cost-beneficial technique for the community's risks, but in many instances the best selection may be obvious. In identifying what will be rehabilitated or retrofitted, the Disaster Resistant Community Planning Committee should try to empower the building owners, facilities owners, or homeowners to identify the effective mitigation measure they would prefer to implement.

Mitigation Plan Priority Listing: The final step in implementing the process of building a disaster resistant community is to prepare a long-term plan that specifies a strategy for accomplishing goals. It should describe objectives with specific deadlines, assign responsibility for each element, identify participants for each task, specify needed resources and expected sources, and set priorities. The plan should include the activities that each partner can contribute to disaster resistance goals.

Above all, the critical need to communicate with citizens and businesses about the importance of disaster resistance cannot be overstated. The best way to have the positive message of mitigation take root in a community is to ensure that the community is informed about the undeniable benefits of mitigation and the effect it will have on the community in the future.

6.6.4 Communicating Success

To maintain and generate interest and public support, a publicity subcommittee may need to be established, to be responsible for developing a communications plan that utilizes mass media, special events, spokespersons, and educational outreach.

A chairperson could be appointed to head up the effort. It is important to note that it will be incumbent upon the subcommittee leader to ensure media coverage and community awareness. It may also prove important to make sure everyone gets a fair share of air time (i.e., all participants and partners should receive the amount of exposure appropriate to their involvement, experience, and desire to communicate with the public).

Print, radio, and television outlets should be targeted at planned intervals with the messages. As gatekeepers to the community, the media affect and shape our opinions and our behavior. They influence our preferences and our choices. By encouraging reporters to write or broadcast our messages, we will generate awareness and interest in the community mitigation efforts.

A targeted, comprehensive media list is the most essential tool of any successful media campaign. The media list should include the reporters in the area who are likely to cover news about community mitigation efforts, most likely those who cover community affairs, natural disasters, or the metro desk.

To help target appropriate reporters, news should be monitored to find out who is writing or saying what. In addition to familiarizing with the particular "beats,"

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reading, watching, and listening to the news can provide insights into building relationships with the media.

Even though each community will have its own overriding communications objective, the key message in support of building a disaster resistant community is mitigation. In order to mitigate effectively, partnerships need to be formed to lessen the impact of a disaster or hazard to a community before it occurs. Therefore, the secondary message most likely will include the strengths and benefits of alliance building. Once the communications objective has been agreed upon by the members of the Disaster Resistant Community Planning Committee, the key message must be included in all communications: public presentations, written "letters to the editor," opinion-editorial columns, and media interviews. That message should be used and repeated to ensure that the entire community hears and understands the role of the committee in building a disaster resistant community.

Journalists in the community may be ideal partners for participating in and promoting mitigation. Media outlets serve a dual role in a community. They are a vital source of news and public information before, during, and after a disaster, and, as employers, they are members of the business community. Partnering with the local newspaper or television station will ensure appropriate, ongoing coverage of disaster mitigation efforts while involving a valuable business partner whose actions are highly visible throughout the community.

7 Special Needs Groups

The increasing socioeconomic and cultural diversity of people at risk to hazards in Oregon has altered the distribution of disaster impacts. Gender, socioeconomic status, ethnicity, and the distribution of power and wealth strongly influence levels of exposure to natural disasters. These factors determine the distribution of and access to hazard mitigation tools.

There are two views of those affected by disasters and the role government plays in assisting them. The first, "paternalistic" view sees victims as victims and the role of government as having to improve their welfare. The second sees victims as "agents" capable of making decisions to improve their own welfare. The government's role is then simply to provide good information, which the agents use to make choices necessary to improve their own conditions.

Being poor and/or a member of a minority group acts as an independent variable in susceptibility to risks, although this may be an over generalization. Affluence carries a future-oriented view, more trust in government institutions, and a sense of efficacy and responsibility.

Being poor carries less of a long-term view, less trust in government, and little sense of individual efficacy and responsibility. Because of these and other factors, managers and providers of information need to be concerned about the form of information provided to all citizens, with sensitivity given to the cultural diversity

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of the audience through message format, sourcing, and consideration of factors that lead to motivating the user, engendering trust, and ensuring usefulness.

Another aspect to be discussed is women's role and contributions to emergency management. For example, in order for disaster mitigation activities to be effective, more women need to participate in planning, design, and implementation. Gender differences in household work patterns are one primary reason many if not most domestic decisions are left to women. One quarter of all households have women as their head, with that percentage increasing in minority groups. In a study following Hurricane Andrew, women respondents reported they were responsible for preparing family members, with men performing work outside the dwelling. Moreover, women's roles as care givers place them in position to add value to disaster program design by enhancing access to relief programs for all who need them and by supporting medium-term recover activities.

Ethnicity is also a factor to be considered in emergency management. Ethnicity and social class are intertwined. In reference to stratification factors, to qualify for individual assistance, applicants must meet certain criteria that were developed based on the average, home-owning, middle-class family. This orientation misses cultural differences, such as who lives with you, how records are kept, occupation, and renters.

Following the Northridge Earthquake, a hostile attitude was created against all people of Mexican origin, even those who were legal immigrants. This hostility, sensed by members of this ethnic group, produced widespread avoidance of available relief services. However the pre-existence of organization within minority groups can contribute to equal access to services.

FEMA's recent flexibility in the disaster assistance process is clearly a signal of increased sensitivity to ensuring equitable treatment of all citizens affected by disasters.

7.1 Helping Children Cope with Disaster

After a disaster, most parents' first concern is the health and well-being of their children. Finding a warm place to sleep and food to eat is only the first step in caring for a child in these circumstances. Disasters are particularly traumatic for children, so adults must be extra sensitive to their emotional needs and make a special effort to reassure them that they will do their best to protect them.

Disasters may cause children to fear abandonment, injury, and even death. Fantasized fears are real threats to children. Although it may seem to make more sense to leave a child in a safe place while looking for housing or assistance, children may become anxious that parents might not return. Children should be taken along, and the entire family should be kept together as much as possible.

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It is useful for adults to share with their children a bit of their own sense of fear and concern to help children understand that these feelings are normal and acceptable.

Children, like adults, recover from trauma at different speeds. Sometimes a trained professional counselor is needed to help a child fully heal. If the child is having an ongoing sleeping problem or difficulty concentrating, or if fears surrounding the disaster seem to have become worse, counseling should be considered.

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Drought Annex State of Oregon Emergency Operations Plan

January 2016

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Acronyms

DRC	Drought Readiness Council
NRCS	U.S. Natural Resources Conservation Service
NWPCC	Northwest Power and Conservation Council
OAR	Oregon Administrative Rule
OCCRI	Oregon Climate Change Research Institute
ODA	Oregon Department of Agriculture
ODEQ	Oregon Department of Environmental Quality
ODF	Oregon Department of Forestry
ODFW	Oregon Department of Fish & Wildlife
ODHS	Oregon Department of Human Services
OEM	Oregon Office of Emergency Management
OHA	Oregon Health Authority
ORS	Oregon Revised Statute
OWRD	Oregon Water Resources Department
OPRD	Oregon Parks and Recreation Department
OSMB	Oregon State Marine Board
PUC	Public Utility Commission
NDMC	National Drought Mitigation Center
NPDES	National Pollutant Discharge Elimination System
NRCS	Natural Resources Conservation Service
NWS	National Weather Service
USACE	U.S. Army Corps of Engineers
USBLM	U.S. Bureau of Land Management
USBOR	U.S. Bureau of Reclamation
USDA	U.S. Department of Agriculture
USFS	U.S. Forest Service
USFWS	U.S. Fish and Wildlife Service
USGS	U.S. Geological Survey
WSAC	Water Supply Availability Committee

Purpose

The purpose of this annex is to establish a framework for the State of Oregon to conduct an effective, coordinated, and timely response that minimizes negative impacts resulting from severe drought conditions.

This incident annex describes the roles and responsibilities of state agencies during severe drought situations and serves as a companion document to the State of Oregon's Emergency Operations Plan.

This response document is supported by other drought mitigation and long-term water management strategies, such as the state's 2015 Natural Hazards Mitigation Plan and Oregon's 2012 Integrated Water Resources Strategy.

The Office of Emergency Management is primarily responsible for development of this plan, with significant input and contribution from the Water Resources Department, the lead agency for this hazard.

Planning Assumptions

- Drought is a normal, recurring feature of climate. It occurs almost everywhere, although its features vary from region to region, and defining it can be difficult.
- Changes in the timing of streamflow related to changing snowmelt have been observed and are likely to continue, reducing the supply of water for many competing demands and causing far-reaching ecological and socioeconomic consequences.
- Drought is a slowly developing – and often long-lasting – disaster, with cumulative impacts, making consistent and early monitoring and detection critical. Drought can adversely affect agriculture, community water supplies, industry, fish and wildlife, recreation, and other beneficial uses.
- During a drought, local jurisdictions should consider all water management tools available and routinely consult with water suppliers within the region.
- The initial responsibility for providing emergency water supplies rests with local jurisdictions.
- When local resources have been exhausted, additional assistance may be provided by state agencies.

Background

Types of Drought

Droughts can generally be characterized by an increased demand or decreased supply of water. In the early 1980s, researchers with the National Drought Mitigation Center (NDMC) and the National Center for Atmospheric Research located more than 150 published definitions of drought. In order to simplify analysis, the NDMC now provides four different ways in which drought can be defined:

- **Meteorological** - a measure of departure of precipitation from normal. Due to climatic differences, what might be considered drought in one location of the state may not be the same in another location.
- **Agricultural** - refers to a situation where the amount of moisture in the soil no longer meets the needs of a particular crop.
- **Hydrological** - occurs when surface and subsurface water supplies are below normal.
- **Socioeconomic** - refers to the situation that occurs when physical water shortages begin to affect people.

Drought in Oregon

Drought is a common and frequent occurrence in Oregon. The droughts of 1976-1977, 1992, 2001-2002 and 2015 were felt statewide. The drought of 2015 was especially challenging. By September, 25 counties were under a state drought declaration. This was particularly difficult for areas that had experienced drought conditions during the previous two years.

Record warm temperatures during 2015 contributed significantly to water supply shortages throughout the state. Warm temperatures led to a winter with record-low or near-record-low snowpack, contributing to dry soils and vegetation, as well as lower than normal streamflows and peak runoff occurring earlier in the year. Figure 2 below provides a historical look at the 2015 snowpack compared to previous years.

Figure 1: 2015 Drought Declarations

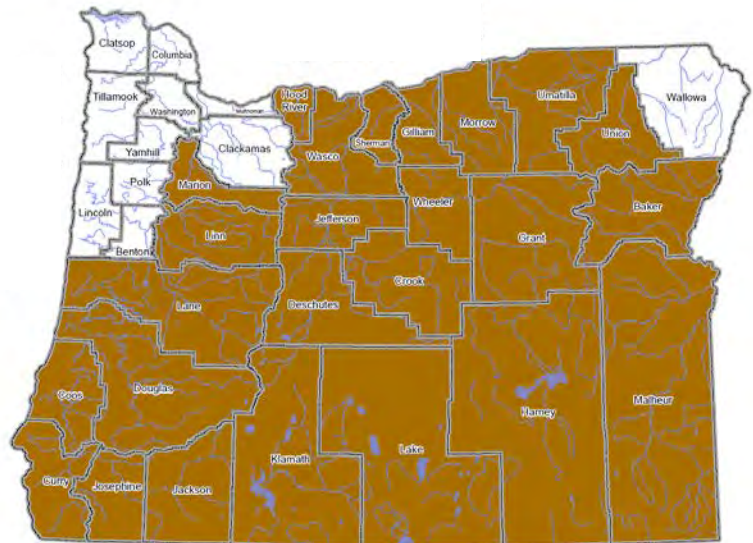
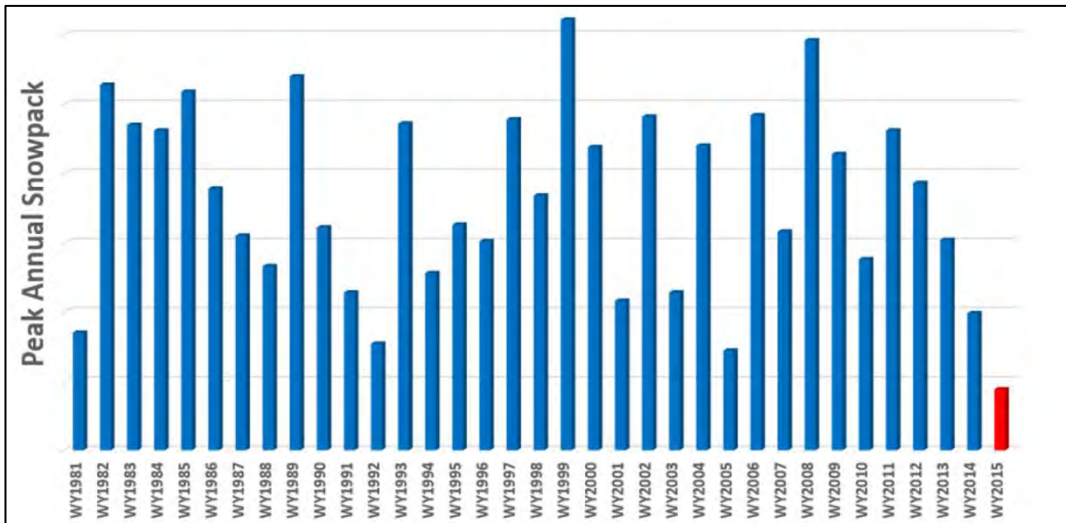


Figure 2: Peak Annual Snowpack (Water Year 1981 – 2015)



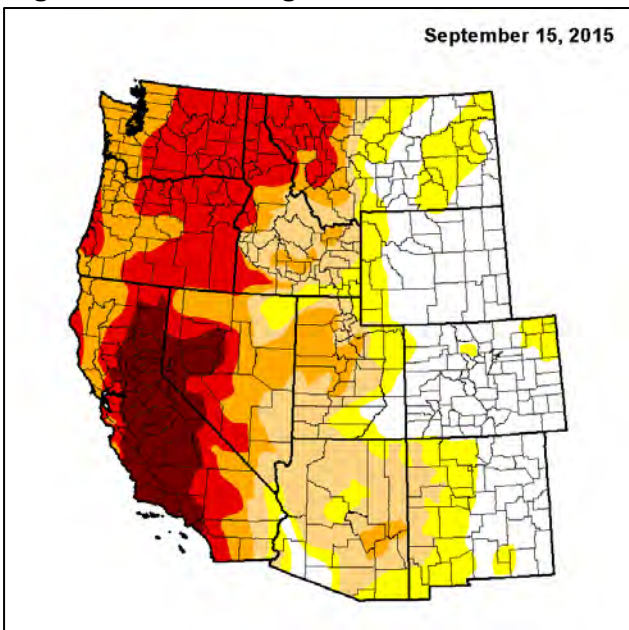
Source: NRCS Snow Survey Program

For much of southern Oregon, 2015 was the second or third year of drought, and the impacts continued to intensify. However, the extent and severity of this year’s drought exceeded the two previous years for the state as a whole. Drought conditions affected agriculture, community water supplies, recreation, fisheries and wildlife, and contributed to a very active wildfire season.

Many parts of Oregon experienced a dry and hot spring and summer, with periods of record-high temperatures, especially in western and northeast Oregon. Overall, it was the hottest June on record for most of Oregon and one of the hottest Julys on record. The meteorological summer— June through August—was also the hottest on record for many locations, with cities such as Portland, Salem, Eugene, Roseburg, Medford, and Klamath Falls setting new temperature records.

Due to these severe conditions, Governor Kate Brown issued an Executive Order in July 2015 directing state agencies to reduce water use at all state-owned facilities and to update the state’s emergency response plan for drought, the incident annex to the state’s emergency operations plan. Previous versions of the annex were completed in March 1988, February 1991, June 1993, June 2001, and September 2002.

Figure 3: U.S. Drought Monitor



Early Drought Monitoring & Preparedness

Determining Drought

Oregon Revised Statute (ORS) Chapter 536 identifies authorities available during a drought. To trigger specific actions from the Water Resources Commission and the Governor, a “severe and continuing drought” must exist or be likely to exist. Oregon relies upon two inter-agency groups to evaluate water supply conditions, and to help assess and communicate potential drought-related impacts. The Water Supply Availability Committee (WSAC) is a technical committee chaired by the Water Resources Department. The other group—the Drought Readiness Council—is a coordinating body of state agencies co-chaired by the Water Resources Department and the Office of Emergency Management.

Water Supply Availability Committee – The Water Supply Availability Committee consists of state and federal agencies that meet early and often throughout the year to evaluate the potential for drought conditions. If drought development is likely, monthly meetings occur shortly after release of NRCS Water Supply Outlook reports for that year (second week of the month beginning as early as January) to assess conditions. Participating members of the WSAC include representatives from the following agencies:

- Oregon Department of Agriculture
- Oregon Department of Forestry
- Oregon Office of Emergency Management
- Oregon Water Resources Department (Chair)
- NOAA-National Weather Service and Northwest River Forecast Center
- USDA-NRCS Snow Survey Program
- U.S. Army Corps of Engineers
- U.S. Geological Survey

Water Supply Forecasts

Several state and federal agencies monitor water supplies and track potential drought conditions. The National Weather Service, for example, provides hydro-meteorological, snow cover, and other available data from the SNOTEL network operated by the NRCS. The network provides snow depth, snow water equivalent, and temperature data for high elevation sites.

The NRCS issues a monthly “[Water Supply Outlook](#)” report detailing current and forecasted streamflow information, snowpack, precipitation, and reservoir data for each major river basin in Oregon. Data for the report is provided by the Oregon Water Resources Department, U.S. Geological Survey, the National Weather Service and other cooperators.

The following are indicators used by the Water Supply Committee for evaluating drought conditions:

- Snowpack
- Precipitation
- Temperature anomalies
- Long range temperature outlook
- Long range precipitation outlook
- Current streamflows and behavior
- Spring and summer streamflow forecasts
- Ocean surface temperature anomalies

- (El Nino, La Nina)
- Storage in key reservoirs
- Soil and fuel moisture conditions
- NRCS Surface Water Supply Index

Through the Water Resources Department, the WSAC communicates the status of drought conditions to local, state, and tribal agencies, and their designated emergency management points-of-contact. During a severe drought, local emergency managers should coordinate closely with water providers (municipal and irrigation), OWRD field staff, and other water users. Representatives from city, county, and tribal governments are encouraged to attend WSAC meetings for pertinent information on local conditions and potential courses of action.

The Committee is also responsible for providing updates and reports on conditions to the Drought Readiness Council.

Drought Readiness Council – The Drought Readiness Council (DRC) is an advisory body of state agencies involved with natural resources management, public health, or emergency services. The Council relies on information provided by the Water Supply Availability Committee to assess how conditions may affect various sectors across the state, including instream and out-of-stream uses.

A primary role of the Drought Readiness Council is to review local requests for assistance and make recommendations to the Governor regarding the need for a state drought declaration. The Council is generally responsible for ensuring coordination among state agencies and will help water users and others access drought-related information and assistance programs.

The DRC is co-chaired by Water Resources Department and the Office of Emergency Management. Altogether, the DRC includes senior-level staff from the following:

- Oregon Climate Change Research Institute
- Oregon Department of Agriculture
- Oregon Department of Energy
- Oregon Department of Environmental Quality
- Oregon Department of Fish and Wildlife
- Oregon Department of Forestry
- Oregon Health Authority’s Drinking Water Program
- Oregon Office of Emergency Management (co-chair)
- Oregon Water Resources Department (co-chair)

Drought Declaration Process

The legal authorities for drought mitigation and response functions are found in ORS 536.700 - 536.780 and Oregon Administrative Rules (OAR) Chapter 690, Division 19. The Governor, through the request of a local jurisdiction, can declare an emergency under ORS 401.165.

Under ORS 536.740, the Governor has authority to declare that a severe, continuing drought exists, or may exist, in any (or all) of the drainage basins in Oregon. Based on that declaration, the Governor or the Oregon Water Resources Commission can also direct state agencies and political subdivisions to implement a water conservation plan or water curtailment plan. Additionally, ORS 536.750 states that a drought declaration by the Governor allows the Water Resources Department to provide existing water right holders with access to temporary water management tools, described in OAR 690-019.

More serious conditions may require further action, including a declaration of emergency as defined under ORS 401. When requesting a declaration of emergency by the Governor, local governments must first conduct response operations to the full extent of their capability, as defined by local statutes and more fully described in emergency operations plans. As a part of that response, local governments must have exhausted all local resources including requesting assistance through mutual aid, intergovernmental agreements, and private contracts. Assistance through this process is most applicable when the severity of the drought causes or threatens widespread loss of life, injury to person or property, human suffering or financial loss—in other words, agricultural or socioeconomic droughts.

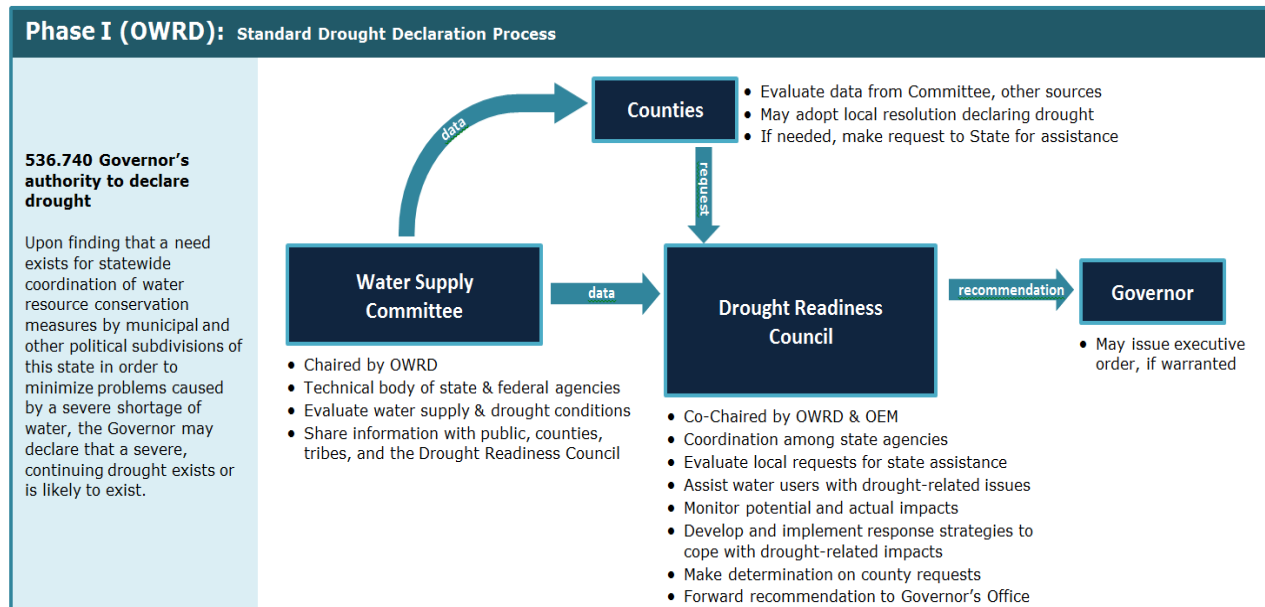
Together, these sections of statute and rule provide a framework with graduated series of policy tools for responding to drought. Typically, state drought declarations of either kind expire at the end of the calendar year; if conditions persist through the winter and spring, affected jurisdictions would request new drought declarations.

The first step in the drought declaration process begins at the local level, where emergency managers consult with local water providers and WRD regional staff members. This consultation may lead to a local governing body adopting a resolution or ordinance declaring a drought within its boundaries.

If conditions persist, the next action is to request access to temporary water right tools, or state agency coordination and assistance, or both. For this, cities or districts must appeal to the county that the majority of their area lies within. That county may then make a written request for a state declaration of severe and continuing drought. The Water Supply Availability Committee plays a key role in evaluating water supply conditions related to such a request (see Figure 4 below). After

reviewing the county request, the Drought Readiness Council makes a recommendation to the Governor.

Figure 4: Standard Drought Declaration Process



If water supply conditions deteriorate to the point of a severe water emergency, for example, where drinking water supplies are threatened and state resources are needed to respond, then an emergency declaration under ORS 401 can be triggered. A part of that local declaration must be a request for a state declaration of emergency. This state declaration allows much broader action than the water right tools available under ORS 536, including the deployment of people and equipment from any state agency deemed necessary.

All requests for assistance following an emergency declaration should be made by local emergency management staff members on behalf of their jurisdiction through the Oregon Emergency Response System (OERS)¹. Like many emergency management response scenarios, maintaining a secure and effective drinking water supply requires a very wide variety of goods and services, depending on the specific circumstances at the time of the incident. Therefore, agencies that maintain such equipment, or information about private-sector service providers, are best able to keep their own directories current and accurate. Combined with a single point for resource requests, this ensures efficient handling of requests. OEM acts as a coordinator to establish which of the potential agencies is capable of responding to the request, and if no state resources are available, the request can be promptly made to federal or private resources based on the requirements indicated.

¹ http://www.oregon.gov/omd/oem/pages/tech_resp/oers.aspx

Federal Declaration Process

Several federal assistance programs become available when a federal drought designation is issued. Federal drought designations are automated using the [U.S. Drought Monitor](#) and are administered differently than drought declarations issued by the Oregon Governor. Federal declarations are conducted under the authority of the U.S. Secretary of Agriculture and are distinct from Presidential disaster declarations.

An Oregon county receives a federal drought designation when any portion of the county meets the “severe” drought intensity value for eight consecutive weeks as determined by the U.S. Drought Monitor. In addition, any county can be designated when a portion of its area has an “extreme” or higher drought intensity value at any time during the growing season. Counties that are contiguous to federally declared counties are also eligible for federal drought assistance.

State Response: Agency Roles & Responsibilities

Systematic coordination and effective communication among local, state, federal, and tribal governments is a fundamental component of the state’s drought response. Water management is conducted through a number of plans and policies, many of which directly or indirectly address drought response or other water supply strategies. In its response, state agencies will rely upon other partners and governments, actively seeking their input and involvement when severe drought indicators are present.

State and local Natural Hazard Mitigation Plans, local Water Management and Conservation Plans, curtailment plans, and federal storage operational procedures all fill essential roles in this intergovernmental coordination.

Many state agencies will provide some level of assistance during a drought, primarily through existing agency programs and resources. Some agencies can provide personnel and/or equipment, while others offer knowledge, expertise, or technical assistance. State agencies or institutions with drought-related responsibilities are described below. As mentioned earlier, federal partners are key for providing meteorological and hydrologic data to assess water supply conditions, whereas others can provide drought relief through financial assistance or planning programs.

Oregon Department of Agriculture

- Participates in the Water Supply Availability Committee and the Drought Readiness Council.
- In conjunction with the USDA, may provide analysis of the impact of the drought upon agriculture.
- Coordinates with the USDA on emergency drought relief for agricultural users.

Oregon Department of Energy

- Participates in the Drought Readiness Council.
- Monitors and provides estimates of the impact of the drought on electric power generation capability and expected power supplies.

Oregon Department of Environmental Quality

- Participates in the Drought Readiness Council.
- May provide information on potential water quality impacts.
- In conjunction with the Department of Fish and Wildlife, may make yearly operational recommendations regarding reservoir releases for instream flow purposes.
- Monitors and advises on actions to reduce pollutant discharges into streams, lakes, and estuaries.
- Contact and track communications with National Pollutant Discharge Elimination System (NPDES) permittees in areas with declared drought emergencies and in areas affected by low flow conditions.

Oregon Department of Fish and Wildlife

- Participates in the Drought Readiness Council.
- Adjusts fishing opportunities to prevent “wasting” of game fish.
 - Liberalize fishery for a limited period.
 - Adjust the timing or location of hatchery fish stocking.
 - Selective fishing and hunting restrictions and changes.
 - Restrict access for fishing and hunting related to wildlife concerns.
- Take advantage of drought outcomes to manage invasive species.
 - Conduct eradication actions for invasive species.
 - Recommend to land managers that native plants be actively used to rehabilitate habitat after wildfires.
- Educate the public about actions they can take to reduce drought-related impacts on fish, wildlife and their habitat.
 - Distribute advisories and work with media to inform public on risks, voluntary actions, and management changes that are applicable during drought.
- As resources allow, provide feed and water at strategic points for wildlife.
- Attempt to minimize wildlife-human conflicts as wildlife move to areas with water and food.

Oregon Department of Forestry

- Participates in the Drought Readiness Council.
- Provides information on forest fuel moisture levels, wildfire activity, and prescribed fire activity.

- Provides estimates on expected wildfire risk for the current year.
- Provides information to forest landowners on conditions that warrant limiting access.
- Maintains up-to-date lists of potable water vendors and transporters.

Oregon Department of State Lands

- If warranted, provide emergency authorizations for removal or fills within rivers and streams for such activities as “push-up dams” or excavation to allow free flow of water.

Oregon Governor’s Office

- Acts as a liaison to the Drought Readiness Council.
- May act as a convening body during severe drought situations.
- Drafts executive order declarations for Governor’s consideration.

Oregon Health Authority (Drinking Water Program)

- Participates in the Drought Readiness Council.
- Provides technical guidance on the disinfection of emergency water containers and transport equipment as well as emergency treatment of water.
- Provides, in coordination with the Water Resources Department, information on drought-related impacts to any public water supplies.
- Provides information on best practices for water hauling from one public water system to another.

Oregon Infrastructure Finance Authority

- Provides information to business and industry on federal and state loan programs that may become available.
- Coordinates with funding agencies to deliver infrastructure financing to local communities.
- Provides financing for planning and technical assistance to improve water system efficiency and resilience to drought.
- Provides design and construction financing to improve water, sewer, and storm water system infrastructure.

Oregon Office of Emergency Management

- Co-chairs the Drought Readiness Council and maintains coordination with the Water Supply Availability Committee.
- Receives requests from local governments for emergency assistance under ORS 401.
- Advises the Governor and drafts state emergency declarations under ORS 401.
- Advises the Governor and drafts requests for a Presidential declaration.

- If necessary, coordinates and administers services related to a Presidential declaration.

Oregon Water Resources Department

- Chairs the Water Supply Availability Committee and co-chairs the Drought Readiness Council.
- Receives requests from local governments for drought assistance under ORS 536.
- Advises the Governor and coordinates state drought declarations under ORS 536.
- Administers the distribution of water and enforces the prior appropriation system of water rights.
- Protects the interest of the State relative to instream flows for fish and wildlife, recreation, or water quality needs.
- Provides, in conjunction with U.S. Geological Survey, the Natural Resources Conservation Service, National Weather Service, Northwest River Forecast Center, State Climatologist, and other state and local agencies, information on the drought, its expected severity, and its potential impact on water users.
- May assist individual water users in analyzing their water supply situation and identifying alternate water sources.
- Monitors groundwater conditions and estimate the effects of the drought on groundwater and related water users; provide technical assistance to groundwater users.
- Expedites the issuance of temporary water use applications pursuant to OAR 690-019.
- Assists in water curtailment and conservation planning and may require water curtailment and/or conservation plans, as necessary.
- Maintains a dedicated website to disseminate information on drought conditions, available resources, and other relevant information.

Communications

The Oregon Water Resources Department will be the lead state agency for coordinating and communicating information regarding water supply shortages. This includes providing information to the public and the news media, as well as tribal governments and local jurisdictions for assessing drought impacts in their communities. Much of this information will be disseminated through the Water Resources Department website.

However, many federal partners also play an important communication role, providing much of the technical data and information regarding seasonal forecasts and various water supply outlooks.

Other state agencies will also contribute information or guidance, such as the Oregon Department of Fish and Wildlife, Oregon Parks and Recreation Department, Oregon State Marine Board, and the Oregon Department of Forestry. These agencies, for example, will inform the public of any fishing restrictions, parks-related closures or operational changes, boater and recreational access to

waterbodies, and any fire-related restrictions, closures, or general information. State agencies will develop or routinely update their communications plan to help prepare for and alleviate drought-related risks.

Data, Water Right Tools, & Federal Assistance

When considering the need for drought-related assistance, local and tribal governments can rely on a number of informational resources to make this determination. Those resources are noted below.

⇒ Local government assistance:	OWRD, OEM, DRC
⇒ Drought conditions:	OWRD, WSAC
⇒ Snowpack:	NRCS
⇒ Streamflows and groundwater levels:	OWRD, USGS
⇒ Reservoir storage:	USBOR, USACE, NRCS, local operators
⇒ Weather observations or forecasts:	ODF, NWS, OCCRI
⇒ Soil moisture levels:	NRCS, ODF
⇒ Forest fire risk:	ODF, USFS, USBLM
⇒ Drinking water supplies:	PUC, USACE, OHA, local water utilities
⇒ Agricultural drought impacts:	ODA, USDA, local irrigation districts
⇒ Fish and wildlife habitat impacts:	ODFW, USFWS
⇒ Water quality:	ODEQ, USGS, OHA
⇒ Recreation impacts:	OPRD, Travel Oregon, OSMB, USACE
⇒ Socio-economic impacts:	OHA, ODHS, Business Oregon
⇒ Power production impacts:	NWPCC, PUC, ODOE

Drought Permits & Water Right Transfer Options

Oregon Administrative Rule Chapter 690-019 provides mitigation activities appropriate during extraordinary drought situations. These rules were developed to mitigate problems which may develop during years when water supplies are inadequate.

A state-issued drought declaration allows the Water Resources Department to offer certain temporary tools to existing water right holders in a drought-declared county. These tools are available through an expedited review process, reduced fee schedule, and are intended to be short-term authorizations, not long-term solutions to deal with frequent or recurring water supply shortages. These emergency tools include:

⇒ Temporary Drought Permits:

An approved drought permit allows a water user to temporarily replace water not available under an existing water right. The most common drought permit allows the use of groundwater as an alternative to an existing surface water right.

⇒ Temporary Transfers:

A water user can apply to change the type of use, place of use, or the location of the diversion under an existing water right.

⇒ Temporary Instream Leases:

Once approved, a water user can convert all or a portion of a water right to an instream use for a period of one year or the term of the drought declaration, whichever is shorter.

⇒ Temporary Substitutions:

Any person holding both a primary water right originating from a surface water source and a supplemental right from a groundwater source may apply to temporarily use the supplemental right instead.

⇒ Special Option Agreements:

A water-right holder can enter into an agreement that authorizes the use of water at locations, from points of diversion, and for uses other than those described in the water right. Typically, the agreement remains in place until terminated by the parties, and provides additional water-supply options in times of drought.

⇒ Temporary Exchange of Water:

The Water Resources Commission has authority to approve a temporary exchange of existing rights, such as using stored-water instead of a direct-flow surface-water right.

⇒ Human Consumption or Stock Water Use Preference:

The Water Resources Commission has authority to grant a temporary preference to water rights for human consumption and/or stock watering uses. The Water Resources Commission must approve temporary administrative rules instituting the preference.

Federal Assistance Programs

Several emergency drought programs exist at the federal level. Programs for farming and ranching operations are administered by the U.S. Department of Agriculture through the Farm Service Agency, USDA Rural Development, and the Natural Resources Conservation Service. The U.S. Small Business Administration provides loans to businesses, including non-profit organizations. The U.S. Bureau of Reclamation also offers grants for drought resiliency planning and project implementation. Links to those programs can be found in the following section.

Online Resources

Drought Conditions & Forecast Information

- ⇒ NRCS Water Supply Forecasts:
<http://www.wcc.nrcs.usda.gov/wsf/>

- ⇒ NRCS Oregon Surface Water Supply Index:
<http://www.nrcs.usda.gov/wps/portal/nrcs/detail/or/snow/waterproducts/?cid=stelprdb1244919>

- ⇒ NWS Northwest River Forecast Center:
<http://www.nwrfc.noaa.gov/ws/index.html?version=20150727v1>

- ⇒ NWS Long-range Forecasts (temperature and precipitation):
http://www.cpc.ncep.noaa.gov/products/predictions/long_range/seasonal.php?lead=3

- ⇒ U.S. Drought Monitor:
<http://droughtmonitor.unl.edu/Home/StateDroughtMonitor.aspx?OR>

- ⇒ U.S. Geological Survey's WaterWatch (real-time streamflow comparisons):
http://waterwatch.usgs.gov/index.php?r=or&id=ww_current

- ⇒ U.S. Seasonal Drought Outlook (Climate Prediction Center):
http://www.cpc.ncep.noaa.gov/products/expert_assessment/sdo_summary.php

Drought Permitting & Transfer Resources

- ⇒ Drought Mitigation Rules (Division 19):
http://www.oregon.gov/owrd/law/docs/law/oar_690_019.pdf

- ⇒ Drought Application Forms:
http://www.oregon.gov/owrd/Pages/wr/drought_assistance.aspx

Drought Planning

- ⇒ EPA's Incident Annex Checklist for Water and Wastewater Utilities (June 2015):
http://www.epa.gov/sites/production/files/2015-06/documents/drought_0.pdf

- ⇒ NIDIS National Drought Mitigation Center:
<http://drought.unl.edu/>

- ⇒ OWRD Water Management & Conservation Planning (Division 86):
http://arcweb.sos.state.or.us/pages/rules/oars_600/oar_690/690_086.html
- ⇒ OWRD Guidebook for Water Management and Conservation Planning (March 2015):
http://www.oregon.gov/owrd/docs/wmcp_guidebook.pdf
- ⇒ OWRD Model Curtailment Guidance (February 2005):
http://www.oregon.gov/owrd/wr/docs/model_curtailment_ord.pdf

Federal Assistance

- ⇒ Bureau of Reclamation:
<http://www.usbr.gov/drought/>
- ⇒ Farm Service Agency (USDA):
<http://www.fsa.usda.gov/programs-and-services/disaster-assistance-program/index>
- ⇒ Natural Resources Conservation Service (USDA):
<http://www.nrcs.usda.gov/wps/portal/nrcs/detail/mt/home/?cid=nrcseprd334210>
- ⇒ Risk Management Agency (USDA):
<http://www.rma.usda.gov/news/currentissues/drought/>
- ⇒ Small Business Administration:
<https://www.sba.gov/content/drought-disaster-assistance>

Other Online Resources

- ⇒ OWRD Water Well Handbook (June 2015):
http://www.oregon.gov/owrd/pubs/docs/Well_Water_Handbook.pdf
- ⇒ OWRD Groundwater Resources for Landowners (e.g. locate a well driller):
http://www.oregon.gov/owrd/Pages/GW/landowner_resources.aspx
- ⇒ OWRD Drought Website:
<http://www.oregon.gov/owrd/Pages/wr/drought.aspx>
- ⇒ Oregon Emergency Response System (OERS):
http://www.oregon.gov/omd/oem/pages/tech_resp/oers.aspx

⇒ OEM Emergency Operations Plan:

http://www.oregon.gov/OMD/OEM/Pages/plans_train/EOP.aspx

⇒ OHA Drought and Health:

<http://public.health.oregon.gov/Preparedness/Prepare/Pages/PrepareForDrought.aspx>

2

IA 2 – Earthquake

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IA 2 Tasked Agencies	
Primary Agencies	Oregon Emergency Management
Supporting Agencies	Department of Geology and Mineral Industries Oregon Department of Transportation Building Codes Division Water Resources Department Oregon Health Division Oregon Military Department Department of Administrative Services Department of Environmental Quality
Adjunct Agencies	American Red Cross Salvation Army Civil Air Patrol Oregon Voluntary Organizations Active in Disaster

1 Purpose

- The purpose of this annex is to provide a framework for the coordination of state resources to help ensure the safety of life and property following a catastrophic earthquake.
- This annex identifies the major response and recovery activities undertaken by the listed state and adjunct agencies in response to a catastrophic earthquake.
- More specific information on Cascadia Subduction Zone catastrophic earthquake response can be found in the State of Oregon Cascadia Subduction Zone Catastrophic Earthquake and Tsunami Operations Plan
 - More specific information on earthquakes as a hazard in Oregon can be found in the Natural Hazards Mitigation Plan located at: <http://csc.uoregon.edu/opdr/stateplan>

2 Policies

- Activation
 - Procedures in this annex will be implemented as outlined in the Oregon Emergency Operations Plan, Basic Plan.
 - Procedures in this annex may be automatically implemented under the following conditions:

IA 2. Earthquake

- When determined necessary by OEM and the Department of Geology and Mineral Industries.
- When any area in Oregon experiences a damaging earthquake, usually a magnitude of 5.0 or greater.
- This annex identifies the major response and recovery activities undertaken by state and adjunct agencies in response to a catastrophic earthquake.

3 Situation and Assumptions

3.1 Considerations

- Oregon is considered a state that is high-risk for earthquakes.
- Three main natural hazards occur as a result of earthquake: ground shaking, liquefaction and earthquake-induced landslides.
- The severity of the associated hazards is dependent upon several factors, including: slope conditions; proximity to the fault; earthquake magnitude; the type of earthquake.
- Ground shaking is the motion or a seismic wave felt on the earth's surface, and is the primary cause of resulting damage.
- Coast areas could be subject to tsunamis immediately following an earthquake. The Tsunami Annex for the State of Oregon is a separate annex.
- Technical hazards occur with earthquakes. Specifically, fires and hazardous material spills.
- Damage caused to buildings and infrastructure varies, depending on the nature of the ground beneath the structure; building construction and age. Unreinforced masonry buildings are among the most susceptible to severe damage. Wood structures tend to withstand earthquakes better than brick or unreinforced masonry buildings.

3.2 Planning Assumptions

- This plan assumes an earthquake that is considered major (measuring 7.0 or greater magnitude).
- Earthquakes occur without warning and could cause significant damage, injury, loss of property and loss of life.

IA 2. Earthquake

- Earthquakes can trigger a number of other events, such as tsunamis, landslides, hazardous material releases and spills, and conflagration fires.
- Public utilities and private infrastructure (such as power, water, sewer, natural gas networks, phone lines and towers) may be damaged and unusable immediately following an earthquake.
- Roads, bridges and highways may become impassible following a significant seismic event.
- Oregon citizens may be without food, water, shelter, heat, sanitary facilities and transportation for extended periods of time.
- Immediate evacuation of coastal communities may be necessary in the case of a tsunami.
- Areas outside of the disaster area may become overwhelmed by influx of displaced citizens who need alternate housing or shelter because of damaged communities.
- Public safety resources (including personnel) may suffer damage, injury or death causing a shortage of resources to assist with response and recovery efforts.

4 Concept of Operations

- In accordance with the EOP for the State of Oregon, the Emergency Coordination Center (ECC) will be fully activated.
- Tasking priorities for state resources will be determined in conjunction with local officials and approved by the State ECC.
- OEM will have the lead on coordination of resources requested from local officials.
- Requested equipment, materials, supplies and personnel will be secured through State resources and/or mutual aid agreements, or purchasing.
- State supporting agencies will respond to the ECC as required to provide response and recovery resources to local governments upon assignment from the ECC Operations Officer.

5 Roles and Responsibilities**5.1 Primary Agency: Oregon Emergency Management**

- Activation and setup of the ECC in accordance with the state EOP;

IA 2. Earthquake

- Determine the nature and scope of the disaster/emergency and provide ongoing assessment of identifiable resources needed;
- Establish and maintain contact with Support and Adjunct agencies;
- Establish and maintain contact with county emergency managers or other local officials;
- Coordinate an integrated State effort to provide assistance to the affected area(s);
- Provide situation reports to the Governor’s Advisory Council or designated representatives;
- Present coordinated and accurate information to the public via the State’s Public Information Officer (PIO);
- Serve as liaison between County and State; and State and the Federal Emergency Management Agency (FEMA).

5.2 Supporting Agencies

- Oregon Department of Geology and Mineral Industries (DOGAMI)
- Oregon Department of Transportation (ODOT)
- Building Codes Division
- Water Resources Division (WRD)
- Department of Human Services / Public Health (DHS)
- Oregon Military Department (OMD)
- Department of Administrative Services (DAS)
- Department of Environmental Quality (DEQ)

5.3 Adjunct Agencies

- American Red Cross (ARC)
- The Salvation Army
- Civil Air Patrol
- Oregon Voluntary Organizations Active in Disaster (ORVOAD)

NOTE: Responsibility details for State agencies can be found in the Roles & Responsibilities (ESF) section of the State of Oregon Emergency Operations Plan

(EOP). Additionally, details for state response are outlined in the State of Oregon Cascadia Subduction Zone Catastrophic Earthquake and Tsunami Operations Plan

6 Hazard Specific Information – Earthquake

6.1 Definition

An earthquake is a sudden motion of the ground that may cause its rupture, shaking, and failure. Earthquakes are driven by geologic processes that produce stresses in the earth.

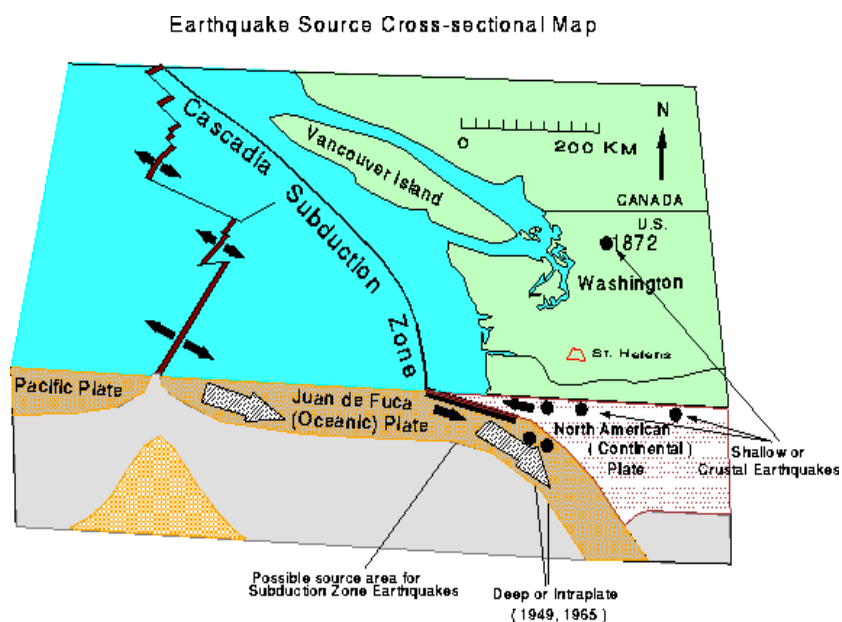
In the Pacific Northwest, oceanic crust is being pushed beneath (subducted) the North American continent along a major boundary parallel to the coast of Washington and Oregon. The Cascadia Subduction Zone, lies about 50 miles offshore and extends from the middle of Vancouver Island in British Columbia past Washington and Oregon to northern California. The subduction of the Juan de Fuca plate beneath the North America plate is believed to directly or indirectly cause most of the earthquakes and geologic features in Oregon.

Figure 1 Major Tectonic Plates in the Pacific Northwest

There are three main plate tectonic environments: extensional, transformational, and compressional. Plate boundaries in different localities are subject to different inter-plate stresses, producing three types of earthquakes:

shallow, deep, and subduction. Each type has its own special hazards.

An earthquake is a sudden movement of the Earth, caused by the abrupt release of strain that has accumulated over a long time. Sometimes the movement is gradual. At other times, the plates are locked together, unable to release the accumulating energy. When the accumulated energy grows strong enough, the plates break free. If the earthquake occurs near populated areas, it may cause many deaths and injuries, and extensive property damage.



IA 2. Earthquake

Oregon is affected by the Cascadia Subduction Zone where the Juan de Fuca plate slides underneath the North American plate. While earthquakes along this zone occur infrequently, plate movement can produce major earthquakes. In addition, Western Oregon is underlain by a large and complex system of faults that can produce damaging earthquakes; these smaller faults produce lower magnitude events, but their ground shaking can be strong and damage can be great to structures nearby.

Earthquakes can trigger other geologic and soils failures that contribute to damage. While surface fault rupture can produce damage to facilities and infrastructure astride the fault, losses from this are minor compared to those resulting from strong ground shaking and associated ground failures. These include landslides and slope failures, lateral spreading and slumping, and liquefaction.

6.2 Frequency

Historically, many earthquakes have occurred in the subducting Juan de Fuca plate deep beneath Puget Sound and at shallow depths in many places in Washington, Oregon, and British Columbia in the overlying North America plate. It is reasonable to expect future earthquakes in these areas to have magnitudes comparable to the magnitudes of past earthquakes. The biggest historical earthquakes include the shallow magnitude 7.4 earthquake in the North Cascades in 1872 and the deep magnitude 7.1 earthquake in the southern Puget Sound area in 1949. Therefore, even without the occurrence of great subduction-style earthquakes in the Pacific Northwest, Oregon is still earthquake country.

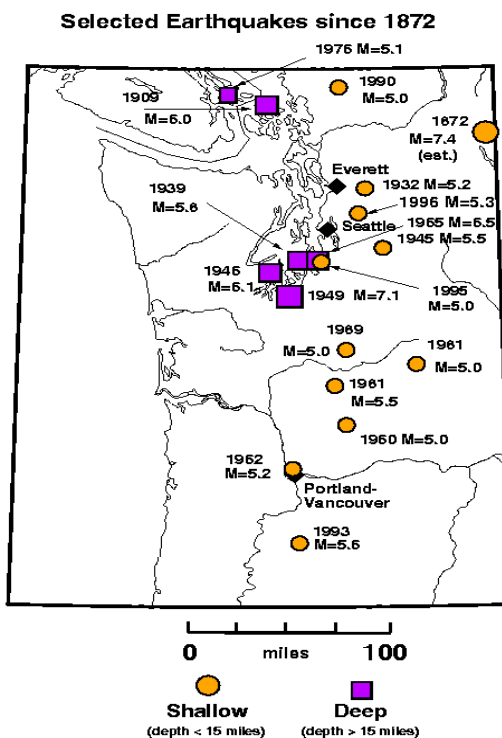
6.2.1 Deep Earthquakes

The two most recent damaging earthquakes in Washington, in 1965 (magnitude 6.5, located between Seattle and Tacoma), and in 1949 (magnitude 7.1, near Olympia), were roughly 40 miles deep and were in the oceanic plate. Both earthquakes caused serious damage, and were felt as far away as Montana. No aftershocks were felt. Other sizable events which were probably deep occurred in 1882, 1909, and 1939.

6.2.2 Shallow Earthquakes

The largest historic earthquake in Washington or Oregon occurred in 1872 in the North Cascades. This earthquake had an estimated magnitude of 7.4 and was followed by many aftershocks. It was probably at a depth of 10 miles or less within the continental crust. In 1993, a magnitude 5.6 earthquake in the Willamette Valley caused \$28 million in damages (including damage to the Oregon State Capitol in Salem), and a pair of earthquakes near Klamath Falls, OR (magnitudes 5.9 and 6.0) caused two fatalities and \$7 million in damages. Many other crustal sources in Washington and Oregon could also produce damaging earthquakes. Recent studies have found geologic evidence for large shallow earthquakes 1,100 years ago within the central Puget Basin.

Figure 2 History of Recent Earthquakes in the Puget Sound



6.2.3 Subduction Zone Earthquakes

Although no large earthquakes have happened along the offshore Cascadia subduction zone since our historic records began in 1790, similar subduction zones worldwide do produce "great" earthquakes - magnitude 8 or larger. These occur because the oceanic crust "sticks" as it is being pushed beneath the continent, rather than sliding smoothly. Over hundreds of years, large stresses build which are released suddenly in great earthquakes. Such earthquakes typically have a minute or more of strong ground shaking, and are quickly followed by damaging tsunamis and numerous large aftershocks. The Alaskan earthquake of 1964 was a great subduction zone earthquake. Geologic evidence shows that the Cascadia subduction zone has also generated great earthquakes, and that the most recent one was about 300 years ago. Large earthquakes also occur at the southern end of the Cascadia subduction zone (in northern California near the Oregon border) where it meets the San Andreas Fault system; including a magnitude 7.1 earthquake in 1992, and a magnitude 6.8 (estimated) earthquake in 1873.

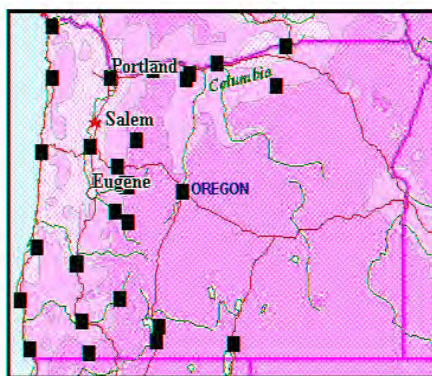
Geologic research in the last few years has shown that Oregon and Washington have probably been shaken by numerous subduction zone earthquakes during the last several thousand years. They were probably centered just off the coast of Oregon and Washington and may have been as large as magnitude 8 to magnitude 9. Such earthquakes would cause significant shaking and damage in much of western Oregon. These earthquakes occur, on average, every 300-600 years, but

scientists cannot predict whether the next such event might occur in two years or 200 years.

6.3 Territory at Risk

Local earthquakes are most common in the Portland metropolitan area, northern Willamette Valley, and Klamath Falls area and may threaten the coast from Coos Bay south to Brookings. We simply do not know about the risk of local earthquakes in most other parts of Oregon. All of Oregon west of the Cascades is at risk from subduction-zone earthquakes. The amount of earthquake damage at any place will depend on its distance from the epicenter, local soil conditions, and types of construction.

Figure 3 Location of Most Significant Earthquakes in Oregon



6.4 Effects

Earthquakes may range in intensity from slight tremors to great shocks and may last from a few seconds to as long as five minutes. They can come as a series of tremors over a period of several days.

The actual movement of the ground in an earthquake is seldom the direct cause of injury or death. Most casualties result from falling objects and debris as the shocks shake, damage or demolish buildings and other structures. Severe earthquakes destroy power and telephone lines and gas, sewer or water mains, which, in turn, may set off fires or trigger hazardous material incidents. Earthquakes may also cause landslides, dam failures and seismic sea waves (tsunamis).

6.5 Predictability

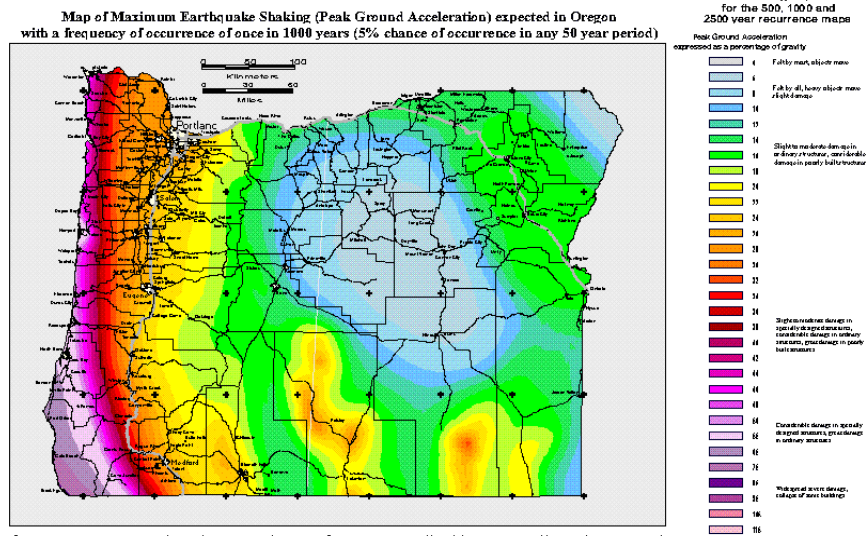
Although scientists have tried for decades to predict earthquakes, no one has discovered a method which can be applied with regular success. For some areas with well-understood patterns of seismicity, it may be possible to forecast decades-long time windows when large earthquakes are likely to occur. However, the Pacific Northwest has only been monitored for a couple of decades; not long enough to allow us to see what patterns, if any, exist here. Seismologists are still trying to understand what types of earthquakes are possible here, and what kind of

IA 2. Earthquake

shaking we will experience from future earthquakes (depending on the earthquake location and size, and the site geology and topography).

Earthquake hazards can be reduced by advance preparation; such as coordinating emergency communications and activities across jurisdictional lines, preparing personal emergency plans, and considering seismic hazards in land use plans, building codes, and planning for medical, utility, and emergency facilities.

Figure 4 Earthquake Hazard Map for Oregon



from: GMS-100, Earthquake Hazard Maps for Oregon, edited by I.P. Madin and M.A. Mabey
Complete publication available from:
Nature of the Northwest Information Center
800 NE Oregon Street Suite 177
Portland, OR 97232

7 Supporting Documents

- State of Oregon Cascadia Subduction Zone Catastrophic Earthquake and Tsunami Operations Plan

8 Appendices

None at this time.

3

IA 3 – Flood (including Dam/Levee Failure)

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IA 3 Tasked Agencies	
Primary Agencies	Oregon Emergency Management
Supporting Agencies	Department of Geology and Mineral Industries Oregon Department of Transportation Building Codes Division Water Resources Department Oregon Health Division Oregon Military Department Department of Administrative Services Department of Environmental Quality
Adjunct Agencies	American Red Cross The Salvation Army Civil Air Patrol Oregon Voluntary Organizations Active in Disaster (OrVOAD)

1 Purpose

- The purpose of this annex is to provide a framework for the coordination of state resources to help ensure the safety of life and property following a major flood event.
- This annex identifies the major response and recovery activities undertaken by the listed state and adjunct agencies in response to a flood event.
- More specific information on floods as a hazard in Oregon can be found in the Natural Hazards Mitigation Plan located at:
<http://opdr.uoregon.edu/stateplan/part3>

2 Policies

- Activation
 - Procedures in this annex will be implemented as outlined in the Oregon Emergency Operations Plan, Basic Plan.
 - Procedures in this annex may be automatically implemented under the following conditions by appropriate OEM managers:
 - ≡ Severe Weather watches or warnings issued by the National Weather Service that could bring flooding.
 - ≡ When reports come in of a dam failure or threat of failure. (Dam observers will be activated when a predetermined level in streams and rain gauges is

IA 3. Flood (including Dam/Levee Failure)

reached. Emergency warning and evacuation procedures are prescribed in the appropriate dam emergency plans and local plans.)

≡ During a flooding incident

≡ As directed by OEM Director

3 Situation and Assumptions

■ Considerations

- All counties in Oregon can be affected by flooding.
- There may be little or no advanced warning that flooding is eminent.
- Flooding is the disaster that occurs most frequently and causes the greatest amount in aggregate dollar losses in Oregon.

■ Planning Assumptions

- This plan assumes a hazardous flooding event has occurred or is occurring.
- Information pertaining to weather changes or systems that could result in flooding will continue to be available.
- Local resources may be rendered useless or severely degraded as the result of a flood.
- Public utilities and private infrastructure (such as power, water, sewer, natural gas networks, phone lines and towers) may be damaged and unusable during a flood.
- Roads, bridges and highways may become impassible during and following a flood event.
- Large numbers of flood evacuees requiring mass care are possible.
- Flood-related hazmat spills are common and pose an eminent threat to public safety.
- Widespread contamination of potable water supplies may occur as a result of flooding.
- Waste water and/or sewer system breaches by flood waters will create toxic environmental and public health hazards.
- Debris removal will be required to facilitate response and recovery efforts.

IA 3. Flood (including Dam/Levee Failure)

- Recovery of pets and livestock may be required. Additionally, retrieval and disposal of animal carcasses may be required to ensure both public and animal health.
- Public safety resources (including personnel) may suffer damage, injury or death causing a shortage of resources to assist with response and recovery efforts.
- Health care facilities may be impacted by damage, potentially limiting the number of hospital beds and supplies that are available immediately following a severe flood.
- The number of health care professionals available may also be limited in the aftermath of a flood because some professionals may be isolated from their work places, as well as among the dead and injured.
- The first few hours following a flood are critical in saving the lives of people trapped in vehicles, trees, atop structures, etc. Therefore, the use of local resources during the initial response period will be essential until State and Federal support is available.
- It may be several hours before personnel and equipment can be mobilized and initial teams deployed to affected areas. Therefore, State and local resources will be relied upon heavily in the period immediately following the flood.
- Following a flood, the affected area may be isolated from surrounding areas. Therefore, planning and coordination among communities in the affected area is essential for effective emergency response.

4 Concept of Operations

- In accordance with the Emergency Operations Plan for the State of Oregon, the Emergency Coordination Center (ECC) may be fully activated.
- Emergency responsibilities assigned to State agencies for flood response parallel those other disaster operations. All agencies will utilize the Incident Command System and National Incident Management System structure to exercise command and control during incident operations.
- Oregon Emergency Management will have the lead on coordination of resources requested from local officials.

IA 3. Flood (including Dam/Levee Failure)

- Requested equipment, materials, supplies and personnel will be secured through State resources and/or mutual aid agreements, or purchasing.
- State supporting agencies will respond to the ECC as required to provide response and recovery resources to local governments upon assignment from the ECC Operations Officer.
- Emergency operations will begin with the occurrence of a damaging flood and continue until no longer required.
- Operations and missions required as a result of a flood will be carried out during the response and recovery phases.

- The Response Phase

The Response Phase occurs prior to, or in the event of a dam failure immediately after, from the onset of the flood and lasts until lifeline systems are at least partially restored. During this phase, functions which are critical to lifesaving, protection of the populace, meeting basic human needs, securing critical infrastructure, and safeguarding State records are performed.

- The Recovery Phase

There are usually no clear distinctions between when the Response Phase ends and the Recovery Phase begins. There is typically a time period after the flood in which both phases are in effect simultaneously. The Recovery Phase begins a few days after the flood and can last two years or longer.

During this phase, the Federal government provides disaster relief upon Presidential Disaster Declaration. Functions during this phase include Federal relief under The Stafford Act (PL 93-288) for public and individual assistance, establishment of Disaster Assistance Centers, establishment of temporary housing facilities, and federal disaster loans and grants.

- Long-term Recovery includes restoration of affected areas to their pre-flood condition. Includes: federal disaster loans and grants, and potential mitigation projects.

5 Roles and Responsibilities

5.1 Primary Agency: Oregon Emergency Management

- Activation and setup of the ECC in accordance with the state Emergency Operations Plan (EOP);

IA 3. Flood (including Dam/Levee Failure)

- Determine the nature and scope of the disaster/emergency and provide ongoing assessment of identifiable resources needed;
- Establish and maintain contact with FEMA Region X, State Support and Adjunct agencies;
- Establish and maintain contact with county emergency managers or other local officials;
- Coordinate an integrated State effort to provide assistance to the affected area(s);
- Provide situation reports to the Governor’s Advisory Council or designated representatives;
- Present coordinated and accurate information to the public via the OEMs Public Information Officer (PIO);
- Coordinating the acquisition and distribution of resources to support response.
- Coordinate with the Federal government on supplemental disaster assistance necessary to preserve life and property, and on recovery assistance.
- Activating, if necessary, the Emergency Management Assistance Compact (EMAC) for interstate assistance.

5.2 Supporting Agencies

- Oregon Department of Transportation (ODOT)
- Building Codes Division, DCBS
- Water Resources Division (WRD)
- Department of Human Services / Public Health (DHS)
- Oregon Military Department (OMD)
- Department of Administrative Services (DAS)
- Department of Environmental Quality (DEQ)

5.3 Adjunct Agencies

- American Red Cross (ARC)
- The Salvation Army
- Civil Air Patrol

- Oregon Voluntary Organizations Active in Disaster (ORVOAD)

NOTE: Responsibility details for State agencies can be found in the Roles & Responsibilities (ESF) section of the updated State of Oregon Emergency Operations Plan (EOP).

6 Hazard Specific Information – Flood

6.1 Definition

A flood is an overbank flow of rivers and streams or a shoreline inundation along lakes and coasts. Floods are the most common and widespread of all natural hazards in Oregon. Flooding typically results from large-scale weather systems generating prolonged rainfall or on-shore winds. Other sources of flooding include locally intense thunderstorms, snowmelt, ice jams, and dam failures. Depending on its speed of onset and areas affected, several types of flood can be identified.

Floods are a common and widespread natural hazard in Oregon. The National Flood Insurance Program reports that 256 communities in Oregon are prone to flooding, including all 36 counties. Flooding typically results from large-scale weather systems generating prolonged rainfall and from “rain on snow” events that cause large amounts of snowmelt.

In Oregon, these conditions are most common from October through April when storms from the Pacific Ocean bring intense rainfall. Flooding can be aggravated when streams are altered by human activity, such as through channelization of streams or loss of wetlands. Many types of flood hazards exist in Oregon, including riverine floods, flash floods (resulting from locally intense thunderstorms, ice jams and dam failures), coastal floods, shallow area and urban flooding and playa flooding. Flood hazards can cause severe property damage and loss of life.

6.1.1 Flash Flood

Flash floods can result in raging waters in matter of minutes. Even very small streams that may appear harmless in dry weather can flood. Flash floods, which are characterized by rapid on-set and high velocity waters, carry large amounts of debris.

Several factors contribute to flash flooding. The two key elements are rainfall intensity and duration. Topography, soil conditions, and ground cover also play an important role. Flash floods occur within a few minutes or hours of excessive rainfall, a dam or levee failure, or a sudden release of water held by an ice jam. Most flash flooding is caused by slow-moving thunderstorms, thunderstorms repeatedly moving over the same area, or heavy rains.

Occasionally, floating debris or ice can accumulate at a natural or man-made obstruction and restrict the flow of water. Water held back by the ice jam or

IA 3. Flood (including Dam/Levee Failure)

debris dam can cause flooding upstream. Subsequent flash flooding can occur downstream if the obstruction should suddenly release.

6.1.2 River Flood

Flooding along rivers is a natural and inevitable part of life. Some floods occur seasonally when winter or spring rains, coupled with melting snows, fill river basins with too much water, too quickly. Torrential rains can also produce river flooding. Flooding is a longer term event and may last a week or more.

6.1.3 Coastal Flood

Winds generated from tropical storms or intense offshore low pressure systems can drive ocean water inland and cause significant flooding. Escape routes can be cut off and blocked by high water. Coastal flooding can also be produced by sea waves called tsunamis, sometimes referred to as tidal waves. These waves are produced by earthquakes or volcanic activity.

6.1.4 Urban Flood

As land is converted from fields or woodlands to roads and parking lots, it loses its ability to absorb rainfall. Urbanization increases runoff 2 to 6 times over what would occur on natural terrain. During periods of urban flooding, streets can become swift moving rivers, while basements fill with water.

6.2 Effects

Floods are dangerous, life-threatening, and destructive. They can roll boulders, tear out trees, destroy buildings and bridges, and scour out new channels. Rapidly rising water can reach heights of 30 feet or more. Furthermore, flash flood-producing rains can also trigger catastrophic mud slides. A timely warning that these deadly, sudden floods are coming may not always be possible.

In addition to causing loss of life and property, floods can also have complex economic, social, and political impacts. Some of them result from the uneven distribution of risk of losses between public and private interests. Reduction of public expenditures in providing relief from private losses is one of the goals of the National Flood Insurance Program. This program is an analytically and politically interesting effort to intervene in the market to improve individual purchase of insurance.

The floods experienced in the past have heightened the awareness of the devastation and strife that flooding will impose upon society and the environment. They have also made us keenly aware that extreme events will continue to occur. Furthermore, structural modifications to the riverine environment and flood proofing of flood prone areas are not always viable solutions. Therefore, as society continues to experience population growth and people choose to live by the water, we have an ever increasing need to educate the public on flood-related hazards.

6.3 Territory at Risk

Oregon has 255 flood prone communities, i.e., counties and incorporated cities that are subject to inundation from a 100-year flood. There is a 1% chance in any given year that a flood of this magnitude will occur. Flood prone communities must adopt policies and ordinances that address this situation. They are also eligible to participate in the National Flood Insurance Program (NFIP). The maps below illustrate the Oregon watershed basins and subbasins.

6.4 Predictability

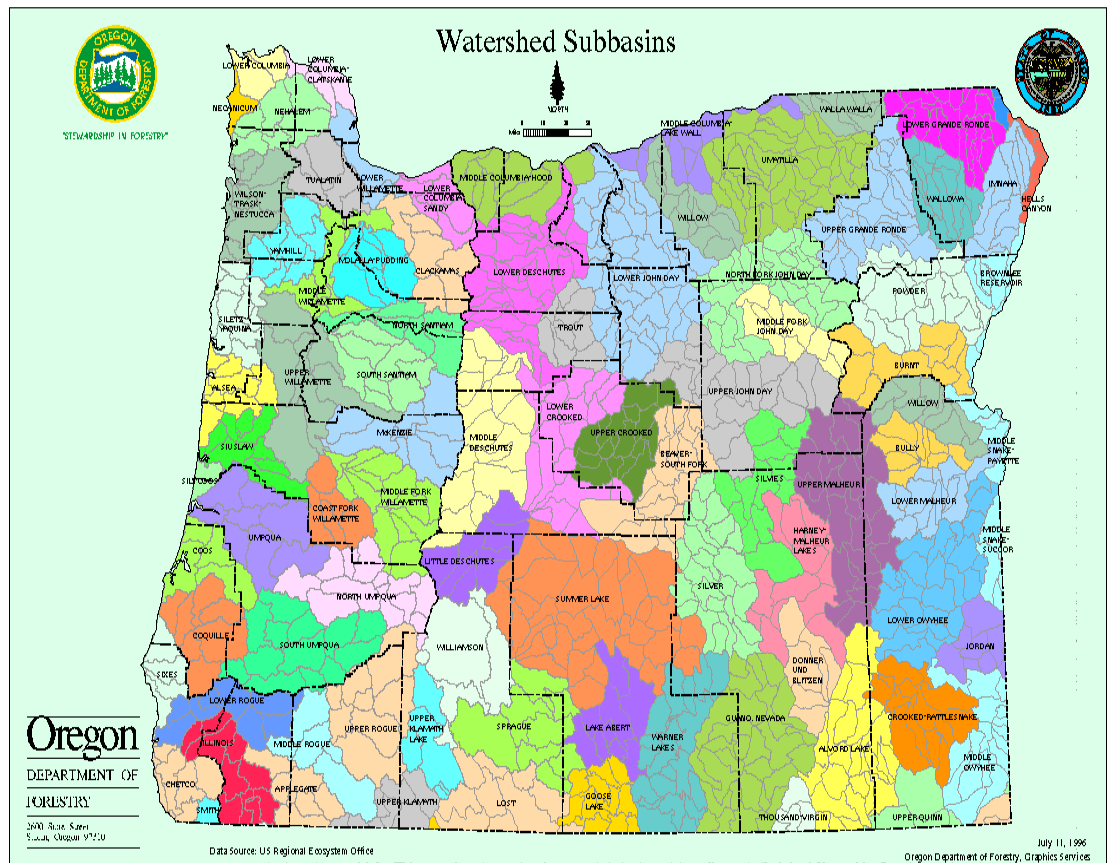
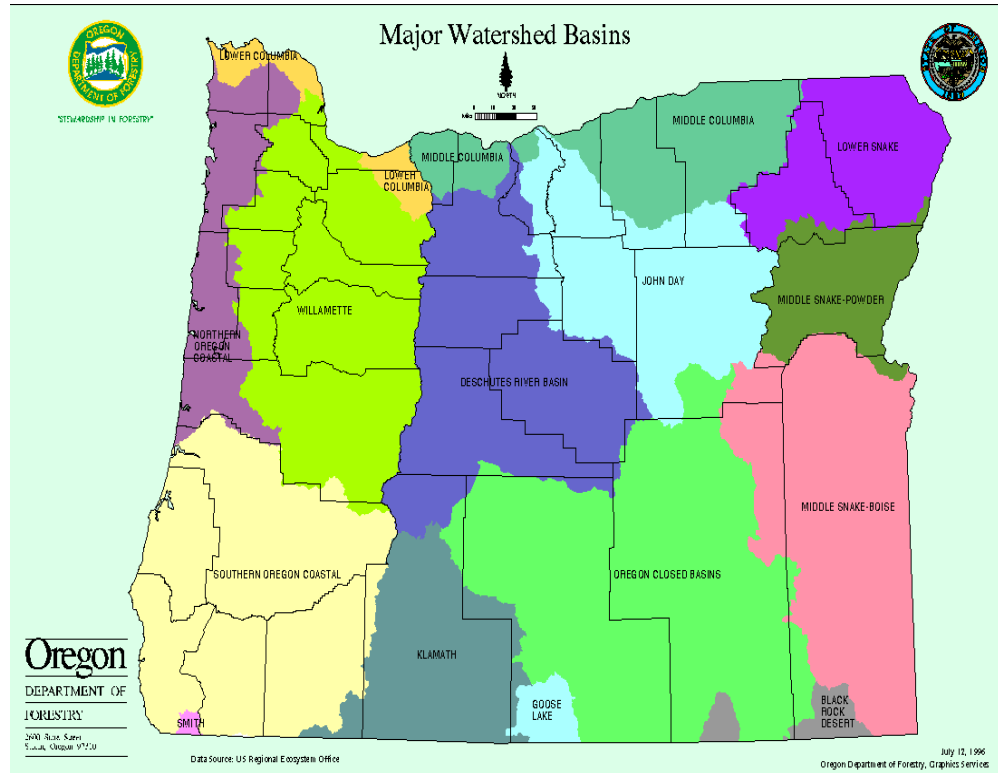
The National Weather Service (NWS) of the National Oceanic and Atmospheric Administration is the Federal agency in charge of weather forecasts and warnings for the Nation. NWS is also charged by law with the responsibility to issue forecasts and warnings of floods. Although many cities, counties, or other local flood-management agencies are involved in the operation of local flood-warning networks, the NWS, through its nationwide hydrologic-forecasting mandate, is the principal agency that uses nonstructural methods to decrease flood damage.

6.5 National Flood Insurance Program (NFIP)

The NFIP provides low cost flood insurance to residents of participating communities -- insurance that would otherwise be unavailable. This is an important function. For example, anyone wanting to erect a residential or business structure in an area subject to a 100-year flood, and finance the construction through a federal-backed lending institution, must purchase flood insurance for the lifetime of the mortgage. Also, federal disaster relief funds are limited and do not offer the coverage provided by low-cost flood insurance. The Federal Emergency Management Agency (FEMA) administers the National Flood Insurance Program.

IA 3. Flood (including Dam/Levee Failure)

Figure 1 Oregon Major Watershed Basins and Subbasins



7 Hazard Specific Information – Dam/Levee Failure

7.1 Definition

A dam failure is a collapse or failure of an impoundment that causes downstream flooding. While a dam is a barrier constructed for controlling the flow of water in a waterway, a levee is an embankment raised to prevent a river from overflowing.

7.2 Frequency

The geological history of the Pacific Northwest provides significant evidence of catastrophic flooding which resulted from breaches of natural dams. In recent history, there are over 50 manmade dams on record in Oregon that have failed either partially or completely, within the last 100 years. The probability that any given dam will fail is fairly remote. The chances of failure are increased by seismic activity in or near the actual structure.

7.3 Territory at Risk

The primary areas affected include the regions immediately downstream the dams. However some dams that hold large amounts of water can affect extensive areas, some of which are highly populated. With the large number of dams in Oregon, most of them located not far from populated areas, a large majority of Oregon's population is at some risk from the failure of a dam. The immediate threat to any community can be greatly increased by the nature of the breach. In a full breach, an entire community could be inundated, while a partial outflow could result in flooding only in the drainage basin and main floodplain.

Because Oregon is a recreational state with many tourist facilities located in and around many of the state's dams, a greater population could be at risk from a failure than is reflected in city population figures. Some of the prime summer recreation facilities are located in river basins where outflows from a dam failure would be constricted in narrow canyons and, therefore, be most devastating to those facilities and communities within the canyons or near their downstream openings.

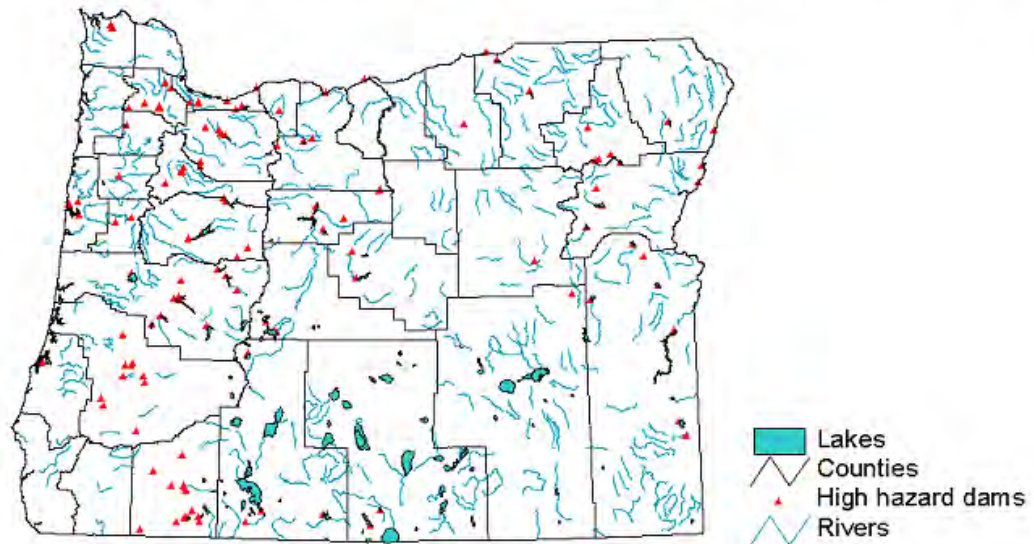
Following is a map that shows the location of all the dams in Oregon classified by U.S. Army Corps of Engineers as having a high hazard potential. In addition, some communities in Oregon are subject to a potential hazard caused by a failure of dams located outside Oregon, but close to the border.

7.4 Effects

A dam failure can result in loss of life and extensive property or natural resource damage for miles downstream from the dam. Failure of a dam does not always occur during flood events. It can result from misoperation, lack or improper maintenance or repair, vandalism, etc. Such failures are usually catastrophic because they occur unexpectedly with little or no time for evacuation.

Figure 2 Location of High Hazard Dams in Oregon

Oregon Dams - High Hazards



7.5 Predictability

Dam failures are usually easy to predict when the breach is caused by unfriendly weather conditions. The probability of a dam failing can be greatly reduced by following a regular schedule of inspections and maintenance to the structure.

8 Supporting Documents

None at this time.

9 Appendices

None at this time.

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IA 4 – Tsunami

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IA 4 Tasked Agencies	
Primary Agencies	Oregon Emergency Management
Supporting Agencies	Department of Geology and Mineral Industries Oregon Department of Transportation Building Codes Division Water Resources Department Oregon Health Division Oregon Military Department Department of Administrative Services Department of Environmental Quality
Adjunct Agencies	American Red Cross Salvation Army Civil Air Patrol Oregon Voluntary Organizations Active in Disaster

1 Purpose

- The purpose of this annex is to provide a framework for the coordination of state resources to help ensure the safety of life and property following a catastrophic tsunami.
- This annex identifies the major response and recovery activities undertaken by the listed state and adjunct agencies in response to a tsunami.
- More specific information on tsunamis as a hazard in Oregon can be found in the Natural Hazards Mitigation Plan located at:
- http://opdr.uoregon.edu/sites/opdr.uoregon.edu/files/OR-SNHMP_tsunami_chapter_2009_0.pdf

2 Policies

- Activation
 - Procedures in this annex will be implemented as outlined in the Oregon Emergency Operations Plan, Basic Plan.
 - Procedures in this annex may be automatically implemented under the following conditions:
 - ≡ When determined necessary by OEM and/or the Department of Geology and Mineral Industries (DOGAMI); or

≡ When the coastal regions of Oregon experience a tsunami which threatens life or property.

- This annex identifies the major response and recovery activities undertaken by state and adjunct agencies in response to a catastrophic earthquake.

3 Situation and Assumptions

3.1 Planning Assumptions

- This plan assumes a tsunami follows an event, such as an earthquake or a landslide, significant enough to generate this event.
- The severity of tsunamis is dependent upon several factors, including magnitude and type of the earthquake preceding the tsunami; slope conditions and other factors.
- The coastal regions of Oregon are considered high-risk for tsunamis, especially following landslides or significant earthquakes.
- The two Oregon coastal counties at the greatest risk are Tillamook and Clatsop.
- Flooding will occur in coastal communities following a tsunami.
- Tsunamis occur with little or no warning.
- Tsunamis are infrequent, but high impact events that can cause a considerable number of fatalities, injuries and damage to property.
- Public utilities and private infrastructure (such as power, water, sewer, natural gas networks, phone lines and towers) may be damaged and unusable immediately following a tsunami.
- Roads, bridges and highways may become impassible following a significant tsunami.
- The coastal citizens of Oregon may be without food, water, shelter, heat, sanitary facilities and transportation for extended periods of time following a tsunami.
- Evacuation of coastal communities should occur immediately following an earthquake to mitigate the loss of life or injuries as a result of a potential subsequent tsunami.
- Oregon communities that are not directly impacted by a tsunami may become overwhelmed by influx of displaced citizens who need

IA 4. Tsunami

alternate housing or shelter because of damaged or untenable coastal communities.

- Crime may increase as a result of communities being vacant following a tsunami.
- Public safety agencies may suffer losses (including personnel), causing a shortage of resources to assist with response and recovery efforts following a tsunami.

4 Concept of Operations

- In accordance with the Emergency Operations Plan for the State of Oregon, the Emergency Coordination Center (ECC) will likely be fully activated.
- Local officials will respond immediately following a tsunami.
- Tasking priorities for state resources will be determined in conjunction with local officials and approved by the State ECC.
- Oregon Emergency Management will have the lead on coordination of resources requested from local officials.
- Requested equipment, materials, supplies and personnel will be secured through State resources and/or mutual aid agreements, or purchasing.
- State supporting agencies will respond to the ECC as required to provide response and recovery resources to local governments upon assignment from the ECC Operations Officer.

5 Roles and Responsibilities

5.1 Primary Agency: Oregon Emergency Management

- Activation and setup of the ECC in accordance with the state Emergency Operations Plan (EOP);
- Determine the nature and scope of the disaster/emergency and provide ongoing assessment of identifiable resources needed;
- Establish and maintain contact with State Support and Adjunct agencies;
- Establish and maintain contact with county emergency managers or other local officials;

IA 4. Tsunami

- Coordinate an integrated State effort to provide assistance to the affected area(s);
- Provide situation reports to the Governor’s Advisory Council or designated representatives;
- Present coordinated and accurate information to the public via the State’s Public Information Officer (PIO);
- Serve as liaison between County and State; and State and the Federal Emergency Management Agency (FEMA).

5.2 Supporting Agencies

- Oregon Department of Geology and Mineral Industries (DOGAMI)
- Oregon Department of Transportation (ODOT)
- Building Codes Division
- Water Resources Division (WRD)
- Department of Human Services / Public Health (DHS)
- Oregon Military Department (OMD)
- Department of Administrative Services (DAS)
- Department of Environmental Quality (DEQ)

5.3 Adjunct Agencies

- American Red Cross (ARC)
- The Salvation Army
- Civil Air Patrol
- Oregon Voluntary Organizations Active in Disaster (ORVOAD)

NOTE: Responsibility details for State agencies can be found in the Roles & Responsibilities (ESF) section of the State of Oregon Emergency Operations Plan (EOP). Additionally, details for state response are outlined in the EOP.

6 Hazard Specific Information – Tsunami

[TO BE DEVELOPED]

7 Supporting Documents

None at this time.

8 Appendices

None at this time.

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IA 5 – Wildland Fire

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IA 5. Wildland Fire

IA 5 Tasked Agencies	
Primary Agencies	Office of the State Fire Marshall
Supporting Agencies	
Adjunct Agencies	

1 Purpose

- The purpose of this annex is to provide a framework for the coordination of state resources to help ensure the safety of life and property following a major fire event.
- This annex identifies the major response and recovery activities undertaken by the listed state and adjunct agencies in response to a fire event.
- More specific information on floods as a hazard in Oregon can be found in the Natural Hazards Mitigation Plan located at:
 - <http://www.oregonshowcase.org/index.cfm?mode=stateplan&page=part3>

2 Policies

- Activation
 - Procedures in this annex will be implemented as outlined in the Oregon Emergency Operations Plan, Basic Plan.
 - Procedures in this annex may be automatically implemented under the following conditions:
 - ⌘ When determined necessary by OEM and the Office of the State Fire Marshal.
 - ⌘ When any area in Oregon experiences a major fire event.
- This annex identifies the major response and recovery activities undertaken by state and adjunct agencies in response to a fire event.

3 Situation and Assumptions

[TO BE DEVELOPED]

4 Concept of Operations

[Update as appropriate for a Major Fire event]

IA 5. Wildland Fire

- In accordance with the Emergency Operations Plan for the State of Oregon, the Emergency Coordination Center (ECC) will likely be fully activated.
- Tasking priorities for state resources will be determined in conjunction with local officials and approved by the State ECC.
- Oregon Emergency Management will have the lead on coordination of resources requested from local officials.
- Requested equipment, materials, supplies and personnel will be secured through State resources and/or mutual aid agreements, or purchasing.
- State supporting agencies will respond to the ECC as required to provide response and recovery resources to local governments upon assignment from the ECC Operations Officer.

5 Roles and Responsibilities

[Update as appropriate for a Major Fire event]

5.1 Primary Agency:

[TO BE DEVELOPED]

5.2 Supporting Agencies

[TO BE DEVELOPED]

5.3 Adjunct Agencies

[TO BE DEVELOPED]

6 Hazard Specific Information – Major Fire

6.1 Definition

A wildfire is an instance of uncontrolled burning in grasslands, brush or woodlands. Statistical reports show an increasing wildfire threat in the West, along with an increasing vulnerability to such fires, due to the increasing number of homes in fire-prone areas. Comparative diagrams between the natural forest of 150 years ago and the forests of today reveal a significant alteration of the latter, as a result of human activities. The costs of fighting the wildland fires today, including using heavy equipment, helicopters, office and communications equipment, and feeding and housing responders, can easily exceed reasonable expectations, particularly when covered at taxpayers' expense.

Wildfires are a common and widespread natural hazard in Oregon. Fire is a critical component of the forest and rangeland ecosystems found in all portions of

IA 5. Wildland Fire

the state. Over 41 million acres of forest and rangeland in Oregon are susceptible to wildfire, which may occur during any month of the year, but usually occur between July and October. In addition to wildland/urban interface fires, Oregon experiences wildland fires that do not threaten structures, and also occasionally has prescribed fires. The principal type affecting Oregon communities is interface fire, which occurs where wildland and developed areas intermingle with both vegetation and structures combining to provide fuel. As more people have moved into wildland interface areas, the number of large wildfires impacting homes has escalated dramatically. The areas of highest risk are in central, southwest, and northeast Oregon. Fuel, slope, weather, and development are key components in wildfire hazard identification.

6.2 Frequency

Table 1 below describes some of the historic fires in Northwest Oregon over the past 150 years.

Table 1 History of Wildfire in Oregon

Year	Fire Name	Number of Acres Burned
1848	Nestucca	290,000
1849	Siletz	800,000
1853	Yaquina	482,000
1865	Silverton	988,000
1868	Coos Bay	296,000
1933	Tillamook	240,000
1936	Bandon	143,000
1939	Saddle Mountain	190,000
1945	Wilson River/Salmonberry	180,000
1951	North Fork/Elkhorn	33,000
1966	Oxbow	44,000

6.3 Territory at Risk

The climate and nature of vegetation make Central and Eastern Oregon more vulnerable to wildland fire. However there are regions West of the Cascades which are also exposed to a wildland fire hazard.

IA 5. Wildland Fire**6.4 Effects**

Although low-intensity fires are often beneficial to the forest environment, intense fires are destructive to plant and soil systems. The risk increases as western populations continue to move into wildland areas.

Wildfire is one of the few hazards human beings think they can control. The twentieth century has been marked mostly as a period of fire suppression. Only in the past 20 years have wildland fires been accepted as necessary and sometimes useful in removing fuel buildup and the threat of more catastrophic fire. The imbalance created by fire suppression coupled with enhanced development in and near wildland areas has created a serious public policy dilemma: when to fight a fire and when to let it burn.

As a response to the destructive western fire season of 1987 and the great Yellowstone fires of 1988, the National Commission on Wildfire Disasters was created by the Wildfire Disaster Recovery Act of 1989. The commission was asked to consider the environmental and economic effects of wildfires and to recommend changes in federal policies, particularly in the management of federal forests that are becoming increasingly susceptible to wildfire. It concluded that, while strengthening cooperative firefighting abilities, improving community programs that encourage safe development in areas intermixed with wildlands, reducing public tolerance (or incentives) for construction of fire-prone structures, and implementing sound federal policies are all important, they are likely to fall short unless basic changes are made in federal land management practices. Past policies that focused on preventing or excluding fire have resulted in old, overgrown forests that represent an acutely disaster-prone environment. To avert future disasters, a chief recommendation is a call for ecosystem management that prevents such forests from developing.

6.5 Predictability

Wildfires occur most often in the spring, summer and fall. Given the relationship between the climatic factors and the occurrence of wildland fires, it is likely that wildfires can often be forecasted. Moreover, advanced monitoring technology makes it possible for an early detection.

7 Supporting Documents

None at this time.

8 Appendices

None at this time.

6

IA 6 – Volcano

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IA 6 Tasked Agencies	
Primary Agencies	Oregon Emergency Management
Supporting Agencies	Department of Geology and Mineral Industries Oregon Department of Transportation Building Codes Division Water Resources Department Oregon Health Division Oregon Military Department Department of Administrative Services Department of Environmental Quality
Adjunct Agencies	American Red Cross The Salvation Army Civil Air Patrol Oregon Voluntary Organizations Active in Disaster (ORVOAD)

1 Purpose

- The purpose of this annex is to provide a framework for the coordination of state resources to help ensure the safety of life and property following a volcanic eruption or event.
- This annex identifies the major response and recovery activities undertaken by the listed state and adjunct agencies in response to a volcanic event.
- More specific information on volcanic eruption as a hazard in Oregon can be found in the Natural Hazards Mitigation Plan located at: <http://opdr.uoregon.edu/stateplan>

2 Policies

- Activation
 - Procedures in this annex will be implemented as outlined in the Oregon Emergency Operations Plan, Basic Plan.
 - Procedures in this annex may be automatically implemented under the following conditions:
 - ≡ When determined necessary by OEM and the Department of Geology and Mineral Industries.
 - ≡ When any area in Oregon or surrounding states experiences a volcanic event that may impact the state.

- This annex identifies the major response and recovery activities undertaken by state and adjunct agencies in response to a volcanic event which may impact the Citizens of Oregon.

3 Situation and Assumptions

- Considerations

- Oregon's vulnerability to volcanic events varies statewide. The Cascade Mountains, poses the greatest threat for volcanic activity. Those regions include: Mount Hood, which most recently erupted about 200 years ago, the Three Sisters, and Mt. Jefferson, which has not erupted for about 15,000 years, but is not considered to be extinct. Other Oregon volcanic areas include Crater Lake and Newberry Volcano.
- Oregon can experience impacts of volcanic activity that occurs in neighboring states as well. Areas of concern include Washington State volcanoes Mount Adams, Mount Rainier and most notably Mount St. Helens. In California, volcanoes close to the border, Mount Shasta, Lassen Volcanic Park, and Medicine Lake Volcano could impact Southern Oregon.
- Three main natural hazards occur as a result of Volcanic Eruption: ash fall, lava flows, and pyroclastic flows and surges.
- Post-eruptive hazards include: lahars and debris flows, and landslides (debris avalanches),
- Each eruption will be a unique combination of hazards; not all of them will be present in all eruptions and the degree of damage will vary. It is important to know that during an active period for a volcano many individual eruptions may occur and each eruption may vary in intensity and length.
- Hazard characteristics of Individual Oregon and surrounding state volcanoes:

≡ **Crater Lake:** The most recent eruption was about 5,000 years ago and occurred within the caldera. No eruptions have occurred outside the caldera for 10,000 years.

This potentially active volcanic center is contained within Crater Lake National Park. The west half of the caldera is considered the most likely site of future activity. Effects from volcanic activity (ashfall, lava flows, etc.) are likely to remain within the caldera. If an

IA 6. Volcano

eruption was centered outside the caldera, pyroclastic flows and lahars could affect valleys up to a few dozen miles from the erupting vent. The probability of another caldera-forming eruption is very low as is the probability of eruptions occurring outside the caldera.

- ≡ **Mount Jefferson:** The last eruptive episode at Mount Jefferson was about 15,000 years ago. Research indicates that Mount Jefferson should be regarded as dormant, not extinct.

The steep slopes of the volcano provide the setting for possible debris flows and lahars, even without an eruption. These would be confined to valleys, generally within 10 miles of the volcano.

A major eruption, however unlikely in the short term, could generate pyroclastic flows and lahars that would travel up to a few dozen miles down river valleys. There are two reservoirs that could be affected by pyroclastic flows from a major eruption: Detroit Lake and Lake Billy Chinook. An explosive eruption could spew ash for hundreds of miles in the downwind direction.

Many smaller volcanoes are located between Mount Jefferson and Mount Hood to the north and Three Sisters to the south. Eruptions from any of these would be very localized, primarily erupting cinders and ash to form a cinder cone.

- ≡ **Mount Hood:** The last major eruption of Mount Hood occurred in approximately 1805. There were two other minor periods of eruptions during the last 500 years, the last in the mid-1800s.

Typically, these involved some lava flow near the summit, pyroclastic flows, and lahars, but little ashfall. The volcano is most likely to erupt from the south side, based on recent history, it should be assumed eruptions could be centered anywhere on the mountain.

A large eruption could generate pyroclastic flows and lahars that could inundate the entire length of the Sandy and White River Valleys. An eruption from the north flank could affect the Hood River Valley.

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Mount Hood's proximity to the Portland metropolitan area, the presence of major east-west highways, the Bull Run Reservoir which supplies water to a majority of Portland area residents, and the ski and summer recreation areas make Mount Hood the greatest potential volcanic hazard to Oregonians. In addition, a large volume of debris and sediment in lahars could affect shipping lanes in the Columbia River or the operation of the Bonneville and The Dalles dams.

- ⌘ **Newberry Volcano:** Newberry Volcano is a different type of volcano than the stratovolcanoes of the Cascade Range. It is a shield volcano, with broad, relatively gently sloping flanks. It is about 600,000 years old, and has had thousands of eruptions both from the central vent area and along its flanks.

The most recent eruption was 1,300 years ago, but it has been active at other times in the past 10,000 years.

Future eruptions are likely to include lava flows, pyroclastic flows, lahars, and ashfall. Most effects from these activities would be felt within, or up to a few miles beyond, the existing caldera. Ash could fall a few dozen miles from the eruptive center.

- ⌘ **Three Sisters:** North Sister has probably been inactive for at least 100,000 years; Middle Sister last erupted between 25,000 and 15,000 years ago, and South Sister had a very small ongoing uplift, which began in 1996 and became undetectable by 2003.

The uplift was about one inch a year and likely indicated movement of a small amount of magma. Currently, there is no indication that the uplift will ever develop into a volcanic eruption. However, that possibility cannot be ruled-out.

Future eruptions at South Sister (and possibly Middle Sister) are likely to include lava flows, pyroclastic flows, and lahars. The possibility exists for lahars to travel many miles down valley floors, if an eruption melts a large amount of snow and ice. Ashfall would likely be contained within 20 miles of the vent.

- ⌘ **Other Oregon Volcanic Areas:** On the scale of geologic time, there are other parts of Oregon that may

IA 6. Volcano

see eruptions. However, on a human time scale, the probability of an eruption outside the Cascades is so low as to be negligible.

Other potential eruptive centers include the smaller peaks in the Cascades, such as Belknap in Central Oregon, which had a lava flow about 1,400 years ago. Most of these basaltic volcanoes are active for only brief periods, so forecasting an eruption for any specific site is impossible. However, eruptions of this type will likely continue in the Cascades, with the most recent one being in 1851, near Lassen Peak, California. These eruptions are typically not explosive, consisting mostly of lava flows concentrated in a small area.

There is a very low probability that volcanic activity would resume in south-central and southeastern Oregon. Cinder cones as recent as 5,000 years ago erupted in this Basin and Range Province.

≡ Washington Volcanoes

- **Mount Saint Helens:** The May 18, 1980 eruption included a debris avalanche as part of the volcanic edifice collapsed. This caused a lateral blast of rock, ash, and gas that devastated areas to the north of the volcano. Lahars rushed down the Toutle and Cowlitz River valleys reaching the Columbia River and halting shipping for some time. All other river valleys on the volcano experienced smaller lahars. Pyroclastic flows devastated an area up to five miles north. Ashfall deposits affected people as far away as Montana, and ash circled the earth in the upper atmosphere for over a year.

Except for the debris avalanche and lateral blast, the events of May 18, 1980 are typical of a Mount St. Helens' eruption and can be expected to occur again.

The primary hazards that will affect Oregon are lahars that will affect the Columbia River, and ashfall. Since the major eruptive activity in the early 1980's Mount Saint Helens has experienced two episodes of dome building

IA 6. Volcano

activity. Another eruption from Mount Saint Helens is very likely in the near future.

- **Mount Adams:** Even though Mount Adams has been less active during the past few thousand years than neighboring Mounts St. Helens, Rainier, and Hood, it assuredly will erupt again. Future eruptions will probably occur more frequently from vents on the summit and upper flanks of Mount Adams than from vents scattered in the volcanic fields beyond. Large landslides and lahars that need not be related to eruptions probably pose the most destructive, far-reaching hazard of Mount Adams.
- **Mount Rainier:** since about A.D. 1820, one or two small eruptions, several small debris avalanches, and many small lahars (debris flows originating on a volcano) have occurred.

Likely an eruption would include tephra falls, pyroclastic flows and pyroclastic surges, ballistic projectiles, and lava flows. Debris avalanches, lahars, and floods commonly accompany eruptions, but can also occur during dormant periods.

☞ California Volcanoes

- **Medicine Lake Volcano (MLV)** is a very large shield-shaped volcano located in northern California where it forms part of the southern Cascade Range of volcanoes. It has erupted nine times during the past 5,200 years, most recently 950 years ago. This record represents one of the highest eruptive frequencies among Cascade volcanoes and includes a wide variety of different types of lava flows and at least two explosive eruptions that produced widespread fallout.

Judging from its long eruptive history and its frequent eruptions in recent geologic time, MLV will erupt again. Although the probability of an eruption is very small in the next year (one chance in 3,600), the consequences of some types of possible eruptions could be severe.

IA 6. Volcano

Furthermore, the documented episodic behavior of the volcano indicates that once it becomes active, the volcano could continue to erupt for decades, or even erupt intermittently for centuries, and very likely from multiple vents scattered across the edifice.

Owing to its frequent eruptions, explosive nature, and proximity to regional infrastructure, MLV has been designated a “high threat volcano” by the USGS National Volcano Early Warning System assessment. Volcanic eruptions are typically preceded by seismic activity, but with only two seismometers located high on the volcano and no other USGS monitoring equipment in place, MLV is at present among the most poorly monitored Cascade volcanoes.

- **Mount Shasta:** Eruptions during the last 10,000 years produced lava flows and domes on and around the flanks of Mount Shasta, and pyroclastic flows from summit and flank vents extended as far as 20 kilometers from the summit. Most of these eruptions also produced large mudflows, from Mount Shasta.

Such eruptions will most likely produce deposits of lithic ash, lava flows, domes, and pyroclastic flows. Lava flows and pyroclastic flows may affect low-and flat-lying ground almost anywhere within about 20 kilometers of the summit of Mount Shasta, and mudflows may cover valley floors and other low areas as much as several tens of kilometers from the volcano.

On the basis of its past behavior, Mount Shasta is not likely to erupt large volumes of ash in the future; areas subject to the greatest risk from air-fall tephra are located mainly east and within about 50 kilometers of the summit of the volcano.

- **Lassen Peak:** In May 1915, Lassen Peak, California, the southern-most active volcano in the Cascade Range, erupted explosively. Avalanches, mudflows, and flows of hot ash and

IA 6. Volcano

gas devastated nearby areas, and volcanic ash fell as far away as 200 miles to the east. The Lassen area remains volcanically active, and the volcano hazards demonstrated in 1915 still can threaten not only nearby areas but also more distant communities.

■ Planning Assumptions

- This plan assumes a hazardous geologic occurred that has unleashed one or more volcanic hazard (pyroclastic flow, lahar, ash cloud, lava flow, and/or debris avalanche).
- For a variety of reasons, hazardous magmatic eruptions at Cascade Range volcanoes will likely be preceded by weeks or more of unrest.
- A volcanic eruption can trigger a number of other events, such as landslides, hazardous material releases and spills, and conflagration fires.
- Public utilities and private infrastructure (such as power, water, sewer, natural gas networks, phone lines and towers) may be damaged and unusable immediately following a volcanic event.
- Roads, bridges and highways may become impassible following a significant volcanic event.
- Volcanic ash may be a hazard to highway and air transportation, making movement of supplies and emergency assistance difficult.
- Ash particles in the air can cause a health hazard.
- Oregon citizens may be without food, water, shelter, heat, sanitary facilities and transportation for extended periods of time.
- Communities may become overwhelmed by influx of displaced citizens who need alternate housing or shelter because of damaged communities.
- Public safety resources (including personnel) may suffer damage, injury or death causing a shortage of resources to assist with response and recovery efforts.

4 Concept of Operations

- In accordance with the Emergency Operations Plan for the State of Oregon, the Emergency Coordination Center (ECC) will likely be fully activated.
- Tasking priorities for state resources will be determined in conjunction with local officials and the State ECC and as indicated in local volcano coordination plans.
- Oregon Emergency Management will have the lead on coordination of resources requested from local officials.
- Requested equipment, materials, supplies and personnel will be secured through State resources and/or mutual aid agreements, or purchasing.
- State supporting agencies will respond to the ECC as required to provide response and recovery resources to local governments upon assignment from the ECC Operations Officer.

5 Roles and Responsibilities

5.1 Primary Agency: Oregon Emergency Management

- Activation and setup of the ECC in accordance with the state Emergency Operations Plan (EOP);
- Serve as liaison between County and State; and State and the Federal Emergency Management Agency (FEMA), and other federal agencies.
- Determine the nature and scope of the disaster/emergency and provide ongoing assessment of identifiable resources needed;
- Establish and maintain contact with State Support and Adjunct agencies;
- Establish and maintain contact with county emergency managers or other local officials;
- Coordinate an integrated State effort to provide assistance to the affected area(s);
- Provide situation reports to the Governor's Advisory Council or designated representatives;
- Present coordinated and accurate information to the public via the State's Public Information Officer (PIO);

IA 6. Volcano

- Coordinating the acquisition and distribution of resources to support response.
- Coordinate with the Federal government on supplemental disaster assistance necessary to preserve life and property, and on recovery assistance.
- Activating, if necessary, the Emergency Management Assistance Compact (EMAC) for interstate assistance.

5.2 Supporting Agencies

- Oregon Department of Geology and Mineral Industries (DOGAMI)
- Oregon Department of Transportation (ODOT)
- Building Codes Division
- Water Resources Division (WRD)
- Department of Human Services / Public Health (DHS)
- Oregon Military Department (OMD)
- Department of Administrative Services (DAS)
- Department of Environmental Quality (DEQ)

5.3 Adjunct Agencies

- American Red Cross (ARC)
- The Salvation Army
- Civil Air Patrol
- Oregon Voluntary Organizations Active in Disaster (ORVOAD)

Note: Responsibility details for State agencies can be found in the Roles & Responsibilities (ESF) section of the updated State of Oregon Emergency Operations Plan (EOP).

6 Hazard Specific Information – Volcano

6.1 Definition

An eruption from the earth's interior producing lava flows and violent explosions issuing rock, gas and debris.

Oregon's vulnerability to volcanic events varies statewide. The Cascade Mountains, which separate Western Oregon from Central Oregon, poses the

IA 6. Volcano

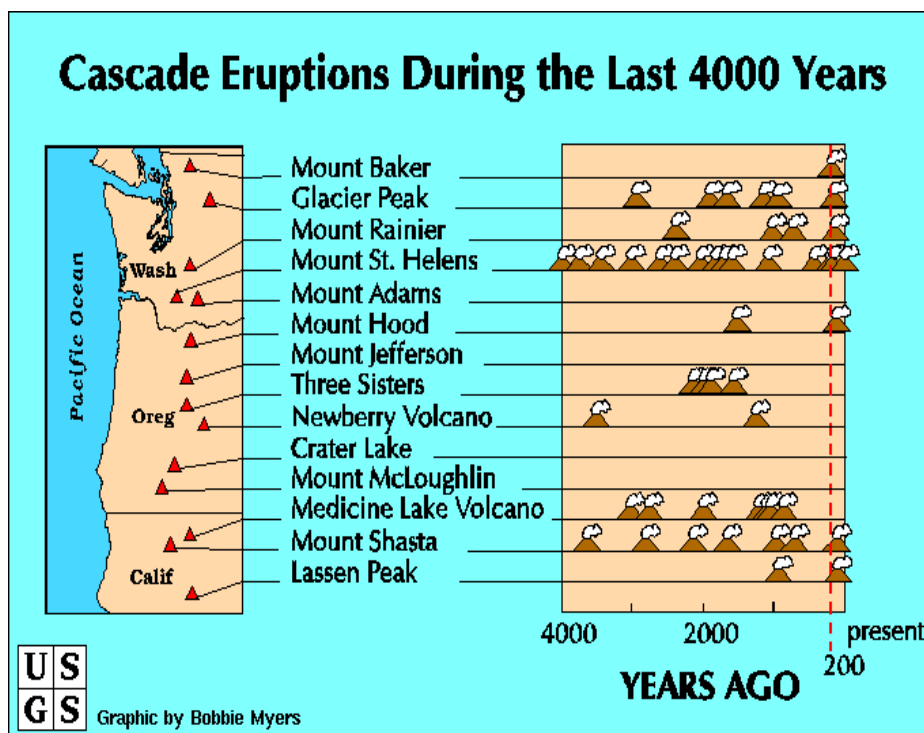
greatest threat for volcanic activity. Those regions that include the Cascade Mountains are most vulnerable to the effects of a volcanic event. Within the State of Oregon, there are several volcanoes that may pose a threat of eruption; these include Mount Hood, which most recently erupted about 200 years ago, the Three Sisters, and Mt. Jefferson, which has not erupted for about 15,000 years, but is not considered to be extinct.

Deschutes County is most vulnerable in the Central Oregon Region because the region’s most populous city, Bend, is located here and the greatest numbers of “composite” volcanic mountains are located near the county’s population centers. Klamath and Jefferson counties are also vulnerable within this region. Other regions are also vulnerable to damage from volcanic eruptions. If Mt. Hood erupted, the Northern Willamette Valley/Portland Metro Region and the Mid-Columbia Region would both be impacted. Because of Mt. Hood’s proximity to Portland, the Columbia River, the I-84 freeway, and major dams on the Columbia River, the potential for a large disaster exists.

6.2 Frequency

Volcanic eruptions occur relatively rarely. Eruptions in the Cascades have occurred at an average rate of 1-2 per century during the last 4000 years, and future eruptions are certain.

Figure 1 Location and History of Oregon Volcanoes



6.3 Territory at Risk

The primary areas affected include the regions immediately surrounding the Cascade Range. However, depending on the type of activity that occurs at a volcano, hazardous areas may extend well beyond its immediate flanks. For example, lahars can rush down river valleys more than 100 kilometers from a volcano and volcanic ash can spread thousands of kilometers downwind from an erupting volcano. Moreover, tiny liquid droplets of sulfuric acid erupted into the stratosphere can change our planet's climate temporarily, thus affecting the whole world.

6.4 Effects

Violent volcanic outbursts are characterized by clouds of poisonous gasses, rivers of lava and volcanic ash that can spread over wide areas. Major eruptions can result in heavy layers of ash covering widespread land areas. Volcanic activity can also trigger tsunamis, landslides, floods and fires.

Figure 2 Effect of an Eruption of Mt. Hood

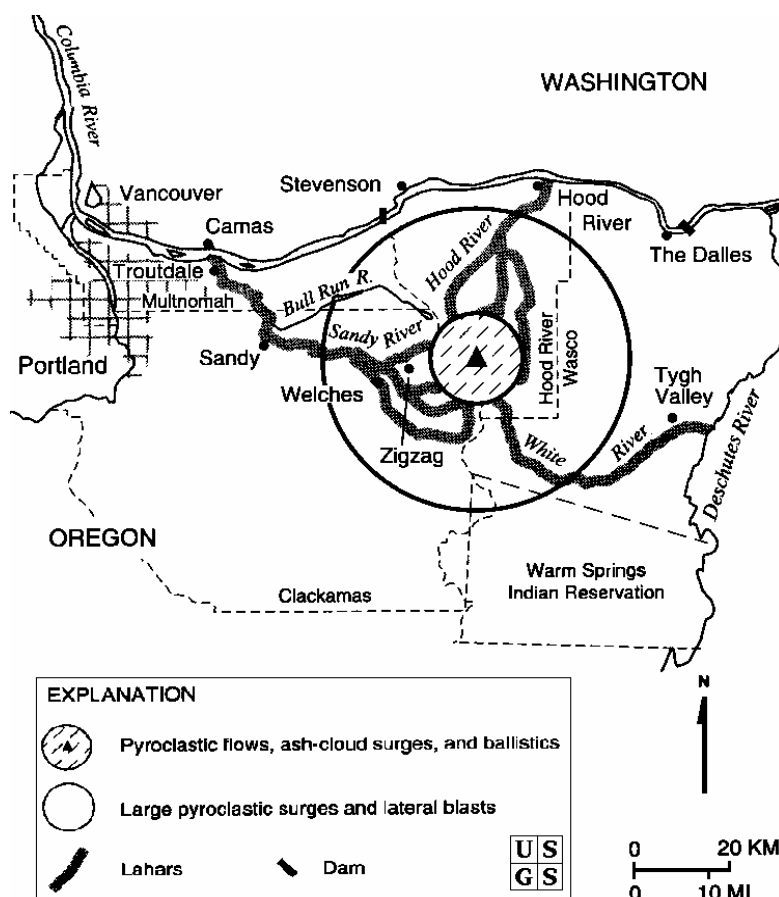



Figure 2 Active and Potentially Active Volcanoes in Oregon

Active and Potentially Active Volcanoes in the United States

Oregon



Volcano	Eruption type(s)	Number of eruptions in the past 200 years	Latest activity (in years before present or year(s) A.D.)	Remarks
Mount Hood	Ash, dome	2?	1865	Occasional seismic swarms
Mount Jefferson	Ash, lava	0	More than 50,000 years ago	Debris flows in 1934, 1955; young basaltic flows in nearby area.
Three Sisters	Ash, lava	0	950?	Debris flows in this century.
Crater Lake	Ash, lava, dome	0	4,000 years ago	Largest known eruption from Cascade Range volcano. Catastrophic, caldera-forming eruption 7,000 years ago; post-caldera lava and domes.
Newberry Crater	Ash, lava	0	600	Latest eruption was obsidian flow.

From: Wright and Pierson, 1992, USGS Circular 1073

6.5 Predictability

Volcanoes often show signs that they are getting ready to erupt days to months in advance. Seismic activity, ground movements, and gas emissions at Cascade volcanoes are monitored by Cascade Volcano Observatory in order to detect subtle changes that may herald the next eruption. Seismic activity is continuously monitored under the auspices of the USGS Volcano Hazards and Geothermal Studies Program through Cascade Volcano Observatory, the USGS in Menlo Park, California, and the University of Washington Geophysics Program in Seattle, Washington.

7 Supporting Documents

- Mt. Hood Coordination Plan
- Oregon Hazard Mitigation Plan, Volcanic Hazard Chapter
- Central Cascades Volcano Coordination Plan

8 Appendices

- None at this time

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IA 7 – Severe Weather

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6.5.1 Definition IA 7-12

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IA 7 Tasked Agencies	
Primary Agencies	
Supporting Agencies	
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1 Purpose

- The purpose of this annex is to provide a framework for the coordination of state resources to help ensure the safety of life and property following a severe weather event.
- This annex identifies the major response and recovery activities undertaken by the listed state and adjunct agencies in response to a severe weather event.
- More specific information on severe weather as a hazard in Oregon can be found in the Natural Hazards Mitigation Plan located at:
 - <http://www.oregonshowcase.org/index.cfm?mode=stateplan&page=part3>

2 Policies

- Activation
 - Procedures in this annex will be implemented as outlined in the Oregon Emergency Operations Plan, Basic Plan.
 - Procedures in this annex may be automatically implemented under the following conditions:
 - ⌘ When determined necessary by OEM.
 - ⌘ When any area in Oregon experiences a severe weather event.
- This annex identifies the major response and recovery activities undertaken by state and adjunct agencies in response to a severe weather event.

3 Situation and Assumptions

[TO BE DEVELOPED]

4 Concept of Operations

- In accordance with the Emergency Operations Plan for the State of Oregon, the Emergency Coordination Center (ECC) will likely be fully activated.
- Tasking priorities for state resources will be determined in conjunction with local officials and approved by the State ECC.
- Oregon Emergency Management will have the lead on coordination of resources requested from local officials.
- Requested equipment, materials, supplies and personnel will be secured through State resources and/or mutual aid agreements, or purchasing.
- State supporting agencies will respond to the ECC as required to provide response and recovery resources to local governments upon assignment from the ECC Operations Officer.

5 Roles and Responsibilities

5.1 Primary Agency:

[TO BE DEVELOPED]

5.2 Supporting Agencies

[TO BE DEVELOPED]

5.3 Adjunct Agencies

[TO BE DEVELOPED]

6 Hazard Specific Information – Severe Weather

For the purpose of this annex, phenomena associated with certain weather-generated events are grouped as atmospheric hazards. The individual hazards included are:

- | | |
|------------------------------|-----------------------|
| ■ Thunderstorm and lightning | ■ Tornado |
| ■ Windstorm | ■ Hailstorm |
| ■ Snow avalanche | ■ Severe winter storm |

Each atmospheric hazard may have its own natural characteristics, areal extent, time of year it is most likely to occur, severity, and associated risk. While these characteristics allow identification of each hazard, many atmospheric hazards are

interrelated. In most cases, a natural disaster or event involves multiple hazards: severe thunderstorms spawn tornadoes; wind is a factor in thunderstorms, severe winter storms and hailstorms; snowfall from a severe winter storm can prompt avalanches.

Because several atmospheric hazards may occur concurrently, it may be difficult to attribute damage to any one hazard or to assess the risk a particular hazard poses. On the other hand, mitigation efforts directed to a specific hazard often have beneficial effects on related hazards.

Although atmospheric hazards are presented separately from geologic and hydrologic hazards, they may be related to these natural events and often to technological hazards, as well. Earthquakes cause snow avalanches, landslides, subsidence, and dam failures; severe winter storms can trigger floods and utility failures.

6.1 Thunderstorm and Lighting

6.1.1 Definition

Thunderstorms and lightning are generated by atmospheric imbalance and turbulence due to the combination of certain atmospheric conditions:

- Sufficient moisture to form clouds and rain;
- Unstable warm air that can rise rapidly into the atmosphere;
- Upward lift of air currents caused by colliding cold and warm weather fronts, sea breezes, or mountains.

Thunderstorms are composed of lightning and rainfall, and can intensify into a severe thunderstorm with damaging hail, high winds, tornadoes, and flash flooding. The National Weather Service classifies a thunderstorm as severe if its winds reach or exceed 58 mph, produces a tornado, or drops surface hail at least 0.75 in. in diameter.

Compared with other atmospheric hazards, individual thunderstorms affect relatively small geographical areas; the typical thunderstorm is 15 miles in diameter and lasts an average of 30 minutes at a single location. However, weather monitoring reports indicate that coherent thunderstorm systems can travel intact for distances in excess of 600 mi.

6.1.2 Life Cycle of a Thunderstorm

Developing Stage

- Towering cumulus cloud indicates rising air.
- Usually little if any rain during this stage.

- Lasts about 10 minutes.
- Occasional lightning during this stage.

Mature Stage

- Most likely time for hail, heavy rain, frequent lightning, strong winds, and tornadoes.
- Storm occasionally has a black or dark green appearance.
- Lasts an average of 10 to 20 minutes but could last much longer.

Dissipating Stage

- Rainfall decreases in intensity.
- Some thunderstorms produce a burst of strong winds during this stage.
- Lightning remains a danger during this stage.

6.1.3 Lighting

The action of rising and descending air within a thunderstorm separates positive and negative charges. Water and ice particles also affect the distribution of electrical charge. Lightning results from the buildup and discharge of electrical energy between positively and negatively charged areas. The rapid heating and cooling of air near the lightning channel causes a shock wave that result in thunder.

Most lightning occurs within the cloud or between the cloud and ground. Many fires in the western United States are started by lightning. In the past decade, over 15,000 lightning-induced fires nationwide have resulted in several hundred million dollars a year in damage and the loss of 2 million acres of forest.

6.1.4 Frequency

It is estimated that 100,000 thunderstorms that occur each year in the United States, only about 10 percent are classified as severe.

6.1.5 Territory at Risk

Thunderstorms are most likely to happen in the spring and summer months and during the afternoon and evening hours but can occur anywhere, year-round and at all hours. The chances of being struck by lightning are estimated to be 1 in 600,000.

6.2 Tornado

6.2.1 Definition

A tornado is a rapidly rotating vortex or funnel of air extending groundward from a cumulonimbus cloud. Tornadoes have been known to lift and move huge objects, destroy and move whole buildings long distances, and siphon large volumes from bodies of water.

Tornadoes occur in spring when warm, moist air collides with cold air resulting in winds rotating at very high speeds in a counter clockwise direction.

Approximately 1,000 tornadoes are spawned by thunderstorms each year nationwide.

6.2.2 Frequency

Tornado events are rare in Oregon. Between 1950 and 1995, there were 50 tornadoes recorded, most rated F0 (light damage) or F1 (moderate damage) on the Fujita scale. The Fujita scale assigns numerical values based on wind speeds and categorizes tornadoes from 0 to 5. There is no record of death or injury due to a tornado in Oregon.

Table 1 Oregon Tornadoes 1950 – 1995

County	Date	Scale Value
Baker County	SEP 16, 1975	F1
	MAY 11, 1995	F0
Clackamas County	APR 12, 1957	F1
	OCT 26, 1984	F0
Clatsop County	OCT 20, 1966	F0
	OCT 03, 1967	F1
	FEB 13, 1994	F0
Columbia County	NOV 10, 1965	F0
	AUG 16, 1978	F1
Curry County	MAR 22, 1983	F0
Deschutes County	JUN 22, 1983	F0
	AUG 22, 1989	F1
Gilliam County	APR 12, 1957	F0
Harney County	MAR 11, 1995	F0
Jefferson County	JULY 16, 1993	F0
Klamath County	MAY 19, 1962	F1

County	Date	Scale Value
	MAY 30, 1995	F0
Lake County	SEP 21, 1973	F0
Lane County	DEC 06, 1951	F1
	AUG 18, 1975	F1
	MAY 14, 1984	F0
	NOV 24, 1989	F1
Lincoln County	NOV 02, 1984	F0
Linn County	MAR 22, 1994	F0
Malheur County	AUG 25, 1966	F1
	JUN 21, 1967	F0
	JUN 21, 1967	F0
	APR 23, 1974	F1
Marion County	MAR 08, 1960	F1
	NOV 12, 1991	F0
Morrow County	APR 12, 1957	F0
Multnomah County	APR 05, 1972	F1
	APR 09, 1991	F0
	NOV 12, 1991	F1
Tillamook County	DEC 12, 1975	F1
Umatilla County	MAY 01, 1991	F0
	JULY 09, 1995	F0
Union County	JUN 21, 1983	F0
Wallowa County	JUN 11, 1968	F2
	JUN 23, 1969	F1
	JULY 22, 1992	F0
Wasco County	MAY 11, 1970	F0
Washington County	OCT 22, 1954	F0
	JUN 23, 1966	F0
	OCT 13, 1968	F0
	NOV 12, 1991	F1
	DEC 08, 1993	F2

County	Date	Scale Value
Yamhill County	MAY 25, 1971	F0
	APR 18, 1984	F0
	DEC 08, 1993	F2

6.2.3 Territory at Risk

Tornadoes can basically strike anywhere. However they tend to follow the path of least resistance. People living in valleys, which normally are the most highly developed areas, have the greatest exposure.

6.2.4 Effects

Big tornadoes can lift and move very heavy objects for a long distance. Tornadoes can generate a tremendous amount of debris, which can become airborne shrapnel causing additional damage. Tornadoes are almost always accompanied by heavy precipitations. Other hazards that accompany weather systems that produce tornadoes include rainstorms, windstorms, large hail, and lightning.

6.2.5 Predictability

The National Weather Service evaluates each major tornado to determine the accuracy of its predictions and identifications based on weather data obtained from radar and other sources, local tornado spotters, emergency operations personnel, law enforcement agencies, and the general public. The NWS goal is to improve its ability to warn affected populations.

6.3 Windstorm

6.3.1 Definition

Wind is defined as the motion of the air relative to the earth's surface. The horizontal component of the three-dimensional flow and the near-surface wind phenomenon are the most significant aspects of the hazard. Extreme windstorm events are associated with severe thunderstorms and accompanying mesoscale offspring such as tornadoes and downbursts. Wind speeds vary from zero at ground level to 200 mph in the upper atmospheric jet stream at 6 to 8 mi above the earth surface.

6.3.2 Frequency

All official wind observations in Oregon have been at valley locations where both the surface friction and the blocking action of the mountain ranges substantially decrease the speed of surface winds. Even the more exposed areas of the coast are lacking in any continuous set of wind records. From unofficial, but reliable, observations it is reasonable to assume that gusts well above 100 mph occur several times each year across the higher ridges of the Coast and Cascades Ranges and at the most exposed coastal points. At the most exposed Coast Range ridges,

it is estimated that wind gusts of up to 150 mph and sustained speeds of 110 mph will occur every 5 to 10 years.

Following are some of the most significant windstorms on record in Oregon:

- January 9, 1880: Portland, sustained south wind speeds of 60 mph. Elsewhere, south winds were reported as high as 65 mph with gusts to 80 mph.
- January 20, 1921: Astoria, unofficially, reported wind gusts up to 130 mph. Hurricane-force winds were reported along the entire Oregon and Washington coasts. The very strong winds were also reported in the Willamette Valley.
- April 21-22, 1931: Strong northeast winds caused widespread damage, particularly across northern Oregon.
- Nov. 10-11, 1951: Sustained southerly to southwesterly winds of 40 to 60 mph occurred over nearly the entire state, with gusts of 75 to 80 mph at many locations.
- December 4, 1951: This storm reached its greatest intensity along the coast, where unofficial observations reported sustained wind speeds between 60 and 100 mph, while inland valley locations reported sustained wind speeds up to 75 mph.
- Dec. 21-23, 1955: High winds were felt across most of the state. North Bend reported sustained wind speeds of 70 mph with gusts to 90 mph. Dallesport, Washington, located across the Columbia River from The Dalles, reported sustained winds of 66 mph. Pendleton reported 61 mph sustained winds speeds with gusts to 69 mph.
- Nov. 3, 1958: Sustained wind speeds of 51 mph with gusts to 70 mph were reported at the Portland airport.
- Oct. 12, 1962: The Columbus Day Storm was the most destructive wind storm to ever occur in Oregon, both in loss of life and property damage. Damage was the most severe in the Willamette Valley. Monetary losses in the state were placed at 175 to 200 million dollars.

There were 38 fatalities and many more injuries. Hundreds of thousands of homes were without power for several hours, with many power outages lasting 2 to 3 weeks. More than 50,000 homes were seriously damaged, with nearly 100 completely destroyed. Agriculture took a devastating blow as entire fruit and nut orchards were destroyed. Scores of livestock were killed as barns collapsed.

- March 27, 1963: This storm was most intense along the coast, where wind gusts from several observations made on unofficial instruments

were in excess of 100 mph. Wind speeds were diminished as the storm moved inland, but they were still capable of causing widespread destruction.

- October 2, 1967: This storm brought the highest winds recorded since the Columbus Day storm of 1962 to much of western, central, and northeastern Oregon. Wind speeds of 100 to 115 mph were unofficially recorded along the Oregon coast. There was one fatality and about 15 persons were seriously injured.
- March 25-26, 1971: An intense Pacific storm center moved into northwestern Washington, bringing damaging winds across most of Oregon during the early part of the 26th. Peak wind gusts varied around the state from 50-84 mph.
- Nov. 13-15, 1981: The strongest wind storm since the Columbus Day storm of 1962 struck the Pacific Northwest. The first storm was Friday, November 13, and early Saturday, November 14, when an intense low-pressure area tracked northward 150 to 200 miles west of the Oregon coast. The second storm was Sunday, November 15, when a low pressure area following a track similar to the first storm caused strong winds over the area again. These winds occurred as people were still recovering from the effects of the first storm. Wind gusts as high as 75 mph and 62 mph were observed at Brookings and Medford, respectively. North Bend recorded gusts to 92 mph, the strongest official wind gust of the storm. Other significant recorded wind gusts were: Eugene 58 mph, Salem and Portland both with 71 mph.

Eleven people were killed and \$50 million in damage were reported as a result of the two wind storms.

- Dec 12, 1995: Record low barometric pressure reading for the state of Oregon occurred with this storm.

6.3.3 Territory at Risk

Extreme winds other than tornadoes are experienced in all regions of Oregon. Areas experiencing the highest wind speeds are North and Central coast, under the influence of winter low-pressure systems in the Gulf of Alaska and North Pacific Ocean, and Columbia River Gorge, during cold fronts, when cold air masses funnel down through the canyon. One particular location, Crown Point, located about 20 miles east of Portland; easterly winds with a 24-hour average of more than 53 mph with gusts in excess of 120 mph have been observed.

Additional wind hazards occur on a localized level due to downslope windstorms along mountainous terrains. These regional phenomena, known as foehn-type winds, result in winds exceeding 100 mph, but they are of short duration and affect relatively small geographic areas.

A majority of the destructive surface winds in Oregon are from the southwest. Under certain conditions, very strong east winds may occur, but these are usually limited to small areas in the vicinity of the Columbia River Gorge or other low mountain passes.

The more frequent and widespread strong winds from the southwest are associated with storms moving onto the coast from the Pacific Ocean. If the winds are from the west, they are often stronger on the coast than in the interior valleys due to the north-south orientation of the Coast Range and Cascades. These mountain ranges obstruct and slow down the westerly surface winds.

The most destructive winds are those which blow from the south, parallel to the major mountain ranges. The Columbus Day Storm of 1962 was a classic example of a south wind storm. The storm developed off the coast of California and moved from the southwest then turned, coming directly from the south and toward the south Oregon coast.

6.3.4 Effects

The damaging effects of windstorms may extend for distances in excess of 100 miles from the center of the storm activity. Isolated wind phenomena in the mountainous regions have more localized effects.

Near-surface winds and associated pressure effects, positive, negative, and internal, exert pressure on structure walls, doors, windows, and roofs, causing the structural components to fail. Positive wind pressure is a direct and frontal assault on a structure, pushing walls, doors, and windows inward. Negative pressure affects the sides and roof where passing currents create lift and suction forces that act to pull building components and surfaces outward. The effects of winds are magnified in the upper levels of multi-storey structures. As positive and negative forces impact and remove the building protective envelope (i.e., doors, windows, walls), internal pressures rise and result in roof or leeward building component failures and considerable structural damage.

Debris carried along by extreme winds can directly contribute to loss of life and indirectly to the failure of protective building envelope components. Upon impact, wind-driven debris can rupture a building, allowing more significant positive and internal pressures.

When severe wind or ice storms strike a community, downed trees, power lines, and damaged property are major hindrances to response and recovery. Severely damaged trees often must be removed in a hurry to allow passage of emergency response vehicles, and sometimes only several weeks or months following a storm does the amount of damage and loss of trees become apparent.

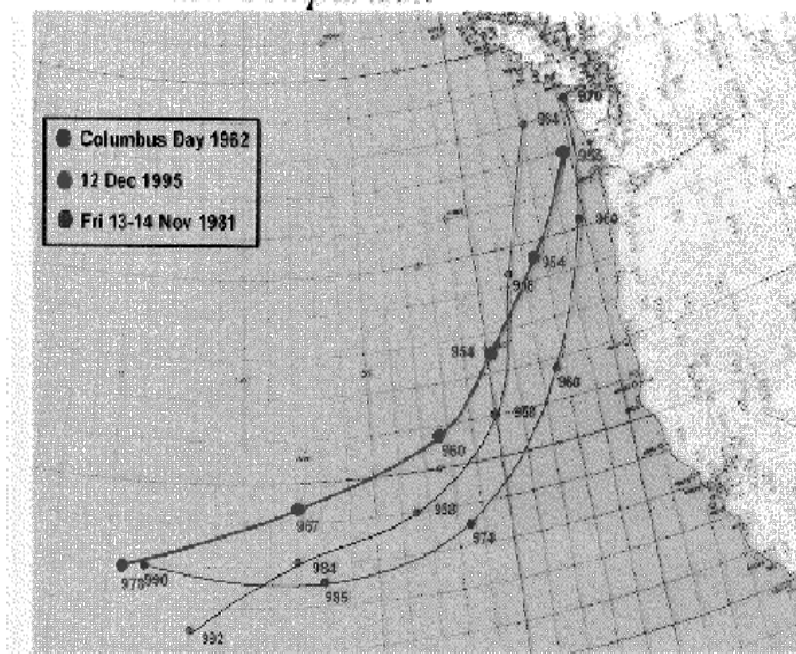
6.3.5 Predictability

Powerful winter storms that strike the U.S. West Coast often occur in series. Forecasting the development of oceanic storms is still a challenge, largely because there are fewer weather observations at sea than over land.

Research is being conducted on wind engineering, particularly on windstorms and how wind pressures cause damage to various types of structures. This will allow for evaluation of the weak points of existing buildings, enabling owners to take appropriate corrective actions to make buildings safer.

Figure 1 Paths of the three most significant windstorms recorded in Oregon

Storm Track Comparison



6.4 Hailstorm

6.4.1 Definition

Hailstorms develop from severe thunderstorms. The strong rising currents of air within a storm carry water droplets to a height where freezing occurs. Ice particles grow in size, finally becoming too heavy to be supported by the updraft and fall to the ground. Large hailstones fall at speeds faster than 100 mph.

The size of hailstones is a direct function of the severity of the storm. The stronger the updraft wind, the longer hail is kept in suspension in the thunderclouds. A hailstorm is an outgrowth of a severe thunderstorm in which the balls or irregularly shaped lumps of ice greater than 0.75 in (1.9 cm) in diameter fall with rain.

6.4.2 Frequency

Limited data available on the probability and frequency of occurrence of hailstorms in Oregon shows that areas in the Northeast Oregon experience hailstorms more frequently than the rest of the state. However hailstorms do not usually occur more than two or three days a year anywhere in Oregon. They are

generally not very strong, although there have been cases when hailstorms in Oregon were similar to the type of hail storm more often experienced in the Midwest.

One such significant hailstorm occurred Morrow and Umatilla Counties in the summer of 1995. A ferocious, freak hailstorm early one Sunday afternoon devastated crops, shattered windows and pelted cars throughout Hermiston, west Umatilla County and parts of Morrow County. Total crop damage in Umatilla and Morrow counties came to about \$30 million. Houses and cars also were damaged. Final property damages are not available, but early estimates were around \$30 million.

Another significant hailstorm occurred in Medford area on September 4, 1997. The storm battered some orchards with hail the size of marbles or larger and destroyed 20 percent of the Rogue Valley's pear crop, according to industry specialists. It carved two swaths through the valley, sweeping north from Colver Road to Old Stage Road and toward Jacksonville. Another wave of hail hammered orchards along North Phoenix Road to Foothill. Heavy golf ball size hail was also reported in the Carpenter Hill Road Area and between Phoenix and Talent. Estimated damage from this storm was around \$10 million.

6.4.3 Territory at Risk

Thunderstorms affect relatively small areas when compared with hurricanes and winter storms. The typical thunderstorm is 15 miles in diameter and lasts an average of 30 minutes. The areal extent and severity of the hailstorm hazard is not necessarily coincident with maximum thunderstorm or tornado activity.

6.4.4 Effects

The development of hailstorms from thunderstorm events can cause major property and crop damage. Long-stemmed vegetation is particularly vulnerable to damage by hail. Severe hailstorms can also cause considerable damage to buildings and automobiles, but rarely results in loss of life.

6.4.5 Predictability

Efforts to predict hailstorms and reduce damage are generally similar to those associated with thunderstorms. Weather monitoring and warning system modernization and improvements will make it possible to more efficiently forecast and protect from thunderstorms and hailstorm development.

6.5 Snow Avalanche

6.5.1 Definition

A snow avalanche is a mass of rapidly moving snow that slides down a mountainside. The flow can be composed of ice, water, soil, rock, and trees. Snow avalanches are natural processes, occurring perhaps 1,000,000 times per year, world-wide.

The slope failure associated with an avalanche is caused by several factors, but is primarily due to large accumulations of snow on steep slopes. Snow is deposited in successive layers as the winter progresses. These layers may have dissimilar physical properties. An avalanche occurs when one layer slides on another, or the whole snow cover slides on the ground. Natural or human-induced snow avalanches most often result from structural weaknesses within the snowpack.

An avalanche may be dry or wet, according to whether free water is present in the snow. It may be of loose snow, when the avalanche starts at a single point or a slab avalanche which occurs when an area of more cohesive snow separates from the surrounding snow and slide out. In practice, any snow slide big enough to carry a person down is important.

6.5.2 Effects

Typically, avalanches have localized impacts and individually do not affect large numbers of people. However, of all the deaths caused by natural hazards, the total number of deaths attributable to snow avalanches is exceeded only by those associated with floods and lightning. The chart below presents the number of deaths in the United States due to snow avalanches for the last approximately fifty years. Oregon is present in the report with eight fatalities.

The sliding snow or ice mass in an avalanche moves at high velocities. It can shear trees; completely cover entire communities and highway routes, and level buildings. The primary threat is loss of life of back country skiers, climbers, and snowmobilers.

More people are at risk due to the increased popularity of winter climbing and hill walking along with the growth of interest in ski touring and off piste skiing. Injuries and fatalities can be reduced with outreach on avalanche danger.

Figure 2 Composition of a Snow Avalanche

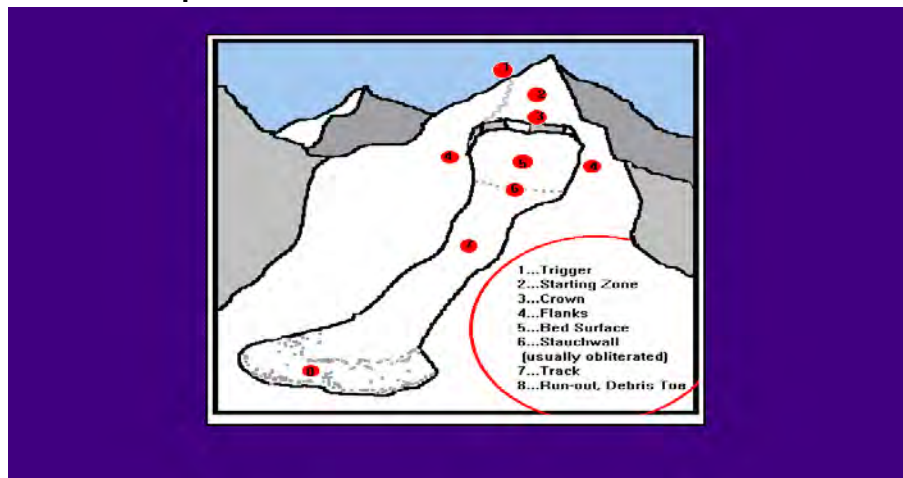
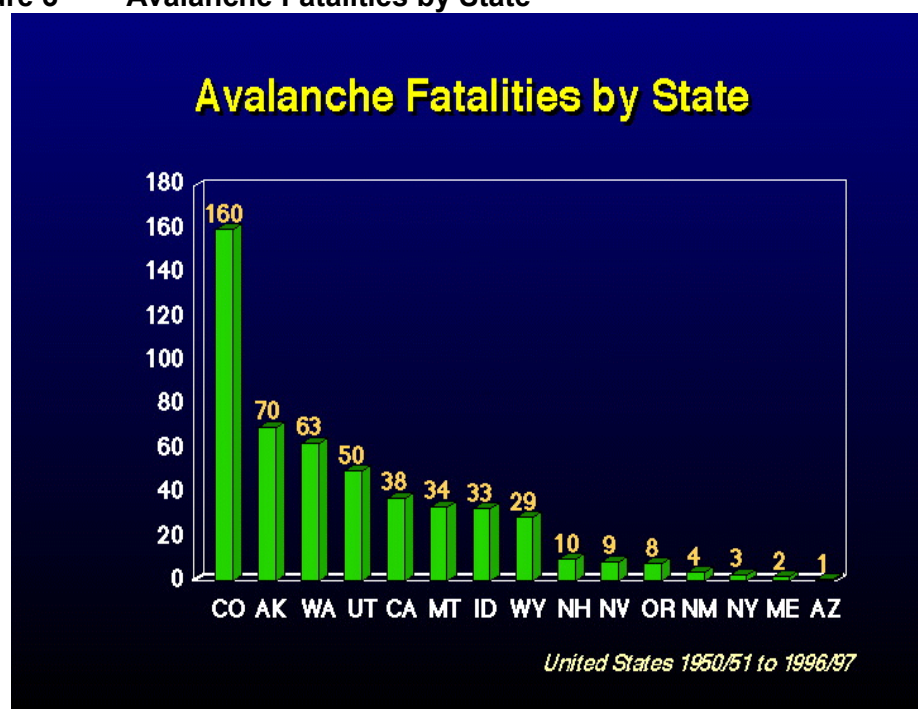


Figure 3 Avalanche Fatalities by State



Most avalanche accidents are caused by slab avalanches which are triggered by the victim or a member of the victim's party. However, any avalanche may cause injury or death and even small slides may be dangerous.

6.5.3 Territory at Risk

Most avalanches that occur each year are in remote, unpopulated mountainous areas, along recognized avalanche paths in previously identified hazard zones. Avalanches can happen wherever there is snow lying on ground of sufficient angle. In recent years there have been accidents in most Oregon mountain areas.

6.5.4 Predictability

GIS can be used by the avalanche industry as a platform to collect, store and analyze the various types of avalanche influencing factors which make up a particular avalanche hazard.

GIS could be used as a tool by the avalanche industry to analyze the components of avalanche hazard forecasting. The flexibility of such a platform has the potential to include virtually every type of avalanche influencing characteristic.

7 Supporting Documents

None at this time.

8 Appendices

None at this time.

8

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1 Introduction

The Homeland Security Act of 2002 states: “The term ‘terrorism’ means any activity that involves an act that is dangerous to human life or potentially destructive of critical infrastructure or key resources; and is a violation of the criminal laws of the United States or of any State or other subdivision of the United States; and appears to be intended to intimidate or coerce a civilian population; to influence the policy of government by intimidation or coercion; or to affect the conduct of a government by mass destruction, assassination or kidnapping.”

Responding to an act of terrorism requires planning and procedures that provide for both crisis management and consequence management.

2 Purpose

The purpose of this annex is to facilitate effective and coordinated State response and recovery activities to incidents of terrorism using a Weapon of Mass Destruction (WMD) involving the use of Chemical, Biological, Radiological, Nuclear or Explosive (CBRNE) and/or the intentional disruption of electronic/wireless/cyber telecommunications controlling elements of critical infrastructure.

3 Policies

- Activation of this annex will occur:
 - In accordance with the Basic Plan of the Oregon Emergency Operations Plan.
 - When a terrorist attack has occurred or credible information indicates that one is imminent.
- The guidelines outlined in this annex:
 - Should not be considered all-encompassing. They augment, but do not replace other legal responsibilities applicable to each agency.
 - May be modified as necessary by competent legal authority as situations warrant.

4 Situation and Assumptions

4.1 General

- No single private or government agency at the local, tribal, State or Federal level possesses the authority or expertise to act unilaterally on difficult issues that may arise in response to threats or acts of terrorism.

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- A terrorist incident may occur at any time of day with little or no warning, may involve single or multiple geographic areas, and may result in mass casualties.
- An act of terrorism, particularly an act directed against a large population area involving chemical, biological, radiological, nuclear materials or explosives, will have major consequences that may overwhelm local and State response capabilities including, but not limited to, mass casualties, mass fatalities, extensive amounts of debris, and contamination of victims and debris.
- Terrorists attack vulnerabilities with the intent of weakening the bonds between citizens, businesses, tribal nations, and government at all levels. A terrorist's goal is to create panic and chaos, disrupting the economy and social order.
- In the case of a biological attack, the effect may be temporally and geographically dispersed, with no determined or defined "incident site." Response operations may be conducted over a multi-jurisdictional, multi-State region.
- A biological attack employing a contagious agent may require quarantine by State and local health officials to contain the disease outbreak.
- A biological attack may be difficult to recognize and slow to develop.
- Terrorist groups may possess vast computer knowledge, and may have the ability to use cyber attacks to inflict disruptions of the critical infrastructure of both State and private industry.
- The population, property, critical infrastructure, and environmental resources of the State of Oregon are all vulnerable to a threatened or actual act of terrorism.
- Methods of terrorism are not all-inclusive and are constantly evolving.

4.2 Chemical

Chemical attacks are defined as the deliberate release of a toxic agency (gaseous, liquid or solid) that can poison people or the environment.

- Oregon hosts an extensive, legitimate chemical product industry with products that could be utilized as terrorist weapons. While not as toxic as cyanide, mustard or nerve agents, industrial chemicals can be used in much larger quantities to compensate for their lower toxicity.
- Terrorists have considered a wide range of chemicals for attacks. Typical plots focus on poisoning foods or spreading the agency on

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surfaces to poison via contact, or in conjunction with an explosive device.

- The intentional use of a chemical agent aimed at the human population may result in panic and chaos; mass casualties; mass fatalities; severe economic damage and maximum psychological trauma.

4.3 Biological

Biological weapons, which release large quantities of living, disease-causing microorganisms, have extraordinary lethal potential. Biological weapons may not be immediately recognized, allowing an infectious agent time to spread.

Moreover, biological agents can serve as a means of attack against humans as well as livestock and crops, inflicting casualties as well as economic damage.

- Bioterrorism is the intentional use of microorganisms, or toxins, derived from living organisms, to produce death in humans, animals or plants.
- The intentional release of a biological element, such as anthrax or smallpox, aimed at the human population may result in a disease outbreak of exceptional nature that could threaten the citizens of Oregon. An outbreak may create panic and chaos; mass casualties; mass fatalities; severe economic damage and maximum psychological trauma to Oregonians.
- Biological outbreaks require rapid procurement and mass distribution of drugs and vaccines.
- The intentional release of a biological element aimed at impacting animal health, such as Foot and Mouth Disease or Avian influenza, may result in an animal disease outbreak threatening animal populations, and have an economic impact on the agriculture industry.

4.4 Radiological

Radiological Dispersal Device (RDD) is a conventional bomb rather than a yield-producing nuclear device. RDDs are designed to disperse radioactive material to cause destruction, contamination, and injury from radiation produced by the material. A RDD can be almost any size, defined only by the amount of radioactive material and explosives.

- A passive RDD is a system in which unshielded radioactive material is dispersed or placed manually at the target.
- An explosive RDD (often called a “dirty bomb”) is any system that uses the explosive force of detonation to disperse radioactive material.

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- An atmospheric RDD is any system in which radioactive material is converted into a form that is easily transported by air currents.
- Use of a RDD by terrorists could result in health, environmental, and economic effects as well as political and social effects. It will cause fear, injury, and possibly lead to levels of contamination requiring costly and time-consuming clean-up efforts.
- A variety of radioactive materials are commonly available and could be used in a RDD, including Cesium-137, Strontium-90, and Cobalt-60. Hospitals, universities, factories, construction companies, and laboratories are possible sources for these radioactive materials.
- A crude RDD requires minimal expertise to build. A number of internet sites contain instructions on building RDDs.

4.5 Nuclear

Nuclear events include the threat of a detonation or the actual detonation of a nuclear bomb or device. A nuclear detonation differs from a conventional blast in several ways.

- A nuclear detonation is caused by an unrestrained fission reaction (not chemical reactions) and can be millions of times more powerful than the largest conventional explosions. (A one kiloton blast is equivalent to the explosive energy of 1,000 tons of TNT.)
- It would create much higher temperatures and much brighter light flashes, causing skin burns and fires at considerable distances. It would produce highly penetrative and harmful radiation, which would result in a public health crisis.
- A detonation would spread radioactive debris. Lethal exposures can be received long after the explosion occurs.
- The prospect of terrorists actually building a nuclear bomb is deemed unlikely because of the difficulty of obtaining enough nuclear material, as well as the advanced technology required to create a functional bomb. However, the dispersion of existing bombs by terrorists, especially small bombs such as suitcase or attaché case bombs, is somewhat of a greater threat.
- An Improved Nuclear Device (IND) is intended to cause a yield-producing nuclear explosion. An IND could consist of diverted nuclear weapons components, a modified nuclear weapon, or an indigenous-designed device. Unlike RDDs that can be made with almost any radioactive material, INDs require fissile material (highly enriched uranium or plutonium) to produce nuclear yield.

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- The threat of a nuclear device detonation will create an event requiring possible evacuation of large areas and populations.

4.6 Explosive

Explosive Incendiary Devices are mechanical, electrical, or chemical devices used to intentionally initiate combustion and start fires. These devices may be used singularly or in combination, and can cause death, injury and chaos within our communities. Additionally, manufacturing activities often involve hazardous materials that have a potential for misuse by terrorists as explosives. Equally dangerous is the explosive potential of terrorist acts against shipping of hazardous materials, such as fuels or other flammable products.

4.7 Cyberterrorism

Cyberterrorism is a method of attack that could seriously disrupt reliance on computer systems, industrial control systems (ICS)¹ and telecommunication networks. Cyberterrorism threatens the electronic infrastructure supporting the social, health, and economic well-being of Oregon's citizens. Although an actual act of cyberterrorism or cyberwarfare has never been recorded, the potential exists, and is being facilitated by an increasingly connected world. Interlinked computer networks regulate the flow of power, water, financial services, medical care, public safety, telecommunication networks and transportation systems. The networks are vulnerable to attack and it is difficult to distinguish a singular hacker-type incident from a cyber-terrorist attack, or to determine the source of an attack. The consequences could cause significant disruption of operations and economic losses.

- Cyber infrastructure: Within critical infrastructure sectors, those cyber-related (continuum of computer networks) IT systems and assets; e.g. interconnected computer networks, automated control systems, information systems, servers, routers, switches and fiber optic cables that allow critical infrastructure systems to function.
- Voice and data services are vital to business operations and for keeping citizens connected to government and one another. This critical infrastructure sector affects every resident because of the complex interdependencies and the magnitude of telecommunications and cyber systems within Oregon.

¹ ICS: includes, but not limited to: **SCADA**(*supervisory control and data acquisition*) is a type of ICS, which are computer controlled systems that monitor and control industrial processes that exist in the physical world.

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- Disruption of critical telecommunications nodes – either physically or through cyber means – would create severe hardships until services could be restored.
- Infrastructure protection involves proactive risk management actions taken to prevent destruction of or incapacitating damage to networks and systems that serve society. Infrastructure protections often are more focused on security, deterrence, and law enforcement than on emergency consequence management’s preparedness and response. Developing contingency plans to protect critical infrastructure is critical in the preparation for a terrorist incident.

5 Concept of Operations

5.1 General

- The Oregon Emergency Response System (OERS) is the system for notification, coordination, and management of state resources in response to all hazards and emergencies.
- The Oregon Emergency Response System shall be the primary point of contact by which any public agency provides the state notification of an actual or suspected act of terrorism.

5.2 Notification

- All notifications of emergencies and disasters and subsequent updates will be made through the established Oregon Emergency Response System (OERS) network.
- In the event that first responders or others suspect that the incident or threatened incident is the result of terrorism, such information will immediately be reported to OERS.
- Recognition of unexpected trends in morbidity or mortality from the State’s ongoing medical monitoring activities would also require that OERS be notified in the event that a case is possibly terrorism-related.
- The OERS Communications Center will notify primary and support agency personnel, in accordance with the EMP and as directed by the OEM Director or Executive Duty Officer (EDO).
- The OEM Director or EDO will make additional notifications and decisions, activating the ECC in accordance with the EMP.

5.3 Organization

- In accordance with the EOP, State agencies will respond to the ECC and execute their roles and responsibilities as outlined in the appropriate Emergency Support Functions (ESF).
- When the National Response Framework (NRF) is implemented, the Federal Emergency Support Function will be activated in Oregon and work with the State Emergency Support Function Partners.

5.4 Recovery

Recovery activities for Terrorism and WMD incidents follow the same path as other disasters and are outlined in the State EMP, Volume III “Relief and Recovery”.

6 Roles and Responsibilities

6.1 State Agencies

- No single state agency will, in all cases, have the necessary resources or authority to carry out all response and recovery activities for an emergency or disaster. Therefore, coordination among agencies is essential.
- State agencies are represented by their ESF in the ECC during a ECC activation.
- Other state departments and agencies, not specifically designated under this annex, may have authorities, resources, capabilities, or expertise required to support operations. Agencies may be requested to participate in response and recovery operations, and may be asked to designate staff to function as liaison officers and provide other support.

6.1.1 Oregon Emergency Management

- Will activate and staff the management structure of the State Emergency Coordination Center (ECC) as outlined in the Basic Plan of the State EOP.
- Responsible for coordinating State resources to address the full spectrum of actions to respond to and recover from incidents of terrorism.
- Primary agency responsible for management of ESF 2 – Communications; ESF 5 – Emergency Management; and ESF 9 – Search and Rescue.

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6.1.2 Administrative Services, Department of (DAS)

- Provide representative(s) to the ECC as required to serve as liaison to other state agencies.
- Provide logistical assistance, as requested, including, but not limited to:
 - Contracting of specific disaster-related services;
 - Acquisition of additional facilities and required office or building space, including sites for collection and distribution of materials;
 - Acquisition of required equipment-related to disaster response and recovery efforts;
 - Acquisition of requested supplies, and other logistical support, including private sector ground and air transportation resources-related to disaster response and recovery efforts.
 - Redeployment of State personnel as needed.
 - Geographical Information System support.
- Primary Agency responsible for management of ESF 7 – Logistics Management and Resource Support; and ESF 12 – Energy.
- Support agency responsible for providing expertise, experience, and assets to ESF 1 – Transportation; ESF 2 – Communications; ESF 3 – Public Works and Engineering; ESF 5 – Emergency Management; ESF 8 – Public Health and Medical Services; and ESF 13 – Public Safety and Security.

6.1.3 Agriculture, Department of (ODA)**■ Food Safety Division**

- Food Safety Division is responsible for management of emergencies involving food safety and/or contaminated foods impacting the public.
- Responsible for the safety of food in all areas of distribution of retail channels, except food service.
- Responsible for investigating food-borne illness complaints in firms it licenses.
- Assists with product recall.
- Authorized to embargo contaminated products and remove them from sale.

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■ **Animal Health and Livestock Identification Division**

- Animal Health and Livestock Identification Division is responsible for management of emergencies involving animal health issues.
- Responsible for controlling and eradicating animal diseases, including those that spread rapidly and are destructive to animals as well as those that are transmissible between animals and humans.
- Authorized to quarantine areas and restrict movement to enhance animal disease control efforts.
- Authorized and responsible to direct the disposition of animals affected by acts of terrorism and/or other emergency disease events.

■ **Laboratory Services**

- **Portland Laboratory** provides analytical expertise in the areas of microbiological testing, chemical testing and pesticide residue testing in support of agency programs involving food safety and label compliance.
 - **Animal Health and Identification Laboratory** is responsible for providing technical expertise, equipment and supplies for diagnostic testing for the initial, and possibly ongoing, laboratory response to an animal disease outbreak of major economic or animal/public health importance.
 - **Plant Health Laboratory** is responsible for providing technical expertise, equipment and supplies for diagnostic testing for initial, and possibly ongoing, laboratory response to a plant disease outbreak of major economic or environmental importance.
- Coordinate activities outlined in Oregon Agriculture Emergency Response Plan and Oregon Animal Health Emergency Response Plan
- Responsible for emergencies involving food and animal health.
 - Will direct and/or assist with quarantines, embargoes and product recalls.
 - Will direct and/or assist with the slaughter and disposal of contaminated animals; assist with cleaning and disinfecting the area and any necessary epidemiology.
 - Consult with Federal, state, and local authorities.

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- Collect, analyze and disseminate technical and logistical information.
- Define the infected area and control zone and the restrictions on interstate commerce.

6.1.4 Consumer and Business Services, Department of (DCBS)**■ Division of Finance and Corporate Securities (DFCS)**

- In the event of a cyber event impacting the banking industry, DFCS has the lead role in working with the banking industry toward post-disaster recovery, and in addressing the disruption that could occur due to loss of service (ATMs non-functional, etc.)

■ Oregon Occupational Safety and Health Division (OR-OSHA)

- Provide representative to the ECC as required to serve as liaison to other state agencies.
- Provide guidance and technical support to other state agencies and local jurisdictions on safety standards under emergency response and recovery conditions as outlined in the Oregon-OSHA, Terrorism Task Force Strategic Plan; Worker Safety and Health Support Annex.
- Through the Occupational Safety and Health Laboratory (OSH Lab) in Portland provide technical assistance analyzing air-quality and chemical samples during investigations.

6.1.5 Energy, Office of (OOE)

- Primary agency for management of emergencies involving the State's energy systems, the shortage or disruption of petroleum products, and incidents involving nuclear waste and radioactive materials.
- Coordinate activities outlined in the OOE Emergency Operations Plans including Hanford Response; WNP-2 Radiation Protection and Transportation and Petroleum Contingency Plan.
- Primary agency responsible for management of ESF 12 – Energy.
- Support agency responsible for providing expertise, experience, and assets to ESF 7 – Logistics Management and Resource Support; and ESF 10 – Oil and Hazardous Materials.

6.1.6 Environmental Quality, Department of (DEQ)

- Coordinate activities outlined in the Oregon Department of Environmental Quality Emergency Response and Recovery Plan,

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Chemical Terrorism Plan and the Northwest Area Contingency Plan (NWACP).

- As outlined in ORS 468B.395(5) – Act as the State agency responsible for the overall management of the environmental clean up of oil or hazardous material spills or releases.
 - As outlined in ORS 468B.395(5)(b) – Appoint a state on-scene coordinator for any major incident involving an oil or hazardous material spill or release or threatened spill or release.
 - Conduct the environmental cleanup of oil or hazardous materials spills or releases in accordance with the NWACP.
- Primary agency, with the Office of State Fire Marshal, responsible for management of ESF 10 – Oil and Hazardous Materials.
 - Support agency responsible for providing expertise, experience, and assets to ESF 3 – Public Works and Engineering.

6.1.7 Human Services, Department of (DHS) – Oregon Health Services (OHS)

- Provide representative(s) to ECC as required to serve as liaison to other state agencies.
- The Oregon State Public Health Officer or designee will be available to advise OEM on support requirements for public health medical response.
- Activate Agency Operations Center (AOC), including:
 - To support ECC liaison
 - Coordinate support of ECC and LHDs
 - Provide technical assistance to LHD in coordination with ECC
- Coordinate the State’s effort to provide medical, public health, mental health and EMS resources and assistance to Local Health Departments within the affected area.
- Coordinate and facilitate duties and responsibilities, including:
 - Outbreak investigation;
 - Isolation of victims and establishing, maintaining and removing quarantines;
 - Providing laboratory testing;
 - Coordinating and managing the Strategic National Stockpile;

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- Providing public health information.
- Coordinate with DEQ and other state agencies on hazardous materials and chemical terrorism response.
- Coordinate with OOE and other state agencies on incidents involving radioactive and/or nuclear materials.
- Coordinate with ODA:
 - To monitor food safety and security;
 - To provide support for veterinary services.
- Through the Public Health Laboratory Section, provide biological laboratory testing and consultation services.
- Through the Radiation Protection Services Section, if applicable, coordinate with DEQ, other state agencies and local jurisdictions to conduct radiological health assessment following an accident or disaster suspected to involve radioactive material.
- Coordinate with State Medical Examiners Office on mass fatality situations requiring Mortuary Services.
- Coordinate with the Federal Office of Health and Human Services to ensure a coordinated and effective response and recovery.
- Support agency responsible for providing expertise, experience and assets to ESF 6 – Mass Care, Emergency Assistance, Housing and Human Services.

6.1.8 Military, Department of (OMD)

- Providing military support to civil authorities in state emergencies.
- Support agency responsible for providing expertise, experience and assets to ESF 1 – Transportation; ESF 2 – Communications; ESF 3 Public Works and Engineering; ESF 4 Firefighting; ESF 5 – Emergency Management; ESF 6 – Mass Care, Emergency Assistance, Housing and Human Services; ESF 7 – Logistics Management and Resource Support; ESF 8 – Public Health and Medical Services; ESF 9 – Search and Rescue; ESF 11 – Agriculture and Natural Resources; ESF 12 – Energy; and ESF 13 – Public Safety and Security.

6.1.9 Public Utility Commission (PUC)

- Act as a state liaison with energy utilities (ESF-Twelve); telecommunications utilities and facility-based competitive telecommunications network operators (collectively, TNOs for ESF-Two).
- Provide ECC and Governor with status of energy utility and TNO response and restoration activities.
 - When energy service delivery systems are impacted, provide data and assistance to the Governor in making curtailment and allocation decisions.
 - Provide guidance and support to ECC, other state agencies and local jurisdictions to ensure a coordinated and effective response.
- Support agency responsible for providing expertise, experience and assets to ESF Two and Twelve–Telecommunications and Energy, respectively.

6.1.10 State Police, Department of (OSP)

- Primary agency responsible for management of ESF 13 – Public Safety and Security.
- Support agency responsible for providing expertise, experience and assets to ESF 1 – Transportation; ESF 2 – Communications; ESF 5 – Emergency Management; and ESF 10 – Oil and Hazardous Materials.
- **Counter-Terrorism Section (CTS)**
 - May provide personnel to the ECC as required.
 - Act as the State point of contact for threat and warning information received from Department of Homeland Security.
 - Coordinate with the FBI and other Federal agencies, Oregon DOJ-OCIU regarding intelligence and law enforcement sensitive information.
 - Oregon CTS and OEM will provide continuous routine threat and warning information to local jurisdictions via available communications capability.
- **Office of the State Fire Marshal**
 - Primary agency responsible for management of ESF 4 – Firefighting; and Co-Primary Agency with DEQ for ESF 10 – Oil and Hazardous Materials.

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- Support agency responsible for providing expertise, experience and assets to ESF 2 – Communications.

■ Medical Examiner Division

- Provide guidance and support to other state agencies and local jurisdictions to ensure a coordinated and effective response to incidents involving mass fatalities as outlined in the Oregon State SA-H Mass Fatalities Annex..
- Support agency responsible for providing expertise, experience and assets to ESF 8 – Public Health and Medical Services.

6.1.11 Transportation, Department of (ODOT)

- Primary agency responsible for management of ESF 1 – Transportation; ESF 3 – Public Works and Engineering.
- Coordinate activities outlined in the Oregon Department of Transportation Emergency Operations Plan.
- Support agency responsible for providing expertise, experience and assets to ESF 2 – Communications; ESF 5 – Emergency Management; ESF 7 – Logistics Management and Resource Support; ESF 9 – Search and Rescue; ESF 10 – Oil and Hazardous Materials; ESF 12 – Energy; and ESF 13 – Public Safety and Security.

6.2 Adjunct Agencies**6.2.1 American Red Cross (ARC)**

- Provide representative to ECC as requested to serve as liaison to State and local agencies involved in evacuation and shelter management.
- Assisting in the management of ESF 6 – Mass Care, Emergency Assistance, Housing and Human Services.
- Adjunct agency with direct interest in effective disaster recovery, providing assistance with ESF 8 – Public Health and Medical Services; ESF 9 – Search and Rescue; and ESF 11 – Agriculture and Natural Resources.

6.2.2 Civil Air Patrol (CAP)

- Adjunct agency with direct interest in effective disaster recovery, providing assistance with ESF 1 – Transportation; ESF 2 – Communications; ESF 3 – Public Works and Engineering; ESF 7 – Logistics Management and Resource Support; ESF 9 – Search and Rescue; and ESF 10 – Oil and Hazardous Materials.

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6.2.3 Oregon Voluntary Organizations Active in Disaster (OrVOAD)

- See OrVOAD Resource Directory for Member Organizations.
- Adjunct agency with direct interest in effective disaster recovery, providing assistance with ESF 6 – Mass Care, Emergency Assistance, Housing and Human Services; and ESF 11 – Agriculture and Natural Resources.

6.2.4 Non-Government Organizations

- It is possible that a terrorist event could require the use of other non-government participants in the emergency response organizations. Examples that may need to be considered include the following:
 - Owners or operators of the facility in which the event is occurring;
 - Owners or operators of a transportation center, or modes of transportation (i.e., airplane, boat, railroad) in which the event is occurring.
 - Non-government expert advisors or consultants, such as university scientists, physicians, or private contractors.
 - Non-government laboratories for threat agency identification.
 - Representatives of the manufacturer of the threat agents.
 - Rental agents or contractors providing vehicles, equipment, or supplies involved in the event.
 - Health and medical care facilities and mortuaries managing the victims of the incident, and;
 - The owners, operators, clients, or support organizations for computer networks, telecommunications systems, internet services, cyber-dependent business or organization threatened by a cyber terrorist attack.
- These organizations or officials may become participants in the Incident Command and/or have a liaison deployed to the appropriate state or local emergency operations center.

6.3 Federal Response

- The National Response Framework (NRF) provides the framework for Federal interaction with State, local, tribal, private sector and non-governmental organizations in the context of domestic incident prevention, preparedness, response and recovery activities.

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- The NRF applies to all Federal departments and agencies that may be requested to provide assistance or conduct operations in actual or potential incidents of National Significance. These incidents require a coordinated response by an appropriate combination of Federal, State, local, tribal, private-sector, and non-governmental entities.
- A basic premise of the NRF is that incidents are handled at the lowest jurisdictional level possible. Police, fire, emergency medical, emergency management, public health, and other personnel are responsible for incident management at the local level.
- When an incident or potential incident is of such severity, magnitude, and/or
- complexity to be considered an Incident of National Significance, the Secretary of Homeland Security, in coordination with other Federal departments and agencies, will initiate the actions to prevent, prepare for, response to and recover from the incident. These actions will be taken in conjunction with State, local, tribal, non-governmental and private-sector entities as appropriate to the threat or incident. DHS will coordinate supplemental Federal assistance when the consequences of the incident exceed State, local or tribal capability.
- The Secretary of Homeland Security will utilize multi-agency structures at the headquarters, regional, and field levels to coordinate efforts and provide appropriate support to the incident command structure. At the Federal headquarters level, incident information-sharing, operational planning, and deployment of Federal resources will be coordinated by the Homeland Security Operations Center (HSOC) and the National Response Coordination Center (NRCC).
- Strategic-level interagency incident management coordination and course of action development will be facilitated by the Interagency Incident Management Group (IIMG), which also serves as an advisory body to the Secretary of Homeland Security. Issues beyond the Secretary's authority to resolve are referred to the appropriate White House entity for resolution.
- At the regional level, interagency resource coordination and multi-agency incident support will be provided by the Regional Resource Coordination Center (RRCC). In the field, the Secretary of Homeland Security will be represented by the Principal Federal Officer (PFO) and/or the Federal Coordinating Officer (FCO) / Federal Resource Coordinator (FRC) as appropriate. Overall Federal support to the incident command structure on-scene will be coordinated through the Joint Field Office (JFO).

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- For terrorist incidents, the primary responsibilities for coordinating and conducting all Federal law enforcement and criminal investigation activities will be executed by the Attorney General acting through the FBI. During a terrorist incident, the local FBI Special Agent-in-Charge (SAC) will coordinate these activities with other members of the law enforcement community, and work in conjunction with the PFO, who will coordinate overall Federal incident management activities.
- The framework created by these coordinating structures is designed to accommodate the various roles the Federal Government plays during an incident, whether it is Federal support to (and in coordination with) State, local or tribal authorities; Federal-to-Federal support; or direct implementation of Federal incident management authorities and responsibilities of the Secretary of Homeland Security for operational and resource coordination in the context of domestic incident management.
- The NRF groups the capabilities of Federal departments and agencies into Emergency Support Functions (ESFs) to provide the support, resources, program implementation, and services that are most likely needed during response and recovery from acts of terrorism. Each ESF is composed of primary and support agencies. Primary agencies are based on authorities, resources, and capabilities. Support agencies are assigned based on resources and capabilities in a given functional areas. The resources provided by the ESFs reflect the resource-typing categories identified in the NIMS. ESFs are expected to support one another in carrying out their respective roles and responsibilities.

7 Recovery

Recovery activities for Terrorism and WMD incidents follow the same path as other disasters and are outlined in the State EMP, Volume III “Relief and Recovery”.

8 Supporting Documents

- State of Oregon Emergency Management Plan, 2007, Volumes II and III
- Oregon Executive Order EO-2001-26 Oregon Emergency Response System, Dated December 21, 2001
- National Response Framework, 2008
- Presidential Decision Directive 39, Dated June 21, 1995
- Presidential Decision Directive 62, Dated May 22, 1998

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- Homeland Security Presidential Directive 5, Dated February 28, 2003
- Homeland Security Presidential Directive 8, Dated December 17, 2003
- Homeland Security Act of 2002

9 Appendices

None at this time.

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IA 9 Tasked Agencies	
Primary Agencies	Oregon Health Authority
Supporting Agencies	Oregon Department of Agriculture (ODA) Oregon Department of Energy (ODOE) Oregon Military Department (OMD) Oregon Emergency Management (OEM) Office of the State Fire Marshall (OSFM) Oregon Department of Environmental Quality (DEQ) Occupational Safety and Health Division (OSHD) Oregon Department of Fish and Wildlife (ODFW)
Adjunct Agencies	

1 Purpose

- The Nuclear/Radiological Incident Annex is responsible for providing a coordinated State of Oregon response to emergencies involving radioactive material and for determining and implementing measures to protect life, property, and the environment in a radiological emergency.
- Define the roles and responsibilities of state agencies in responding to the unique characteristics of different categories of nuclear/radiological incidents
- Discuss the specific authorities, capabilities, and assets the state government has for responding to nuclear/radiological incidents;
- Discuss the integration of the concept of operations with other elements of the Oregon Emergency Operations Plan (EOP), including the unique organization, notification, and activation processes and specialized incident-related actions; and
- Provide guidelines for notification, coordination, and leadership of State of Oregon nuclear/radiological response and recovery activities.

2 Scope

- “Nuclear or Radiological Incident” is defined as - terrorist incidents involving nuclear or radioactive materials, reactor plant accidents (commercial or weapons production facilities), lost radioactive material sources, transportation accidents involving nuclear/ radioactive material, and foreign accidents involving nuclear or radioactive material which impact the State of Oregon. Provide guidelines for notification, coordination, and leadership of State of Oregon nuclear/radiological response activities.
- This annex applies whenever an incident exceeds or is anticipated to exceed local or tribal resources. The level of state response to a specific incident is based on numerous factors including, the ability of local and tribal officials to respond; the type, amount, and custody of (or authority over) radioactive material involved; the extent of the

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impact or potential impact on the public and environment; and the size of the affected area.

- This annex provides information specific to a nuclear/radiological incident and is intended to supplement and correspond with the Oregon EOP including EOP ESFs #10 and #12. This annex does not alter existing state plans for nuclear/radiological incidents, county plans, or federal response plans.

3 Situation and Assumptions

3.1 Situation

**taken from Oregon Health Authority's (OHA) "Public Health Radiological Emergency Response Plan"*

Radioactive materials are widely used in commercial applications, research laboratories, and in medical care facilities in Oregon. In addition, radioactive materials are found in the two experimental reactors located at Oregon State University (OSU) and Reed College. Radiation could be released as the result of an accident at a site (in the state and from surrounding states and locations outside of the United States) containing radioactive materials or as a deliberate act.

OHA will lead the state response and will make a radiological health assessment following an industrial accident or a terrorist attack when involvement of radioactive material is suspected by the on-scene Incident Commander or by another appropriate authority.

For incidents managed by the ODOE, OHA provides technical assistance to the Incident Commander and provides information on the health impact of the radioactive materials that are released. The public health response to the accidental or deliberate release of radiological materials will focus on protecting human health. A timely response is critical in limiting the health impact of public exposure to ionizing radiation, and it is essential in controlling the spread of radiological contaminants. A radiological incident may result in environmental contamination and thus the risk of ongoing human exposure and long-term health consequences. The incident may have psychological impacts among people who were not actually exposed, but who are still concerned about their health.

This plan discusses the following types of radiological incidents:

- Radioactive materials could be released as the result of an accident during the transportation of materials or at an industrial site that uses radioactive materials.
- Radioactive materials could be sprayed into the air, introduced into food or water, or left in public places. Such methods are not likely to produce mass casualties.
- A radiological dispersal device (RDD), or "dirty bomb," is a bomb that combines conventional explosives (such as dynamite or TNT) with radioactive materials. An RDD injures nearby people, damages

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buildings, and blasts radioactive materials into the area. An RDD attack is more likely to occur than other types of attacks because of the prevalence of commercial radioactive material and the relative ease of constructing an explosive device.

- An improvised nuclear device (IND) is an illicit nuclear weapon that is bought, stolen, or otherwise obtained from a nuclear State, or is a nuclear weapon fabricated from illegally obtained fissile nuclear weapons material. An IND creates a fireball that emits intense heat and light along with a shockwave, lethal ionizing radiation and fallout. Because an IND requires enriched uranium or plutonium and a more sophisticated knowledge of bomb-building, it is less likely to be used in a terrorist attack. If the IND does not reach nuclear yield due to malfunction or poor construction, the effects of the blast would be similar to a RDD.
- It may be necessary to provide backup communications from outside of the affected area to replace wired and wireless communication networks that could be affected by the electromagnetic pulse (EMP) generated by an IND explosion.

3.2 Assumptions

- The Federal Bureau of Investigation (FBI) leads the criminal investigation if the radiological release was intentional. The FBI is responsible for determining whether an explosion involved radioactive materials.
- Federal agencies, including the U.S. DOE, the Environmental Protection Agency (EPA), and the Nuclear Regulatory Commission (NRC), will provide resources and coordination when Oregon's resource demands exceed availability or when a radiological incident extends beyond state boundaries.
- The U.S. Centers for Disease Control and Prevention (CDC) is the lead federal agency to support public health actions when state capacity and expertise are exceeded.
- All State Agencies will be responsible for coordination and communication with their federal counterparts.
- Local health departments have jurisdiction in their communities for public health in coordination with OHA.
- Local government authorities have response plans in place to deal with a radiological emergency.
- The initial response phase may be complicated by the fact that the incident site could be a mass casualty scene, possibly a life-threatening hazard area, and a crime scene.

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- For a crime scene, it will be necessary to preserve the scene so that law enforcement can gather evidence.
- It may be necessary to provide medical treatment to on-scene victims, and victims may need to be decontaminated.
- The incident must be stabilized and the radioactive release stopped prior to initiation of recovery field operations.
- If a radiation plume exists, recovery operations may not begin until it is dissipated and all significant deposition has occurred.
- Radiation Protection Services (RPS) (in OHA) and regional hazardous materials (hazmat) teams (in the State Fire Marshal's office) are the lead state groups for technical radiological and decontamination expertise during recovery.
- Recovery personnel will be subject to the exposure limits for occupational workers in the Oregon Rules for the Control of Radiation (OAR, Chapter 333, divisions 100-123).
- Exposures will be maintained as low as reasonably achievable during recovery.

4 Roles and Responsibilities

4.1 Primary Agency

Oregon Health Authority (OHA): (More detailed roles and responsibilities information for OHA is located in the Public Health Radiological Response Plan)

- OHA is the lead state agency for all radiological incidents except transportation incidents and incidents at in-state and Hanford nuclear reactors and nuclear fuel storage facilities, which are managed by the ODOE.
- OHA provides technical assistance for all radiological incidents, from simple radiological accidents to terrorist incidents.
- OHA will provide and serve as the information point for informational outreach to the public and to State Agency PIOs.
- Establish and maintain Radiation Information toll free number during business hours.
- In conjunction with ESF #8:
 - Provides advice on proper medical treatment of the general population and emergency workers exposed or contaminated by radioactive materials;

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- Provides available medical countermeasures through deployment of the Strategic National Stockpile and other assets;
- Provides advice and guidance in assessing the impact of the effects of radiological incidents on the health of persons in the affected area; and,
- Provides support and guidance for monitoring and decontamination of the public;

4.2 Supporting Agencies**4.2.1 Oregon Department of Energy (ODOE)**

- **Is the lead state agency for transportation-related radiological incidents in Oregon.**
- **The Oregon Department of Energy is also the lead state agency for radiological preparedness for an incident involving the Columbia Generating Station (CGS) nuclear power plant near Richland, Washington, as well as an incident at the Hanford nuclear site.** ODOE has extensive emergency response plans and procedures related to both sites. The CGS plan is reviewed and approved by FEMA.
- ODOE supports OHA in all other radiological events occurring in Oregon.
- ODOE staff is trained in assessing and coordinating response to a nuclear/radiological incident. ODOE has subject matter expertise on the Hanford Nuclear Site, on the CGS, and on radiological response procedures. ODOE has an Agency Emergency Operations Center which can be used in a response.
- ODOE has access to and an account through the U.S. Department of Energy's Consequence Management Data – which provides plume modeling.

4.2.2 Oregon Department of Agriculture (ODA)

- In situations where food supply contamination may be of concern, Oregon Department of Agriculture (ODA) and the Oregon Department of Fish and Wildlife Department (ODFW) would complement OHA efforts to ensure that fish, game, meat, dairy products, and crops intended for human consumption are not contaminated above acceptable limits.
- In instances where those limits are exceeded, these agencies will help ensure the public is informed and contaminated products are properly disposed of.

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- Serve as the lead and advise on county animal evacuation plans, including transportation, shelter and care of domestic animals.
- ODA's Procedures for Radiological Emergencies, dated April 2010 are included in DOE's CGS/Hanford Emergency Response Plan.
- ODA has Milk sampling capabilities and personnel equipped with PPE to assist the OHA in sampling agricultural products in potentially affected areas
- Can provide personnel to supervise Food Control Check Point(s) for a minimum of 72 hours.
- Assets available in a response:
 - Thirty-six Food Safety Specialists
 - Four personnel trained and equipped to support OHA Radiation Sampling Team(s)
 - Three veterinarians
 - Five Brand Inspectors
 - Five Water Quality Inspectors
 - Six Livestock Water Quality Specialists

4.2.3 Oregon Department of Fish and Wildlife (ODFW)

- In situations where food supply contamination may be of concern, Oregon Department of Agriculture (ODA) and the Oregon Department of Fish and Wildlife Department (ODFW) would complement OHA efforts to ensure that fish, game, meat, dairy products, and crops intended for human consumption are not contaminated above acceptable limits.
- In instances where those limits are exceeded, these agencies will help ensure the public is informed and contaminated products are properly disposed of.

4.2.4 Oregon State Fire Marshal (OSFM)

- Establish and maintain the statewide Hazardous Materials Emergency Response system, which includes regionally located response teams with specialized training and equipment.
- OSFM has at their disposal: 13 State hazmat Teams, 3 Type II Incident Management Teams, and the ability to mobilize any fire department in the state, including specialty teams to assist under the conflagration act. If the event involved structural collapse, an urban search and rescue task force could be assigned.

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- When requested through OERS, hazmat response teams can respond to serious incidents involving radiological materials when the incident exceeds first responder training and equipment.
- In an event a State hazmat team would likely be one of the first responders on scene. At the point that it exceeds their capability the Conflagration Act would be called in to manage and activate state fire resources and Incident Management Teams. At that point OSFM would unify and work with lead agencies for monitoring and response issues.
- All hazmat teams are trained in monitoring and plume models for radiation. Radiation Safety Officers (RSOs) can provide information and response throughout Oregon.

4.2.5 Oregon Military Department (OMD)**4.2.5.1 Oregon Office of Emergency Management**

- Coordinates state agency communication and response through OERS and the ECC.
- Coordinates state agency support to the Recovery Committee.

4.2.5.2 Oregon National Guard

- Oregon National Guard support requires formal request through the State ECC and approval by The Adjutant General.
- In peacetime, the Guard is under the command of the Governor with its active command and administration vested in the Adjutant General. When directed by the Governor through a declaration of a “State of Emergency”, the Guard may be placed in state “active duty status”, with the state bearing financial responsibility for the committed forces to include wages, fuel, equipment maintenance, and other expenses.
- The Oregon Military Department (OMD) relies on the Oregon National Guard Joint Emergency Operations Plan or as directed by The Adjutant General of Oregon for response to any radiological / nuclear incident.
- Area Commanders may render immediate aid to save lives and protect property under circumstances outlined in National Guard Regulation (NGR) 500-1, Military Support to Civil Authorities.
- Other than the 102 Civil Support Team (CST), Oregon National Guard participation in assistance during a Chemical, Biological Radiological, Nuclear and Explosive (CBRNE) event is as a direct supporting agency (security, logistics support, advisory, etc.).

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- “Just in time training” may be accomplished by qualified trainers of responding state or federal agencies, meeting OSHA standards, to qualify Oregon Guardsman.
- Until/unless trained and equipped for the role with proper Personal Protective Equipment for the event, Oregon Guardsman will not be employed within a known “hot/warm” zone, or in a decontamination process.
- “Just in time training” and needed PPE equipment will be provided by request through the State ECC.
- Guard units are trained and equipped to support law enforcement, medical care, traffic control, firefighting support, resource distribution, potable water transportation, assist primary agencies in establishment of Community Points of Distribution (C-PODs) establishing communications networks with fixed and mobile radios, providing aerial surveillance of a disaster area, and the provision of limited electric power from portable generators.
- The National Guard may also support search and rescue, and can provide lifesaving and air ambulance missions. Resources include: ground transportation capabilities, limited rotary wing air transportation assets, internal medical support and limited water purification.
- The OMD has the capability of immediately deploying the 102 CST to support civil authorities at domestic (CBRNE) incident sites. The 102 CST is capable of identifying CBRNE agents and substances, assessing current and projected consequences, advising on response measures, and assisting with appropriate requests for additional support. This includes incidents involving the intentional or unintentional release of CBRNE and natural or man-made disasters that result or could result in the catastrophic loss of life or property in the United States.
- The 102 CST is composed of full-time Army and Air National Guard personnel that are divided into six sections: command, operations, communications, administration/logistics, medical/analytical, and survey. Each team member is hazmat Tech certified and has more than 600 hours of training in CBRNE environments. 102 CST personnel can provide triage and decontamination recommendations. Assigned to the Team is a fully trained and certified Nuclear Medical Science Officer.
- The 102 CST operates high tech equipment including a specialized/secure communications vehicle (Unified Command Suite), and a mobile analytical laboratory system with a full suite of chemical, biological, and radiological analysis equipment. These items include:

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Gamma Spectrum Analysis Software, Plume Modeling, and ability to detect Alpha, Beta, Gamma, and Neutrons within a specific location.

Additional radiological monitoring assets include mounted and dismounted radiological detection equipment, limited individual dosimeter capabilities, limited decontamination assets and mobile meteorological units.

- The Oregon National Guard does not maintain an in State stockpile of radiological Personal Protective Equipment and medical supplies. Furthermore, for State missions on State Active Duty, accreditation, and privileging for Oregon National Guard medical personnel is required to treat civilians (ORS 401.654, 401.664) unless waived by a Governor decree or Oregon State Law is changed.

In a CBRNE event the Oregon National Guard can also call on regional assets such as the Washington National Guard's Chemical, Biological, Radiological/Nuclear, and Explosive (CBRNE) - Enhanced Response Force Package (CERF-P). The CERF-P is composed of four elements staffed by personnel from already established National Guard units. The elements are search and extraction, decontamination, medical, and command and control.

4.2.6 Oregon Occupational Safety and Health Division (OR-OSHA)

- Undertaking site-specific occupational safety and health plan development and implementation, and ensuring that plans are coordinated and consistent among multiple sites, as appropriate.
- Identifying and assessing health and safety hazards and characterizing the incident environment, to include continued monitoring of incident safety.
- Carrying out responder personal exposure monitoring, including task specific exposure monitoring.
- Assessing responder safety and health resource needs and identifying sources for those assets.
- Developing, implementing, and monitoring an incident personal protective equipment (PPE) program, including the selection, use, and decontamination of PPE.
- Coordinates communication with labor unions, contractors, and other organizations regarding responder safety and health issues.
- Can coordinate and provide incident-specific responder training.

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- Work in coordination with DOL/OSHA and their partners, in carrying out functions of the National Response Framework, Workers Safety and Health Annex.
- OR-OSHA has one Geiger counter, and 5 radiation dosimeters for workplace exposure monitoring. OR-OSHA staff is trained on equipment, but are not an emergency response team(s), available radiation monitoring equipment is hand held, or clip on.
- OR-OSHA has a MOU with Federal OSHA, who provide radiation experts as needed and available.
- In addition to radiation equipment, OR-OSHA has a large inventory of sampling equipment for a variety of substances and hazards, and staff trained on their use. Using an all hazards approach, it is important to consider hazards other than radiation during mitigation of contamination or debris management. Other hazards to consider would include those of heavy equipment, fall hazards, trenching and shoring, noise, silica, asbestos, etc.

4.2.7 Oregon Department of Environmental Quality (DEQ)

- DEQ's regulatory roles, responsibilities and expertise generally relate to non-radiological incidents, i.e., releases of oil and hazardous materials that are hazardous not by reason of radioactivity.
- Provides general expertise on environmental effects of releases of hazardous materials and environmental pollution control techniques.
- Provides general investigative support and expertise on environmental and public health issues related to oil and hazardous material incidents.
- For materials contaminated by radiological releases requiring clean up, DEQ typically would not be directly involved in removal or remediation. DEQ is available to assist and coordinate cleanup actions with ODOE, Public Health, and the U.S. Environmental Protection Agency pursuant to their responsibilities under the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA)
- DEQ also develops comprehensive plans and programs for air and water pollution control and solid and hazardous waste disposal.
- Coordinate with special teams (OSFM hazmat Teams, ODOT Incident Response Teams, USCG, EPA, local emergency responders and others).
- DEQ can provide:
 - Debris management expertise, including technical expertise in management of solid and hazardous wastes.

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- Air monitoring and air modeling expertise, although the core of DEQ expertise and experience is with monitoring and modeling of non-radioactive materials.
 - Oregon DEQ provides technical assistance and infrastructural funding (grants and loans) for community water system providers (Oregon Public Health is the lead agency for drinking water standards).
 - Expertise in communications about risks to the public and measures the public can take to address potential concerns.
 - Assistance with mapping/GIS capability and assistance in developing and maintaining data for situational awareness.
- DEQ develops and implements programs for air and water pollution control and solid and hazardous waste disposal.

5 Concept of Operations

5.1 Communications

Public Communications Procedures:

OHA will ensure the following public communication procedures

- Respond to media requests.
- Provide accurate and timely information to other agencies and government PIOs.
- Conduct media availability/press briefings as needed.
- Establish and maintain Radiation Information toll free number during business hours.
- Develop online question and response capability for the public to submit questions and receive timely responses (within 24 hours).
- Disseminate Frequently Asked Questions once developed and approved. Translate into top 5 languages in Oregon and disseminate links. Do not distribute documents via attachments. Disseminate links only.
- Maintain accurate, timely information on established web pages to ensure most accurate information over time.
- Address/interrupt rumors and misinformation as quickly as possible.

5.2 Procedural Overviews Based On Type of Incident

5.2.1 Transportation Accidents

- With Oregon being a major west coast transportation corridor, there is a potential for incidents which may cause a release of radioactive materials. This could happen any time and could require state and

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local agencies to implement actions to protect health and safety of the populace.

- All agencies, state or local, receiving information of an accident involving radioactive material must notify the Oregon Emergency Response System (OERS) to notify agencies for appropriate response as indicated by this annex and the Oregon Radiological Emergency Response Plan.
- Oregon Department of Energy receives advance notification of transportation of certain shipments of nuclear waste and spent fuel through the state (ORS 469).

5.2.2 Transoceanic/International Radiologic Event (Includes adjacent US States)

- Upon notification of a potential transoceanic/international radiologic event, OHA (ODOE if Hanford) will immediately notify OEM of the situation to begin State response coordination.
- OHA is responsible for monitoring the radiological health impact of transoceanic/international radiologic events affecting the State.
- Should radiation should increase to dangerous levels or is likely to do so as a consequence of foreign nuclear detonations or accidents, OHA and OEM will immediately notify listed support agencies in this annex to conduct assigned responsibilities.
- OHA will coordinate response and the implementation of countermeasures as deemed necessary.

5.2.3 Incidents at Nuclear Facilities

- ODOE is the lead state agency on nuclear emergency preparedness, response, and recovery at incidents involving fixed nuclear facilities, Independent Spent Fuel Storage Installations (ISFSI), Research Reactors. ODOE developed and maintains the Oregon CGS/Hanford Emergency Response Plan, Trojan ISFSI Plan, and the Radioactive Materials Transportation Plan. These plans define the State's role and responsibilities to prepare for, respond to, and recover from in-State and nearby nuclear facility radiological emergencies. ODOE also reviews Oregon State University and Reed College Research Reactor Emergency Response Plans.
- Coping with a radiation emergency involving a nuclear facility is a joint, cooperative effort of the facility operator, and local, state, and federal governments. This response is described in detail in the Nuclear Facilities Incident Response Plans identified above.

IA 9. Nuclear/Radiological**5.2.4 Deliberate Attacks Involving Nuclear/Radiological Facilities or Materials, Including RDDs, REDs, or INDs**

- The most common nuclear/radiological incidents involve loss, theft, or mismanagement of relatively small radioactive material sources, or technologically enhanced, naturally occurring radioactive material, where some exposure of individuals or dispersal into the environment occurs.
- Radiological terrorism, involving but not limited to Radiological Dispersal Device (RDD), Radiological Exposure Device (RED), and an Improvised Nuclear Device (IND) poses a threat to human life and property.
- During the initial response, state agencies with technical expertise, specialized equipment, and personnel will support local response agencies. Federal agencies responsible for the investigation may also request state assets.
- The FBI is the lead federal agency responsible for all criminal investigations of terrorist acts or terrorist threats. The FBI is responsible for coordinating activities at the scene and activities to detect, prevent, preempt, investigate, and disrupt terrorist attacks against the U.S., including incidents involving nuclear/radioactive materials (e.g., RDD/RED/IND incidents). State support to the FBI and other federal law enforcement agencies will be coordinated by the Oregon State Police (OSP) through ESF #13—Public Safety and Security.
- For radiological terrorism incidents involving materials or facilities licensed by the Nuclear Regulatory Commission (NRC) within Oregon, the NRC is the federal coordinating agency for consequence management with Oregon Department of Energy provide state support and contact with the State ECC.
- The OHA and ODOE will provide health and technical support to law enforcement and the local Incident Commander upon request.
- OERS and OEM will notify the governor, OHAs Radiation Protection Services, and other appropriate State and federal agencies; and activate the State ECC, if necessary.
- A Unified Command including federal and responsible State agencies will be established in the event of a terrorist attack.

5.2.5 Nuclear Device/Weapon Detonation

- The state could suffer catastrophic damage to life, property and infrastructure as the result of the accidental or intentional detonation of a nuclear device(s)/weapon(s) in the U.S.

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- During increased threat periods, the Oregon Military Department and Oregon Emergency Management will coordinate with the DOD and U.S. DHS to provide information and resources to local government and the public.
- Electromagnetic pulse could disrupt and/or destroy wired and wireless communications as a result of an attack on Oregon or the United States.

5.3 ECC and State Agency AOC Operations:

The Emergency Coordination Center (ECC) is the single point of contact for an integrated state response. The purpose of the ECC is to provide a centralized location where state officials may coordinate activities and implement direction from the Governor. The primary responsibility of the ECC is to provide information, policy direction, and resource coordination in response to a major emergency or disaster.

The Agency Operations Center (AOC) is the physical location for agency staff to coordinate activities. The AOC is activated for large scale radiation emergencies.

AOC Activities in Radiological Response:

- Notify, assemble and dispatch emergency response teams
- Coordinate field team activities
- Coordinate laboratory testing of environmental and human samples
- Acquire resources to support local health department field emergency responses through the state ECC. All resource requests are forwarded to and filled by the Logistics Section. These include:
 - Personnel and equipment
 - Hazmat teams (once activated, these teams become a state resource)
 - Selected personnel from state universities acting on regional radiological field teams
 - OSU Radiation Center
 - Oregon 102nd National Guard Civil Support Team
 - Coordinate health information flow to and from:
 - Federal agencies
 - OHA programs and other state agencies
 - Local health departments
 - Tribal governments
 - Health care organizations

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- Providers of medical care, medical facilities, and medical suppliers
- The Joint Information System/Joint Information Center (JIS/JIC)

5.4 Response and Recovery:**5.4.1 Alert and Notification**

OEM will notify the governor of emergency conditions that may require state assistance. OEM will notify and coordinate the response of local, state, and federal agencies, volunteer agencies, and affected industry.

The Emergency Alert System (EAS) and Reverse 911 where available will be utilized to notify the public in order to rapidly inform the public of an event and by giving them information on actions that should be taken.

5.4.2 Response Phase

The Response Phase occurs from the onset of a nuclear/radiological incident and lasts until the situation is stabilized. During this phase, functions which are critical to lifesaving, protection of property, evacuations and sheltering considerations according to local response plans, meeting basic human survival needs, securing critical infrastructure and evacuated areas, and protecting the environment are performed.

5.4.3 Recovery Phase

There are usually no clear distinctions between when the Response Phase ends and the Recovery Phase begins. There is typically a time period after the initial incident in which both phases are in effect simultaneously. The Recovery Phase begins a few days after the incident and can last as long as several years. During this phase, the federal government can provide disaster relief upon a presidential disaster declaration. Functions during this phase include the Stafford Act for Public Assistance (PA) and Individual Assistance (IA), establishment of disaster assistance centers, establishment of temporary housing facilities, and federal disaster loans and grants. Long-term recovery includes restoration of affected areas to their normal or improved state.

Private nuclear facility owners/operators have primary responsibility for recovery planning activities and eventual cleanup within their facility boundaries and may have responsibilities for recovery activities outside the facility under applicable legal obligations (e.g. contractual, licensee, CERCLA).

OHA will provide technical support and make recommendations regarding the radiological and health aspects of recovery activities to Recovery Committee. When restoration actions exceed the capacity of OHA, federal assistance will be requested.

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The four phases of recovery are re-entry, restoration, return, and relocation. The phases may occur concurrently. Within a specific phase, action items may be undertaken simultaneously or otherwise modified to meet the situation. Routes of exposure during all phases can be external (ground deposition) and internal (inhalation of re-suspended particles).

Recovery Phase	Definition
Re-entry	<ul style="list-style-type: none"> • A contamination survey is performed. • The results form the basis for protective actions or the release of designated areas to unrestricted use.
Restoration	<ul style="list-style-type: none"> • Begin reducing exposure rates and concentrations to acceptable levels. • This phase can last from months to years.
Return	<ul style="list-style-type: none"> • Individuals are permitted to reoccupy their homes upon verification and workplaces. • This phase may occur from several days to years after the incident.
Relocation	<ul style="list-style-type: none"> • Individuals are relocated when the affected areas cannot be restored for unrestricted use. • Decisions on whether to restore or relocate are based on both technological and economic considerations. • People are excluded for an indefinite period from the affected areas to avoid chronic radiation exposures in excess of established limits. • This phase can last from several months to several years.

6 Supporting Plans

- Public Health Radiological Emergency Response Plan, Oregon Health Authority
- ESF #10 and ESF #12 of the State of Oregon Emergency Response Plan (Other ESF annexes of State of Oregon EOP as dependent on the situation).

7 Appendices

Appendix A Federal Resources

- The FBI is the lead federal agency for a radiological terrorist incident.
- The U.S. DOE provides federal radiological support with both equipment and personnel when called by the FBI for a terrorist incident or upon request from the state for a radiological accident
- The NRC provides technical assistance and ensures compliance with the legal use of radiological material for any incident involving a radiological licensee or a nuclear power plant.
- The EPA provides technical assistance during the recovery phase of a radiological disaster. The EPA responds when called by the FBI for a

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terrorist incident or upon request from the state for a radiological accident that affects a large area, waterways or federal land.

- The CDC is the lead consulting agency in the collection of human clinical samples to test for heavy metal and/or chemical exposure.
- A federal representative, from FEMA, the EPA, or the U.S. DOE, will be on the Recovery Committee.
- In large scale incidents, a Federal Radiological Monitoring Assessment Center (FRMAC) will be established.

Other federal agencies that have a support role in the response to or recovery from a radiological incident are outlined in the U.S. Department of Homeland Security *National Response Plan*. (See <http://www.epa.gov/radiation/rert/nuclearannex.htm>)

Appendix B Federal Assets**Federal Radiological Monitoring and Assessment Center (FRMAC)**

The FRMAC is responsible for coordinating all environmental radiological monitoring, sampling, and assessment activities for the response. The FRMAC is a DOE-led interagency asset that is available on request to respond to nuclear/radiological incidents. DOE leads the FRMAC for the initial response, then transitions FRMAC leadership to EPA for site cleanup. The FRMAC is established at or near the incident location in coordination with DHS, the coordinating agency, other federal agencies, and state, tribal, and local authorities.

A FRMAC normally includes representation from DOE, EPA, the U.S. Department of Commerce, the DHS National Communications System, the US Army Corps of Engineers (USACE), and other federal agencies as needed. Regardless of who is designated as the coordinating agency, when the FRMAC is activated, DOE, through the FRMAC or DOE Consequence Management Home Team (CMHT), coordinates all federal environmental and agricultural radiological monitoring and assessment activities for the initial phases of the response. When the FRMAC is transferred to EPA, EPA assumes responsibility for coordination of radiological monitoring and assessment activities.

Some participating federal agencies have radiological planning and emergency responsibilities as part of their statutory authority. The monitoring and assessment activity coordinated by the FRMAC does not alter these responsibilities but complements them by providing for coordination of the federal radiological monitoring and assessment response activities.

DOE Aerial Measuring System (AMS)

The DOE AMS characterizes ground-deposited radiation from aerial platforms. These platforms include fixed-wing and rotary-wing aircraft with radiological measuring equipment, computer analysis of aerial measurements, and

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equipment to locate lost radioactive sources, conduct aerial surveys, or map large areas of contamination.

DOE Accident Response Group (ARG)

The DOE ARG response element comprises of scientists, technical specialists, crisis managers, and equipment ready to respond to the scene of a U.S. nuclear weapon accident to make the weapon safe for shipment.

DOE National Atmospheric Release Advisory Center (NARAC)

The DOE NARAC provides a computer-based emergency preparedness and response predictive modeling capability. The NARAC is an off-site resource that supports the incident response remotely. NARAC provides real-time computer predictions of the atmospheric transport of material from radioactive releases and of the downwind effects on health and safety. When measurement data become available, they are used to improve model predictions.

DOE Radiation Emergency Assistance Center/Training Site (REAC/TS)

The DOE REAC/TS provides medical advice, specialized training, and on-site assistance for the treatment of all types of radiation exposure accidents. Additionally, through the Cytogenetic Biodosimetry Laboratory (CBL), REAC/TS provides for post exposure evaluation of radiation dose received.

DOE Radiological Assistance Program (RAP) Team

DOE RAP teams are located at various DOE Operations Offices, Site Offices, and National Laboratories. They can be dispatched to a radiological incident from Regional DOE Offices in response to a radiological incident. RAP teams provide first-responder radiological assistance to protect the health and safety of the general public, responders, and the environment and to assist in the detection, identification and analysis, and response to events involving radiological/nuclear material. Deployed RAP teams provide traditional field monitoring and assessment support as well as a search capability.

Nuclear Incident Response Team (NIRT)

The NIRT consists of (1) the DOE resources described above and (2) EPA entities that perform such support functions (including radiological emergency response functions) and related functions. Under the Homeland Security Act of 2002, DHS has the authority to activate NIRT assets. When activated, the NIRT operates under DHS direction, authority, and control. When not operating as part of the NIRT, these assets remain under the control of the parent agency.

The Interagency Modeling and Atmospheric Assessment Center (IMAAC)

The IMAAC is an interagency center responsible for production, coordination, and dissemination of the federal consequence predictions for an airborne hazardous material release. Through a partnership of the DHS, DOE, DOD, and Commerce (through the National Oceanic and Atmospheric Administration [NOAA]), EPA, NASA, and NRC, the IMAAC provides the single federal

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atmospheric prediction of hazmat concentration to all levels of the Incident Command. The IMAAC is an off-site resource that supports the incident response remotely. The NARAC is the interim IMAAC.

Advisory Team for Environment, Food, and Health

The Advisory Team includes representatives from EPA, the USDA, the Food and Drug Administration (FDA), the CDC, and other federal agencies. The Advisory Team develops coordinated advice and recommendations on environmental, food, health, and animal health matters for the Incident Command, DHS, the Joint Field Office (JFO), Unified Coordination Group, the coordinating agency, and/or state, tribal, and local governments as appropriate. The Advisory Team uses information provided by the IMAAC, FRMAC, and other relevant sources. The Advisory Team provides federal advice in matters related to the following:

- a) Environmental assessments (field monitoring) required for developing recommendations with advice from state, tribal, and local governments and/or the FRMAC;
- b) Protective Action Guides (PAGs) and their application to the emergency;
- c) Protective Action Recommendations (PARs) using data and assessment from the FRMAC;
- d) Protective actions to prevent or minimize contamination of milk, food, and water, and to prevent or minimize exposure through ingestion;
- e) Recommendations for minimizing losses of agricultural resources from radiation effects;
- f) Availability of food, animal feed, and water supply inspection programs to ensure wholesomeness;
- g) Relocation, reentry, and other radiation protection measures prior to recovery;
- h) Recommendations for recovery, return, and cleanup issues;
- i) Health and safety advice or information for the public and for estimated effects of radioactive releases on human health and the environment; and
- j) Other matters, as requested by the IC or coordinating agency.

EPA Radiological Emergency Response Team (RERT)

The EPA RERT provides resources, including personnel, specialized equipment, technical expertise, and laboratory services to aid coordinating and cooperating agencies and state, tribal, and local response organizations in protecting the public and the environment from unnecessary exposure to ionizing radiation from radiological incidents. The RERT is a designated Special Team under the NCP. It may become part of the FRMAC if one is established. The RERT provides the following:

- a) Monitoring, sampling, laboratory analyses, and data assessments using field emergency response assets.
- b) Technical advice and assistance for containment, cleanup, restoration, and recovery following a radiological incident.

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- c) Assistance in the development and implementation of a long-term monitoring plan and long-term recovery plans.
- d) Coordination with fixed laboratory assets for in-depth analysis and evaluation of large numbers of site-specific emergency response samples.

EPA RadNet

The EPA RadNet comprises a system of fixed and deployable radiation monitoring stations. The RadNet fixed monitoring stations provide a nationwide environmental monitoring network for assessment of nationwide impacts from a radiological incident. The deployable component can provide site-specific emergency monitoring for further assessment of localized impacts during radiological emergencies.

Lead Federal Agencies for Nuclear/Radiological Incidents:

Nuclear/Radiological Facilities or Materials Involved in Incident	Lead Federal Agency
<p>Nuclear facilities:</p> <ul style="list-style-type: none"> 1) Owned or operated by DOD or DOE; 2) Licensed by NRC or Agreement State; and 3) Not licensed, owned, or operated by a federal agency or an Agreement State, or currently or formerly licensed facilities for which the owner/operator is not financially viable or is otherwise 	<ul style="list-style-type: none"> 1) DOD or DOE; 2) NRC; and 3) EPA.
<p>Radioactive Materials being transported:</p> <ul style="list-style-type: none"> 1) Materials shipped by or for DOD or DOE; 2) Shipment of NRC or Agreement State-licensed materials; 3) Shipment of materials in certain areas of the coastal zone that are not licensed or owned by a federal agency or Agreement State; and 4) All others. 	<ul style="list-style-type: none"> 1) DOD or DOE; 2) NRC; 3) U.S. DHS/USCG 4) EPA.
<p>Radioactive materials in space vehicles impacting within the United States:</p> <ul style="list-style-type: none"> 1) Managed by National Aeronautics and Space Administration (NASA) or DOD; 2) Not managed by DOD or NASA and impacting certain areas of the coastal zone; 3) All others 	<ul style="list-style-type: none"> 1) NASA or DOD; 2) DHS/USCG; and 3) EPA.
<p>Foreign, unknown, or unlicensed material</p>	<ul style="list-style-type: none"> 1) DHS/CBP

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<p>1) Incidents involving inadvertent import of radioactive materials; 2) Incidents involving foreign or unknown sources of radioactive material in certain areas of the coastal zone; and 3) All others</p>	<p>(Customs and Border Protection); 2) DHS/USCG; and 3) EPA.</p>
<p>Impact from a Foreign, transoceanic, or unknown source</p> <p>1. The foreign or unknown source may be a reactor (e.g., Chernobyl or Fukushima), radioactive fallout from atmospheric testing of nuclear devices, imported radioactively contaminated material, or a shipment of foreign-owned radioactive material.</p>	<p>The EPA is the Lead Federal Agency for an emergency involving radioactive material from a foreign or unknown source with actual, potential, or perceived radiological consequences in the United States.</p>
<p>Nuclear Weapons</p>	<p>DOD or DOE (based on custody at time of incident)</p>
<p>All deliberate attacks involving nuclear/radiological facilities or materials, including RDDs or INDs</p>	<p>DHS</p>

10

IA 10 – Cyber Security

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Primary Agencies	Department of Administrative Services (DAS)
Supporting Agencies	Oregon Office of Emergency Management (OEM)
Adjunct Agencies	

1. Introduction

A cyber-related incident may take many forms: an organized cyber-attack, an uncontrolled exploit such as a virus or worm, a natural disaster with significant cyber consequences, or other incidents capable of causing extensive damage to critical infrastructure or key assets. In the event of a cyber-related incident, or disaster with a cyber-component, it should be reported to Department of Administrative Services/Enterprise Security Office (DAS/ESO)

Large-scale cyber incidents may overwhelm government and private sector resources by disrupting the Internet and/or taxing critical infrastructure information systems. Complications from disruptions of this magnitude may threaten lives, property, the economy, and national security. Rapid threat identification, information exchange, investigation, and coordinated response and remediation are critical in cyber consequence management.

A cyber incident could seriously disrupt reliance on computers and telecommunication networks. Cyber incidents threaten the electronic infrastructure supporting the social, health, and economic well-being of Oregon's citizens. Interlinked computer networks regulate the flow of power, water, financial services, medical care, public safety, telecommunication networks and transportation systems. The consequences could cause significant disruption of operations and economic losses.

- The citizens of Oregon expect a cyber-response to effectively coordinate available assets and tools through preparation, response, mitigation and recovery from a cyber-incident.
- Cyber infrastructure: Within critical infrastructure sectors, cyber-enabled information service systems and interconnected telecommunications networks allow industrial, commercial and enterprise entities to function efficiently and expeditiously. The services are rendered through application software, proprietary access and applied security protocols including the physical layer of servers, routers, switches and transport mediums in the RF-wireless and land-based environments.
- Voice and data services are vital to Oregon's citizens to communicate with government, businesses and with each other. This critical infrastructure sector affects every resident because of the complex interdependencies

and the magnitude of telecommunications and cyber systems within Oregon.

- Disruption of critical telecommunications nodes – either physically or through cyber means – would create severe hardships until services could be restored.
- Infrastructure protection involves proactive risk management actions taken to develop ongoing preparedness initiatives that protect the specific State and sub-contracted cyber-systems from unauthorized intrusion from internal and external groups and individuals to prevent destruction of or incapacitating damage to networks and systems that serve society. Developing contingency plans to protect critical infrastructure is critical in the preparation for a cyber-incident.

2. Purpose

The purpose of this annex is to facilitate effective and coordinated State and local government response and recovery activities to cyber incidents. This Annex discusses policies, organization, actions, and responsibilities for a coordinated, multidisciplinary, broad-based approach to prepare for, respond to, and recover from cyber-related incidents.

These may be either statewide or national cyber-incidents impacting critical processes or economic activity.

A. Scope

This Annex provides supplemental assistance to State departments and agencies, tribal and local governments to support response activities to a cyber-incident.

- Primary cyber incident response activities for incidents limited in scope to State Executive Branch departments and agencies will be determined by the State Incident Response Team Plan in accordance with the State Information Security Incident Response Policy (107-004-120) and ORS 182.122. This annex will assist with response activities for incidents beyond the scope of those documents.
- This Annex describes the framework for Oregon State Agencies to support local units of government during a cyber-incident response.

B. Planning Assumptions

- Oregon State Agency support will coordinate response with their federal counterparts

- No single private or government agency at the local, tribal, State or Federal level possesses the authority or expertise to act unilaterally.
- A cyber incident may occur at any time of day with little or no warning, may involve single or multiple geographic areas.
- The coordination with the Federal Government is dynamic and shaped by the nature of the event. The complexity of a cyber-annex that attempted to lay out the possible permutations and combinations of Federal/ State relations would hobble both the usefulness and maintainability of the document

This Annex is intended to develop broad concepts focused on Oregon's interface with principal Federal Agencies. Including but not limited to:

- US-DHS- Office of Cyber Security and Communications. Which includes:
 - National Communications System (NCS);
 - National Cyber Security Division;
 - Office of Emergency Communications;
 - NCS National Coordinating Center (NCC) for communications;
 - NCSD's United States Computer Emergency Readiness Team (U.S.-CERT);
 - DoD - The DoD Cyber Crime Center (DC3), U.S. Strategic Command and the subordinate U.S. Cyber Command;
 - FBI – Internet crimes
- A cyber incident will not be bounded by state or jurisdictional borders and may lack an easily identifiable signature. Cyber incidents alone, or in combination with other events, will present new and unique challenges to the State of Oregon.
- State and Local officials working with public and private partners will bring to bear critical skills required to take immediate action in identifying, responding to and recovering from a cyber-incident. These skills include:
 - Planning;
 - Risk management;
 - Threat and vulnerability identification;
 - Hazard mitigation;
 - Information security;
 - Information technology;
 - Direction, control and coordination;
 - Communications and warning;
 - Resource management;
 - Continuity of Operations (COOP)/Continuity of Government (COG);
 - Mutual Aid.

- The Oregon Cyber Annex is built on the premise that the following partners will work together to form a Unified Command utilizing the National Incident Management System (NIMS) to coordinate the actions necessary for rapid identification, information exchange, response, and remediation to mitigate the damage caused by a cyber-incident:
 - DAS
 - Oregon Military Department (OMD)/OEM
 - Other impacted State Agencies
 - Law enforcement
 - Technology resources from the private and public sectors on a case by case basis.
- This command framework may be utilized in any incident with cyber-related issues, including significant cyber threats and disruptions; crippling cyber-attacks against the Internet or critical infrastructure information systems; technological emergencies; or declared disasters.
- This Annex describes the specialized application of the National Response Framework (NRF) to cyber-related incidents. These cyber incidents may result in activation of the Cyber Annex and other Emergency Support Function (ESF) annexes. When processes in multiple annexes are activated, DAS continues its responsibilities under this Annex and also fulfills its responsibilities as described in other annexes to the Oregon Emergency Operations Plan.

3. Policies and Agreements

This document is not intended to establish a cyber-policy; but, rather build on fundamental policy principles and describe how organizations work collaboratively concerning cyber incidents.

- ORS 182.122 and State Information Security Incident Response Policy (107-004-120) determine responsibilities and response activities within Oregon State Executive Branch Agencies;
- Business Continuity Plan Statewide Policy ensures critical state services continue despite interruption;
- DAS Enterprise Technology Services Customer Service Agreements document support provided to customers of the State network
- DAS has contracts with Internet Service Providers to provide network services to the State of Oregon.

Activation

Procedures in this annex will be implemented as outlined in the Oregon Emergency Operations Plan, Basic Plan.

When a major cyber incident emergency has occurred or credible information indicates that one is imminent, procedures in this annex may be automatically implemented under the following conditions:

- When determined necessary by DAS, OEM/OMD and the Governor.
- This annex identifies the major response and recovery activities undertaken by state and adjunct agencies in response to a cyber-incident

OEM has three levels of activation: Standby, Limited, and Full. The three levels of activation are described as follows:

Level I – Standby Activation

This is the lowest level of activation. The Duty officer receives a call through the Oregon Emergency Response System (OERS) Communications Center and tracks incidents. The on-call manager and appropriate state agencies are notified as necessary. This level of activation is maintained by the staffing of the OERS Communications Center on a 24-hour basis.

Level II – Limited Activation

A limited activation of the ECC occurs when a situation requires assistance from several state agencies. Its purpose is to coordinate the state's emergency response from a central location. OEM notifies the appropriate state agencies of a potential emergency or disaster and informs them a representative may be needed in the ECC. The ECC is staffed appropriately to ensure coverage is available to address the needs of the incident. Limited activation is considered when:

- OERS receives an alert from an official warning point or agency indicating an impending incident or emergency;
- A localized emergency escalates, adversely affecting a larger area or jurisdiction and exceeding local response capabilities;
- A geographically limited disaster requires a closely coordinated response by more than one state agency;
- The city or county fails to act (ORS 401.032(2)).

Level III – Full Activation

During a full activation, all appropriate ECC positions are filled in accordance with the Oregon State ECC Organization Chart (Figure 5-1). Representatives of the military, administrative services, transportation, environmental quality, and state police departments and the Oregon Health Authority represent a core group that is essential to handle most major emergencies. The situation may require the participation of other

key agencies, depending on the nature of the incident. Full activation requires the ECC to be staffed on a 24-hour basis. Full activation is considered when:

- A localized emergency escalates, adversely affecting a larger area or jurisdiction and exceeding local response capabilities;
- OERS receives an alert from an official warning point or agency indicating a probable disaster or on a local level disaster or emergency.
- A Governor's 'State of Emergency' is issued.
- Terrorist or "weapons of mass destruction" activities are occurring or imminent.
- An alert, site-area emergency, or general emergency is declared at the Washington Nuclear Power Plant #2, Hanford reservation in Washington State, or research reactors at Oregon State University or Reed College.

4. Situation and Assumptions

The response to and recovery from a cyber-incident must take into account existing challenges to the effective management of significant cyber incidents and the resulting physical effects of such cyber incidents and of cyber consequences of physical incidents. Such consideration allows resources to be appropriately channeled into resolving identified challenges. Assumptions and identifiable challenges include but not limited to:

- National Incident Management System and National Response Framework are adaptable to cyber incidents.
- Management of Multiple Cyber Incidents: The occurrence or threat of multiple cyber incidents may significantly hamper the ability of responders to adequately manage the cyber incident. Strategic planning and exercises should be conducted to assist in addressing this problem.
- Availability and Security of Communications: A debilitating infrastructure incident could impede communications needed for coordinating response and recovery efforts. Flexible secure, reliable communication systems are needed to enable public and private-sector entities to coordinate efforts in the event that routine communications channels are inoperable.
- Availability of Expertise and Surge Capacity: State and Federal agencies must ensure that sufficient technical expertise is developed and maintained within the Government to address the wide range of ongoing cyber incidents and investigations. In addition, the ability to surge technical and analytical capabilities in response to cyber incidents that may occur over a prolonged period must be planned for, exercised, and maintained.

- Coordination with the Private Sector: Cyberspace is largely owned and operated by the private sector; therefore, the authority of the State and Federal Government to exert control over activities in cyberspace is limited.

5. Roles and Responsibilities

No single state agency will, in all cases, have the necessary resources or authority to carry out all response and recovery activities for an emergency or disaster. Therefore, coordination among agencies is essential. A Unified Command arising from a cyber-incident will be located in an Agency Operations Center (AOC) and/or the State Emergency Coordination Center (ECC). This recognizes that a cyber-incident may not occur in isolation. "Effective unified command is indispensable to response activities and requires a clear understanding of the roles and responsibilities of each participating organization. Success requires unity of effort, which respects the chain of command of each participating organization while harnessing seamless coordination across jurisdictions in support of common objectives."

State agencies are represented by their Emergency Support Functions (ESF) in the ECC during activation. Other state departments and agencies, not specifically designated under this annex, may have authorities, resources, capabilities, or expertise required to support operations. Agencies may be requested to participate in response and recovery operations, and may be asked to designate staff to function as liaison officers and provide other support.

Primary Agency – Department of Administrative Services (DAS):

A primary agency is an entity with significant authorities, roles, resources, or capabilities for functions defined within the Annex. When the Cyber Annex is activated in response to an incident, the primary agency is responsible for:

- Supporting the ESF coordinator and coordinating closely with the other primary and support agencies.
- Orchestrating support within their functional area for the State.
- Providing staff for the operations functions at fixed and field facilities.
- Notifying and requesting assistance from support agencies.
- Managing mission assignments and coordinating with support agencies, as well as appropriate State officials, operations centers, and agencies.

- Working with appropriate private-sector organizations to maximize use of all available resources.
- Supporting and keeping other ESFs and organizational elements informed of ESF operational priorities and activities.
- Conducting situational and periodic readiness assessments.
- Executing contracts and procuring goods and services as needed.
- Ensuring financial and property accountability for Cyber Annex activities.
- Planning for short- and long-term incident management and recovery operations.
- Maintaining trained personnel to support interagency emergency response and support teams.
- Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats.
- Coordinate with the United States Computer Emergency Response Team (US-CERT) and the Multi-State Information Sharing and Analysis Center (MS-ISAC).
- Analyzing cyber vulnerabilities, exploits, and attack methodologies.
- Providing technical assistance.
- Providing indications and warning of potential threats, incidents, and attacks.

Support Agencies

Support agencies are those entities with specific capabilities or resources that support the primary agency in executing the Cyber Annex mission. When the Annex is activated, support agencies are responsible for:

- Conducting operations, when requested by primary agency, consistent with their own authority and resources, except as directed otherwise pursuant to sections 402,403, and 502 of the Stafford Act.

- Participating in planning for short- and long-term incident management and recovery operations and the development of supporting operational plans, SOPs, checklists, or other job aids, in concert with existing first-responder standards.
- Assisting in the conduct of situational assessments.
- Furnishing available personnel, equipment, or other resource support as requested by primary agency.
- Providing input to periodic readiness assessments.
- Maintaining trained personnel to support interagency emergency response and support teams.
- Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats.
- Oregon Emergency Management:
- Will activate and staff the management structure of the State Emergency Coordination Center (ECC) as outlined in the Basic Plan of the State Emergency Operations Plan (EOP).

Emergency Coordination Center (ECC):

- The ECC is responsible for Oregon's interagency emergency management and coordinating Federal and State Roles.
- Support agencies will assign personnel to the ECC.
- DAS, as the agency responsible for implementation of the Cyber Annex will respond directly to the Officer in Charge/Operations Officer in the State ECC. Alternatively, if the governor determines that the emergency is related to computer or telecommunication systems, he or she may designate the department of administration as the lead agency to respond to that emergency.
- Oregon Emergency Management and DAS may assign lead coordinating responsibilities to the appropriate agencies based on the physical impact of a cyber-incident.

- The ECC will be responsible for coordination with the US DHS Unified Coordination Group (UCG) or other Federal Incident Response organizations.
- ECC operations will be tailored with personnel and materials from State Agencies in response to the cyber incident. DAS provides subject-matter expertise related to the cyber threat, analysis, and recommendations to the ECC. The ECC will be activated at one of the levels as described above under “Activation.”

Fusion Center:

Fusion centers serve as focal points within the state and local environment for the receipt, analysis, gathering, and sharing of threat-related information among federal and state, local, tribal, territorial and private sector partners.

6. Concept of Operations

General

DAS, the primary agency, plays a significant role in managing intergovernmental (Federal, State, local, and tribal) and, where appropriate, public-private coordination in response to a cyber-incident. Responsibilities include:

- Providing indications and warning of potential threats, incidents, and attacks;
- Information-sharing both inside and outside the government, including best practices, investigative information, coordination of incident response, and incident mitigation;
- Analyzing cyber-vulnerabilities, exploits, and attack methodologies;
- Providing technical assistance;
- Conducting investigations and forensics analysis;
- Defending against the attack; and
- Leading national-level recovery efforts.

These activities are the product of, and require, a concerted effort by Federal, State, local, and tribal governments, and nongovernmental entities such as private industry and academia.

Not all national level cyber incidents will have statewide significance. Likewise a statewide incident may not have national significance. Statewide cyber emergencies may include:

- Cyber incidents determined to be severe enough to be a declaration by the Governor under the provisions of ORS 401.165 .
- Cyber incidents either intentional or unintentional, which threatens Oregon's economic prosperity through a loss of confidentiality, integrity, or availability of the communications, data or information infrastructure.

7. Direction and Control

Notification of a cyber-incident will be initiated by the primary agency. Upon notification, the Oregon Emergency Coordination Center (ECC) will be alerted at a level determined by DAS and OEM

Following notification the following actions will be taken:

- DAS will establish the facts and assumptions concerning the cyber incident. This will require establishing a single liaison with private sector entities involved in the restoration of services after an incident occurs. Private sector entities will be consulted in the cyber response decision making processes.
- Following establishment of initial facts concerning the incident the ECC in conjunction with DAS:
 - Recommend the ECC operating level.
 - Seek assistance from and/or provide recommendations to impacted agencies.
- The ECC and DAS will cooperatively assess the on-going impacts of the incident, provides analysis of the extent and duration of incident, and identifies requirements for consequence management.
- In coordination with impacted agencies and jurisdictions, DAS will recommend prioritization of actions for the restoration of computer and network services during response and recovery operations.

During a significant incident, DAS may report incident information to external organizations. Reports will contain an appropriate classification based on the type of incident and clearance by the ECC. Recipients shall agree to observe the classification.

8. Supporting Plans and Procedures

To Be Developed

9. Appendices

- Appendix A Glossary

Appendix A – Glossary

Agency Operations Center (AOC) - The location or locations from which individual state agencies control their resources and operations. Most state agencies have a single AOC, some have several regional AOCs

Emergency Coordination Center (ECC) - The State ECC is the single point of contact for an integrated state response to an emergency. The purpose of the ECC is to provide a centralized location where state officials may coordinate activities and implement direction from the Governor. The primary responsibility of the ECC is to provide information, policy direction and coordination for a major emergency or disaster. This is achieved through a unified management approach.

Emergency Operations Plan (EOP) - A document that: describes how people and property will be protected in disaster and disaster threat situations; details who is responsible for carrying out specific actions; identifies the personnel, equipment, facilities, supplies, and other resources available for use in the disaster; and outlines how all actions will be coordinated.

Emergency Support Function (ESF) – A functional area of response activity established to facilitate the delivery of Federal assistance required during the immediate response phase of a disaster to save lives, protect property and public health, and to maintain public safety. ESF represent those types of federal assistance that the State would most likely need because of the overwhelming impact of a catastrophic or significant disaster on its own resources and response capabilities or because of the specialized or unique nature of the assistance required. ESF missions are designated to supplement state and local response efforts.

Fusion Center - Fusion centers serve as focal points within the state and local environment for the receipt, analysis, gathering, and sharing of threat-related information among federal and state, local, tribal, territorial and private sector partners.

National Incident Management System (NIMS) A system mandated by HSPD-5 that provides a consistent, nationwide approach for federal, state, local, and tribal governments; the private-sector; and Non-Governmental Organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents regardless of cause, size, or complexity. To provide for interoperability and compatibility among federal, state, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the Incident Command System (ICS); multi-agency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

National Response Framework (NRF) - A guide to how the Nation conducts all-hazards incident management. It is built upon flexible, scalable, and adaptable coordinating structures to align key roles and responsibilities across the Nation. It is intended to capture specific authorities and best practices for managing incidents that range from the serious but purely local, to large-scale terrorist attacks or catastrophic natural disasters. The National Response Framework replaces the former National Response Plan.

Oregon Emergency Response System (OERS) - OERS is a service provided 24 hours a day as prescribed by ORS 401.275. OERS provides a coordinated state and federal response to incidents involving chemicals, petroleum products, biological agents, radioactive materials, and other technological and natural hazards. OERS is the point of contact for initiating state assistance in Search and Rescue activities. It is the only telephone number that local agencies need to call in order to notify the appropriate state and federal agencies (1-800-452-0311 or (503) 378-6377). OERS activities are governed by the OERS Council¹.

Primary Agency - This position is filled only during disasters involving the activation of the National Response Framework. The Primary State Agency coordinates the activities of their State of Oregon Support Function (SSF) with the Federal counterparts in the designated Emergency Support Function (ESF).

State Incident Response Team (SIRT) - The State Incident Response Team responds to information security incidents that potentially impact multiple agencies or which pose a significant threat to the State of Oregon. The SIRT is responsible for coordinating interagency security incident response resources and communications during or about an information security incident that impacts multiple agencies.

Support Agencies - Within the State ECC, support agencies provide resources and staffing that contribute to the overall accomplishment of the mission of the State Support Function. Not every Support Agency will have input to, or responsibilities for, the accomplishment of every mission assigned to the State Support Function.

¹ ORS 401.054 describes the designated support agencies and liaisons to the state ECC. Pursuant to SB-33(2013-Legislative Session), currently (05/31/2013) before the Joint Ways and Means Committee....

A

SA A – Critical Infrastructure and Key Resources

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SA A Tasked Agencies	
Primary Agencies	Oregon Emergency Management (OEM)
Supporting Agencies	
Adjunct Agencies	

1 Purpose

The Critical Infrastructure and Key Resources Annex describes the policies, roles and responsibilities, and the concept of operations for assessing, prioritizing, protecting, and restoring critical infrastructure and key resources (CIKR) of the State of Oregon during actual or potential domestic incidents. The annex details processes to ensure coordination and integration of CIKR-related activities among a wide array of public and private incident managers and CIKR security partners within immediate incident areas as well as at the state and national levels. Specifically, this annex does the following:

- Describes roles and responsibilities for CIKR preparedness, protection, response, recovery, restoration, and continuity of operations relative to the State of Oregon Emergency Operations Plan.
- Establishes a concept of operations for incident-related CIKR preparedness, protection, response, recovery and restoration.

2 Scope

This annex addresses integration of the CIKR protection and restoration mission as a vital component of the State's unified approach to incident management.

Critical infrastructure includes those assets, systems, networks, and functions—physical or virtual—so vital to the State of Oregon that their incapacitation or destruction would have a debilitating impact on security, national economic security, public health or safety, or any combination of those matters. Key resources are publicly or privately controlled resources essential to minimal operation of the economy and the government.

Processes outlined herein apply to State departments and agencies during incidents with potential or actual CIKR impacts—and may apply to, or involve, incident managers and security partners at other levels of government and the private sector, including CIKR owners and operators.

3 Roles and Responsibilities

3.1 Primary Agencies

3.1.1 Oregon Emergency Management

[TO BE DEVELOPED]

3.2 Supporting Agencies

[TO BE DEVELOPED]

4 Concept of Operations

4.1 General

[TO BE DEVELOPED]

5 Supporting Documents

- National Response Framework, Critical Infrastructure and Key Resources Support Annex

6 Appendices

None at this time.

B

SA B – Private-Sector Coordination

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SA B Tasked Agencies	
Primary Agencies	Oregon Emergency Management (OEM)
Supporting Agencies	
Adjunct Agencies	

1 Purpose

This annex describes the policies, responsibilities, and concept of operations for State incident management activities involving the private sector during incidents requiring coordinated State response. In this context, the annex further describes the activities necessary to ensure effective coordination and integration with the private sector, both for-profit and not-for-profit, including the State's critical infrastructure, key resources, other business and industry components, and not-for-profit organizations (sometimes called nongovernmental organizations (NGOs), including those serving special needs populations, engaged in response and recovery. The Critical Infrastructure and Key Resources (CIKR) Support Annex (Support Annex A) focuses on the CIKR efforts of the private sector while this annex focuses on the remaining portion of the private sector.

2 Scope

This annex applies to all State agencies operating under the State Emergency Operations Plan in incidents requiring a coordinated State response that involve the private sector in any of the following ways:

- Impacted organization or infrastructure
- Response resource
- Regulated and/or responsible party
- Member of the State emergency management organization

This annex addresses those aspects of incident management regarding the private sector that must be emphasized because of their uniqueness or importance.

This annex does not alter existing private-sector responsibilities for emergency management under the law. Existing contractual or other legal relationships between State agencies and the private sector are not supplanted by this annex.

The CIKR efforts involve a wide array of public and private incident managers and CIKR security partners within immediate incident areas as well as at statewide, regional and national levels. The CIKR Support Annex (Support Annex A) details the roles and relationships between the private sector and the State for CIKR.

The roles and interfaces of voluntary and other not-for-profit organizations and linkages of potential donors of goods and services to governments and NGOs are

detailed in the Volunteer and Donations Management Support Annex (Support Annex D) and in ESF 6 – Mass Care, Emergency Assistance, Housing and Human Services.

Detailed process, procedures, and protocols for incident management coordination with the private sector are developed and promulgated separately by Oregon Emergency Management.

3 Roles and Responsibilities

3.1 Primary Agencies

3.1.1 Oregon Emergency Management

- Develop plans, processes, and relationships, and facilitates coordinated response planning with the private sector at the strategic, operational, and tactical levels.
- Share information, including threats and warnings, before, during, and after an incident.
- Inform and orient the private sector on the contents of the State Emergency Operations Plan, and encourage and facilitate the development and coordination of equivalent private-sector planning.
- Coordinate and conduct state incident management functions with the private sector, tribal, and local governments.
- Develop, implement, and operate information-sharing and communication strategies, processes, and systems with homeland security stakeholders.

3.2 Supporting Agencies

The primary agency(ies) for each ESF is responsible for developing and maintaining working relations with its associated private-sector counterparts through partnership committees or other means (e.g., ESF 2 – Communications: telecommunications industry; ESF 10 – Oil and Hazardous Materials Response: oil and hazardous materials industry; etc.).

3.3 Private Sector Entities

Private-sector organizations support the State Emergency Operations Plan either through voluntary actions to help ensure business continuity or by complying with applicable laws and regulations.

To assist in response and recovery from an incident, private-sector organizations:

- Take responsibility for their internal preparedness by:

SA B. Private-Sector Coordination

- Identifying risks, performing vulnerability assessments.
 - Developing contingency and response plans.
 - Enhancing their overall readiness.
 - Implementing appropriate prevention and protection programs.
 - Coordinating with their suppliers and CIKR customers to identify and manage potential cascading effects of incident-related disruption through contingency planning.
- Accept responsibility to:
- Share information appropriate within the law with the government.
 - Provide goods and services through contractual arrangements or government purchases, or and where appropriate, mutual aid and assistance agreements with host communities.
 - Act as corporate citizens to donate and facilitate donations by others of goods and services.
 - Certain organizations are required to bear the cost of planning and response to incidents, regardless of cause. When requested by OEM, these private-sector organizations are expected to mobilize and employ the resources necessary and available in accordance with their plans to address the consequences of incidents at their own facilities or incidents for which they are otherwise responsible.

4 Concept of Operations

4.1 General

The operational concept for incident management involving the private sector is the concept specified in the State EOP, the NRF and the NIMS.

The concept of operations in this annex covers the specific organizations and actions developed that are required to effectively and efficiently integrate incident management operations with the private sector. These are detailed in the sections that follow.

4.2 Organizations for Operations with the Private Sector

Specialized organizations that facilitate coordination with the private sector are designed to provide for critical needs as listed below:

- Processes to determine the impact of an incident on the sector involved, as well as to forecast cascading effects of interdependencies between sectors.
- Procedures for communication that facilitate a shared situational awareness across industry and infrastructure sectors and between the public and private sectors, including individuals with special needs.
- Procedures for coordination and priority-setting for incident management support and response, and the rationing or prioritizing of the delivery of goods and services after an incident.
- Processes to inform State decision-makers to help determine appropriate recovery and reconstitution measures, particularly in cases where they may result in indemnity, liability, or business losses for the private sector.
- Procedures for the State to obtain goods and services necessary for the restoration and recovery of CIKR and other key elements of the economy on a priority basis.

4.3 State Support Agencies

State agencies with private sector coordination responsibilities focus on overarching CIKR protection, risk management, and information sharing by working collaboratively with relevant State departments and agencies; tribal, and local governments; CIKR owners and operators; and other private-sector entities.

In cooperation with OEM, these agencies collaborate with private-sector security partners to encourage:

- Supporting comprehensive risk assessment/management programs for high-risk CIKR.
- Sharing real-time incident notification, as well as CIKR protection best practices and processes.
- Developing information-sharing and analysis mechanisms to include physical and cyber threats.
- Building security-related information sharing among public and private entities.

4.3.1 Private Sector Involvement with Incident Management Organizations

Private-sector involvement with incident management organizations is determined by the nature, scope, and magnitude of the incident.

4.3.2 Private-Sector Incident Management Organizations

Private entities such as businesses and industry associations develop, validate, exercise, and implement security and business continuity plans to ensure their capability to deliver goods and services. Assessments of, and contingency plans for, the disruption of a private entity's supply chain and other dependencies are usually included in this planning.

Private-sector owners and operators, in many locations, coordinate plans for security and continuity/contingency programs with State, tribal, and local entities.

Representative private-sector incident management organizations may be established to assist Federal, State, tribal, or local regional-level or local coordination centers or field offices to facilitate interaction, communication, and coordination with the private sector.

4.3.3 Local Incident Management Organizations

Many local jurisdictions coordinate across regions to support various response activities. Their incident management organizations act as conduits for requests for Federal assistance when an incident exceeds local and private-sector capabilities.

Private-sector organizations, either for-profit or not-for-profit, may be included in the Incident Command Post.

4.4 Notification and Reporting

Private-sector for-profit and not-for-profit organizations, like tribal and local governmental organizations, report threats, incidents, and potential incidents to the State ECC using existing jurisdictional incident reporting mechanisms and reporting channels. The State ECC receives threat and operational information regarding incidents or potential incidents from these organizations and jurisdictions and makes an initial determination to initiate the coordination of State incident management activities.

4.5 Actions Related to Operations with the Private Sector

4.5.1 Pre-incident

- OEM facilitates the development and presentation of general educational programs for the private sector that increase awareness and understanding of terrorist threats and prevention and mitigation activities, encourages the sharing of appropriate information and use of best practices that contribute to early warning of potential incidents, and supports private-sector participation in exercises.
- OEM facilitates and encourages the organization of industry sectors to cooperate on information sharing and other prevention and mitigation activities.

- OEM maintains relationships with the CIKR sector to identify requirements for capabilities and support. OEM develops and implements programs and capabilities that continuously improve the two-way exchange of information with the private sector.
- OEM maintains situational/operational awareness of CIKR through the ECC working in conjunction with the information-sharing mechanisms. It assesses the data it receives to identify anomalies in sector operations, working closely with CIKR owners and operators. After assessing information on incidents and threats, it disseminates alerts, warnings, and advisories for both government and private-sector entities.
- OEM, in collaboration with other State agencies, encourages, facilitates, and coordinates CIKR and other industry sectors to develop and implement industry best practices for preparedness, perform sector-wide preparedness planning and implementation, plan coordination with regional and local government plans, and perform cross-sector integration of plans.
- OEM supports sector-specific and cross-sector exercises and provides representation in exercises led by the private sector and State, tribal, and local governments.

4.5.2 Initial Actions

- Actions are initiated at the State ECC to facilitate coordination with relevant private-sector entities.
- The ESFs also implement established protocols for coordination with private-sector counterparts at the state level.
- At the State ECC, OEM monitors the operational status of CIKR and facilitates coordination and sharing of situational awareness with and among the CIKR and other industrial sectors as needed.
- The ECC coordinates between the owners and operators of CIKR and other private assets, and the appropriate State agencies, to ensure that all are informed regarding activities pertaining to their areas of responsibility. State agencies coordinate with the ECC to ensure that it is informed regarding CIKR vulnerabilities and activities and in support of the OEM common operating picture.

4.5.3 Ongoing Actions

- Private-sector entities are responsible for the repair, restoration, and security of their property, and first seek reimbursement for disaster losses from insurance or other sources.

- Federal disaster assistance may be available, primarily in the form of low-interest disaster loans from the U.S. Small Business Administration.
- OEM will assist and facilitate private-sector relationships with DHS as they implement recovery plans and return to normal operations.
- The ECC maintains situational awareness through the recovery of CIKR.
- OEM assists or facilitates infrastructure owners and operators with the restoration of facilities, working under existing authorities, in coordination with private-sector organizations and consortia that are organized for these purposes.

5 Supporting Documents

- State Emergency Operations Plan
 - Support Annex A – Critical Infrastructure and Key Resources

6 Appendices

None at this time.

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SA C – Tribal Relations

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SA C Tasked Agencies	
Primary Agencies	Oregon Emergency Management (OEM)
Supporting Agencies	
Adjunct Agencies	

1 Purpose

The Tribal Relations Support Annex describes the policies, responsibilities and concept of operations for effective coordination and interaction of State of Oregon incident management activities with those of tribal governments and communities during incidents requiring a coordinated State response. The processes and functions described in this annex help facilitate the coordination of incident management programs, sharing of resources, and support to tribal governments and individuals.

2 Scope

This annex applies to all State departments and agencies working under the State Emergency Operations Plan in response to incidents requiring State coordination with tribal entities.

This annex only addresses those factors in the relationship between State departments and agencies and federally recognized tribes.

The guidance provided in this annex does not contravene existing laws governing Federal and State relationships with federally recognized tribes.

3 Roles and Responsibilities

3.1 Primary Agencies

3.1.1 Oregon Emergency Management

- Assists in implementation of consistent tribal relations policies and procedures during potential or actual incidents requiring a coordinated State and/or Federal response.
- Coordinates data sharing, through the ECC, by other agencies and departments that have responsibilities for collecting and maintaining data relevant to incident management for incidents that involve tribes.
- Coordinates and designates staff to address Tribal Relations at the ECC. The Tribal Relations position may include representatives from other departments and agencies, as appropriate and as jurisdictions dictate.
- Coordinates and reports tribal emergency management activities to the Oregon State Legislatures Commission on Indian Services (CIS). CIS

SA C. Tribal Relations

assists OEM by providing contact information for tribal leadership as well as updates on tribal government activities.

3.2 Supporting Agencies

[TO BE DEVELOPED]

3.3 Federal Agencies

For information on the roles and responsibilities of federal agencies in support of tribal relations see the Tribal Relations Support Annex of the National Response Framework.

4 Concept of Operations

During and after emergencies, OEM encourages counties to coordinate with the Tribes within their areas to ensure that responses are coordinated and that any potential damage assessment information is captured. The Tribes often rely on pre-established relationships with local governments for assistance in emergency situations. Tribes being sovereign nations may directly request Federal disaster assistance to the appropriate Federal agency. Assistance for Tribes is requested as outlined in ORS 401. Federal assistance as a result is administered by the Federal agency directly to the Tribe and is not processed in the same manner as disaster assistance that is administered to the state and local governments.

OEM offers technical assistance in the areas of planning, training and exercise to Tribes throughout Oregon and encourages Tribes to participate where possible.

5 Supporting Documents

- National Response Framework, Tribal Relations Support Annex

6 Appendices

None at this time.

E

SA E – Worker Safety and Health

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SA E. Worker Safety and Health

SA E Tasked Agencies	
Primary Agency	Oregon Occupational Safety and Health Administration
Supporting Agencies	
Adjunct Agencies	

1 Introduction

Whenever the resources of local, state or federal agencies are called upon for emergency response, the protection of life and property is critically important. The safety and health of emergency workers has been a longstanding value of the emergency response community. The protection of those workers who become part of the response and recovery efforts is addressed in this annex.

2 Purpose

The Worker Safety and Health Support Annex provides State support to State, tribal and local response and recovery organizations in assuring response and recovery worker safety and health during incidents requiring a coordinated State response.

3 Scope

This annex provides supplemental assistance to State departments and agencies, and tribal and local governments, to support and facilitate the protection of response and recovery worker safety and health during an incident requiring a coordinated Federal response. This annex describes the technical assistance resources, capabilities, and other support to ensure that response and recovery worker safety and health risks are anticipated, recognized, evaluated, communicated, and consistently controlled. This annex addresses the coordination and provision of technical assistance for worker safety and health management activities; it does not address public health and safety.

- This annex describes coordination mechanisms, policies, and processes to provide technical assistance for response and recovery worker safety and health management activities that include anticipation, identification, and mitigation of response and recovery risks and hazards. These mechanisms also include the assessment and analyses of health risks from occupational exposures, to facilitate incident risk management for response and recovery workers.
- This annex is structured to provide technical assistance and support for response and recovery worker safety and health in the changing requirements of domestic incident management to include preparedness, prevention, response, and recovery actions. Activities within the scope of this function include development of health and safety plans; identifying, assessing, and controlling health and safety hazards; conducting response and recovery exposure monitoring;

SA E. Worker Safety and Health

collecting and managing data; providing technical assistance and support for personal protective equipment programs, incident-specific response and recovery worker training, and medical surveillance; providing exposure and risk management information; and providing technical assistance to include industrial hygiene expertise, occupational safety and health expertise, engineering expertise, and occupational medicine expertise.

4 Roles and Responsibilities

4.1 Primary Agency

4.1.1 Oregon Occupational Safety and Health Division

Within the Department of Consumer & and Business Services (DCBS), the Oregon Occupational Safety & Health Division (Oregon OSHA) has statutory authority for enforcement of occupational safety and health laws. This includes employers in the public sector and private sector who perform these emergency response activities. Emergency response operations are regulated under the Hazardous Waste & Emergency Response Operations (HAZWOPER) standard, at 1910.120(q). Enforcement of safety and health laws is a necessary component to worker protection in response and recovery operations, although this may not be the first priority during significant response efforts.

When incidents of regional or statewide significance impact the state, OR-OSHA intends to join with other state agencies through the Oregon Emergency Response System (OERS) to offer technical assistance around occupational safety and health issues. This safety and technical assistance role is offered in support of employers performing their emergency response duties without supplanting each agency's individual responsibility to protect their workers. In other words, Oregon OSHA does not intend to be the incident safety officer for these significant events.

Under the Incident Command System (ICS), the role of the safety officer in the Command staff and the technical assistance function within the Planning Section are two key areas where safety expertise can be identified and put into action early in an emergency response. The safety plans of individual response agencies can be coordinated in the broader context of unified or area commands. If chemical, biological, radiological, nuclear or explosives (CBRNE) are suspected, these safety resources are paramount.

Oregon OSHA's role, therefore, is to emphasize the criticality of safety during emergency response and recovery operations and place urgency around the implementation of the safety officer and technical assistance related to worker protection as early in the response as feasible. OR-OSHA can offer the expertise and resources of our own agency in support of significant regional or statewide incidents.

SA E. Worker Safety and Health**4.2 Support Agencies****4.2.1 Oregon Department of Environmental Quality**

[TO BE DEVELOPED]

4.2.2 Oregon Department of Human Services/Public Health Division

[TO BE DEVELOPED]

4.2.3 Oregon Department of Transportation

[TO BE DEVELOPED]

4.2.4 Oregon Department of Agriculture

[TO BE DEVELOPED]

4.2.5 Oregon Emergency Management

[TO BE DEVELOPED]

4.3 Adjunct Agencies

Other agencies, as well as private-sector organizations with response and recovery workers at the incident location, provide technical support and expertise in accordance with their agency's mission and responsibilities, in coordination with Oregon OSHA and cooperating agencies.

Organizations lacking safety and occupational health technical expertise are expected to attend appropriate safety briefings, identify issues regarding potential hazards, and communicate those issues to their response and recovery worker personnel and to the Incident Command Post Safety Officer.

5 Concept of Operations**5.1 Worker Safety and Health Protection**

Employers are responsible for the safety and well-being of their workers. The decisions made in the crisis phase of an emergency response are compressed within the fast-pace of the issues at hand. The pre-planning and training inherent in the emergency response community are designed to develop the knowledge, skills and abilities of workers for effective and efficient decision-making under emergency conditions.

5.2 Expected Actions

- Providing occupational safety and health technical advice and support to the JFO Safety Officer and Coordination Group, to the ICP Safety Officer(s) involved in incident management, and if appropriate, at incidents sites (s).

SA E. Worker Safety and Health

- Undertaking site-specific occupational safety and health plan development and implementation, and ensuring that plans are coordinated and consistent among multiple sites, as appropriate.
- Identifying and assessing health and safety hazards and characterizing the incident environment, to include continued monitoring of incident safety.
- Carrying out responder personal exposure monitoring, including task-specific exposure monitoring.
- Assessing responder safety and health resource needs and identifying sources for those assets.
- Developing, implementing, and monitoring an incident personal protective equipment (PPE) program, including the selection, use, and decontamination of PPE.
- Communicating with labor unions, contractors, and other organizations regarding responder safety and health issues.
- Coordinating and providing incident-specific responder training.
- Work in coordination with DOL/OSHA and their partners, in carrying out functions of the National Response Framework, Workers Safety and Health Annex.

6 Supporting Documents

- National Response Framework, Worker Safety and Health Support Annex

7 Appendices

None at this time.

F

SA F – Evacuation

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SA F Tasked Agencies	
Primary Agency	Oregon Emergency Management
Supporting Agencies	
Adjunct Agency	American Red Cross (ARC)

1 Purpose and Scope

The Evacuation Annex to the State Emergency Operations Plan provides an overview of mass evacuation functions, agency roles and responsibilities and overall guidelines for the integration of federal, state, tribal, and local support in the evacuation of large numbers of people in incidents requiring a coordinated State response.

This annex:

- Establishes the criteria under which State support to mass evacuations is provided.
- Identifies the roles and responsibilities of State agencies and organizations involved in a State supported mass evacuation.
- Provides a concept of operations for State-level mass evacuation support.
- Identifies guidelines to improve coordination among federal, state, tribal and local authorities when State evacuation support is required.

2 Situation and Planning Assumptions

2.1 Disaster Conditions and Hazards

Emergencies or major disasters may require the evacuation of people, household pets, service animals and livestock from the hazard area to an area of lower risk. These include catastrophic earthquakes; acts of terrorism, military attacks, and bombings; floods; fire; tsunamis; tornados; other civil disasters (e.g., chemical spills and industrial accidents); or major transportation accidents, including train or airplane crashes. Such disasters or emergencies can occur anywhere in Oregon.

2.2 Types of Evacuations

- *Spontaneous Evacuation.* Residents or citizens in the threatened areas observe an emergency event or receive unofficial word of an actual or perceived threat and, without receiving instructions to do so, elect to evacuate the area. Their movement, mode, and direction of travel is unorganized and unsupervised.
- *Voluntary Evacuation.* This is a warning to persons within a designated area that a threat to life and property exists or is likely to

exist in the immediate future. Individuals issued such a warning order are not required to evacuate; however, it would be to their advantage to do so.

- *Mandatory or Directed Evacuation.* This is a warning to persons within the designated area that an imminent threat to life and property exists and individuals *must* evacuate in accordance with the instructions of local officials.
- *Notice versus No-Notice Evacuation.* These evacuations are also in the context of either a notice evacuation where sufficient planning time exists to warn citizens and to effectively implement a plan, or a no-notice evacuation where circumstances require immediate implementation of contingency plans.
- *Shelter-in-Place.* Depending on the nature and timing of a catastrophe, emergency managers may warn people of whether it is safer to evacuate or to shelter in place. In an evacuation, people leave their homes and businesses and travel to a safe location away from danger. In some instances, it is safer for people to quickly seek shelter indoors—in homes, schools, businesses, or public buildings—than to try to travel. Shelter-in-place would be used when there is little time to react to an incident and it would be more dangerous to be outside trying to evacuate than to stay indoors for a short period of time. Additional protective actions that the emergency managers may recommend would include turning off air conditioners and ventilation systems and closing all windows and doors. Sheltering-in-place might be used, for example, in the event of a chemical accident. FEMA recommends people have food, water, and medical supplies and be prepared to stay indoors for at least three days.

2.3 Laws and Authorities

- Emergency evacuation in Oregon is conducted in accordance with **ORS 401.065** *Police Powers during State of Emergency; Suspension of Agency Rules*, and **ORS 401.309** *Declaration of State of Emergency by Local Government; Procedures; Mandatory Evacuations*.
- *Pet Evacuation and Transportation Standards Act of 2006*, which amends the Robert T. Stafford Disaster Relief and Emergency Assistance Act to ensure that State and local emergency preparedness operational plans address the needs of individuals with household pets and service animals following a major disaster or emergency.
- *SB 570 (2007 - 74th Legislative Assembly)* directs Oregon Emergency Management and the State Department of Agriculture to develop written emergency operations plans for animals and livestock during

major disasters or an emergency that provides for the evacuation, transport and temporary shelters.

- *HB 2185 (2007 – 7th Legislative Assembly)* authorizes the Director of Human Services to appoint a Public Health Director, State Public Health Authority and local public health authority to take certain actions during public health emergencies. It further modifies the authority of the Governor to take certain actions during any state of public health emergency, as well as modification of circumstances and procedures for imposing quarantine or isolation. This includes restriction of access to property in a manner that reduces or prevents exposure, and evacuation as necessary.

2.4 Assumptions

- Evacuation may be complicated by jurisdictional boundaries, by physical barriers, and by transportation or road capabilities.
- Experience has shown that during most emergencies for which there is advanced warning a large percent of residents in threatened areas evacuate their homes before ordered to do so by public officials. Moreover, most of these evacuees seek temporary housing with relatives or friends rather than using designated public emergency housing facilities.
- Many residents may not evacuate because they want to take care of their household pets and refuse to evacuate without them.
- Evacuating special needs populations may require additional resources and coordination. People with special needs are defined as people who are elderly, people with disabilities and other medical conditions, people with limited English proficiency, people with hearing and sight impairments, people who are in institutions, and people without access to private vehicles.
 - For people with special needs other than disabilities that may need additional assistance in an evacuation. This includes people in schools, day care centers, prisons and detention centers, and drug treatment centers. It also includes people with limited English proficiency and people who are transient such as tourists, seasonal workers, and the homeless.
 - Nursing homes, hospitals, and other institutions caring for disabled persons generally have evacuation plans that account for the unique needs of persons in those institutions.

3 Roles and Responsibilities

3.1 Primary Agency

3.1.1 Oregon Emergency Management

[TO BE DEVELOPED]

3.2 Supporting Agencies

[TO BE DEVELOPED]

3.3 Adjunct Agencies

3.3.1 American Red Cross

[TO BE DEVELOPED]

4 Concept of Operations

4.1 General

In Oregon, the primary responsibility for ordering and coordinating an evacuation rests with local government. However, in the event of a large scale regional evacuation, the State ECC can provide coordination. The basic approach to evacuation is the same regardless of the type of threat. Small local evacuations are usually coordinated between the jurisdictions involved. Jurisdictions should consider notifying their local American Red Cross representative when considering evacuations of any scale.

At the local level, it is necessary to determine the area at risk, identify the population and any persons requiring special needs, designate roads and routes leading to the appropriate low risk areas, provide bus or other means of transportation for those who need it, open and staff shelters and buildings to house and feed the evacuated population, and provide clear and understandable instructions and information to the public prior to and during evacuation efforts.

- The name, location and capability of each available shelter should be catalogued and provided to local responders, the media and evacuees.
- The designated roads and routes should also be noted and provided to local responders, the media and evacuees.
- Use of local telephone systems such as 2-1-1 and 5-1-1 should be considered to ensure current information.
 - **2-1-1 Call Centers:** 2-1-1 call centers receive calls during a disaster requesting assistance and/or information from the public. They maintain current information on shelters, food, clothing, rumor control, and assistance locations.

- **5-1-1 Traffic & Weather:** Real time traffic and weather information can be obtained by calling 5-1-1 from most phones.
- The name, location and capability of each available shelter should be catalogued and provided to local responders, the media and evacuees.
- Additional planning may be required for the special needs population who may need accessible transportation, medical equipment and medicine, and other accommodations that will allow for a smooth evacuation process.
- Accommodations for household pets, service animals and livestock should be anticipated and planned for at the local level.

4.2 Organization

- When the state assumes the role of directing large-scale regional evacuations, close coordination and good communication with the emergency management organization of the involved counties is essential.
- City and county governments continue to be responsible for crowd and traffic control within their respective jurisdictions.
- When the State ECC is activated, Oregon Military Department (OMD) has the lead role in coordinating large-scale regional evacuation operations. OMD closely coordinates its activities with ODOT. Additionally, the OMD, the OPRD, and other state agencies may be involved.
- If the need for an evacuation is limited to one county, the local emergency management agency provides coordination of the evacuation operations. State agencies may assist the local government with evacuation operations.

4.3 Evacuation Guidelines

- Situation that could necessitate state coordination of an evacuation include:
 - An escalating emergency, requiring the movement of persons from one county to another. Sometimes, however, an evacuation of this nature will not be beyond the capabilities of the counties involved.
 - An emergency of regional scope.

- The risk involved in evacuating a large area should not be overlooked. It should be determined whether it would be safer for the public to “shelter-in-place.”
- Upon determining the need for state assisted coordination of the evacuation, the State ECC will be fully activated.
- City, county, tribal and state road maintenance agencies assist with establishing and maintaining road blocks, detours, and contraflow measures, via highway signing, barricades, and use of personnel. Evacuations will be determined according to ORS 810.010 and the ODOT emergency plan.
- Local emergency management officials continue to assist with transportation and other arrangements for persons with special needs, household pets, service animals and livestock.
- Jurisdictions along evacuation routes, and jurisdictions receiving displaced persons, shall be informed of estimated arrival times. Providing pre-positioned services including food, water, restrooms, fuel and shelter opportunities along evacuation routes should be considered.
- Provisions must be made for assigning and, if necessary, transporting American Red Cross volunteers and health professionals to the temporary housing and feeding facilities.
- Essential resources and equipment (e.g.: health and medical equipment and supplies) shall be moved to temporary housing facilities as well.
- A curfew may be considered, if necessary. At a minimum, to the extent possible, security is provided for evacuated areas in each affected county, under the direction of the appropriate local law enforcement agency.
- Providing emergency public information on the status of traffic, shelters, food and other services to displaced persons on a consistent basis during the evacuation effort is recommended.
- After the emergency event has ended:
 - The public shall be advised by local authorities of the cessation of the Evacuation Order and the lifting of the security perimeter.
 - Arrangements shall be made for the early return of persons needed to staff essential services, and to open vital businesses.

- A general return to the evacuated area will be allowed by local authorities as soon as possible.

5 Supporting Plans and Procedures

- National Response Framework, Mass Evacuation Incident Annex
- County Evacuation Plans and Annexes
- Oregon Response Plan For Animals In Disasters

6 Appendices

None at this time.

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SA G – Emergency Repatriation

Last updated: September 2009

Due to the sensitive information contained in this document, this Annex is FOR OFFICIAL USE ONLY (FOUO). Also, this information may be exempt under the provisions of the Freedom of Information Act, 5 U.S.C. § 552. As such, anyone wishing to disseminate this document outside the Oregon State Government should contact Oregon Emergency Management and speak to the person in charge of planning at 503-378-2911.

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Forward and Promulgation

This Emergency Repatriation Incident Annex was prepared by Oregon Emergency Management, the Oregon Department of Health and Human Services, and other federal, state and local governmental partners and volunteer agencies in order to develop, implement and maintain a viable capability for managing a Repatriation event that affects Oregon.

This Annex complies with applicable internal agency policies, federal, state and local regulations. It supports recommendations provided by the United States Department of Health and Human Services, Office of Refugee Resettlement. It is consistent with the State of Oregon’s Emergency Operations Plan.

This plan has been distributed to external agencies that may be affected by its implementation.

NAME / TITLE

Date

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SA G Tasked Agencies	
Primary Agencies	Oregon Department of Human Services Oregon Emergency Management Other State Agencies and Organizations
Supporting Agencies	Portland Office of Emergency Management Multnomah County Emergency Management Port of Portland ORVOAD Organizations American Red Cross Other Federal Agencies and Organizations
Adjunct Agencies	

1 References

- Memorandum of Understanding (MOU), U.S. Department of Health and Human Services (HHS) and State of Oregon, August 19, 2008
- State of Oregon Emergency Operations Plan.

2 Introduction

2.1 Purpose

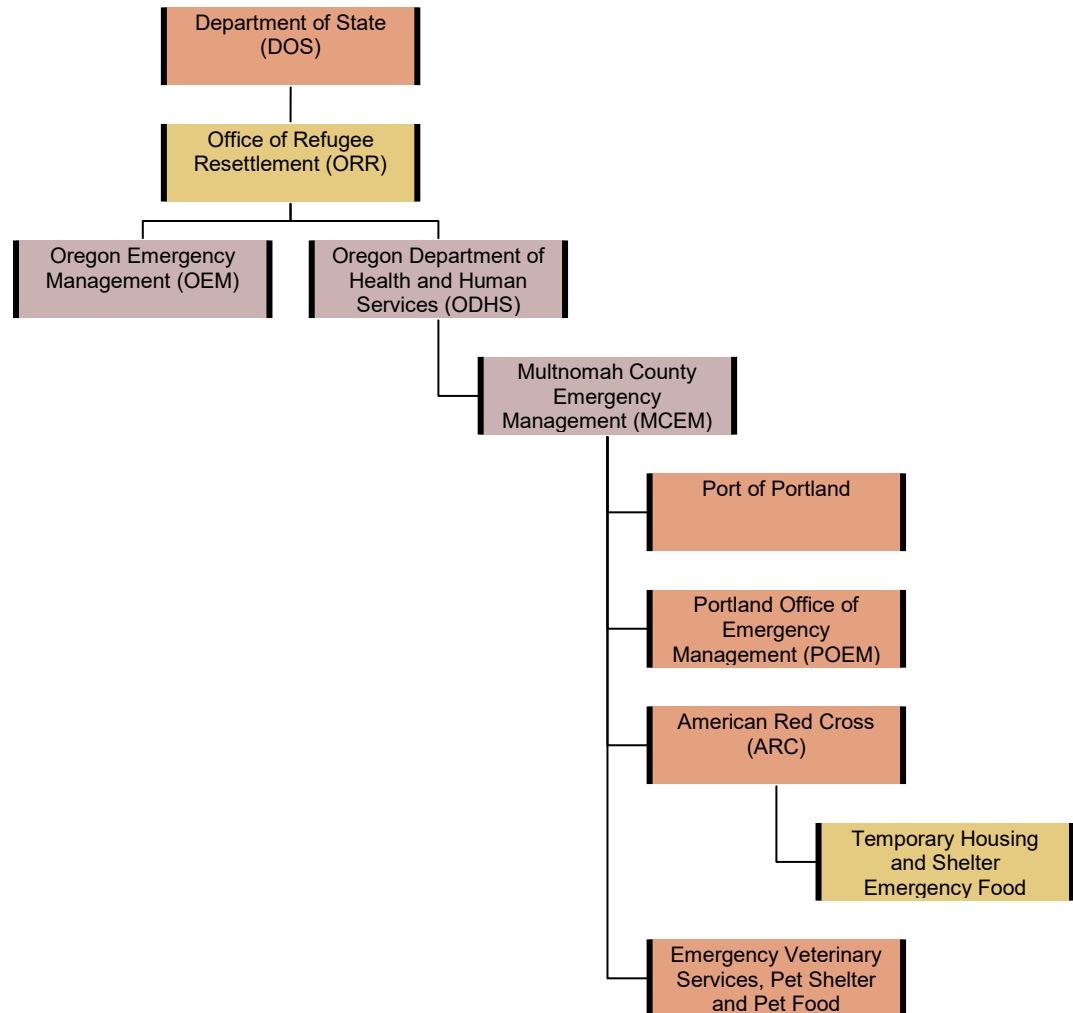
This Emergency Repatriation Plan was prepared to develop and maintain a capability for managing an emergency repatriation event in Oregon. This plan complies with and relies on applicable state agency policies, federal, state, and local regulations, and supports recommendations provided by the United States Department of Health and Human Services, Office of Refugee Resettlement (ORR). This plan has been distributed to external agencies that may be affected by its implementation.

Repatriation is the procedure whereby U.S. citizens are officially processed back into the United States after evacuation from overseas. The Secretary of the United States Department of Health and Human Services (HHS), in coordination with the heads of federal departments and agencies, is responsible for providing assistance to repatriated U.S. citizens and others, including noncombatants of the United States Department of Defense (DOD). When implemented on a mass scale, the plan calls for State and local governments to assist those who have been repatriated to U.S. ports of entry.

This Emergency Repatriation Annex provides a functional structure for a coordinated, effective reception of repatriates at ports of entry in Oregon, which may include military and civilian ports in the state, by federal, state, and local government authorities and private or volunteer organizations. Presently, the Portland International Airport is the only port designated to receive repatriates.

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Below is a chart showing a basic organizational structure.



The purpose of this plan is to provide the guidance in receiving emergency repatriates expeditiously; to provide for efficient registration, to include health screening; and to provide temporary care, housing, and onward travel assistance, if requested by the repatriates.

2.2 Scope

The State may be tasked to provide an Emergency Repatriation Center to support 50 to over 500 eligible individuals. In the event the Department of State (DOS) notifies the ORR that there will be an emergency repatriation, the ORR director or designee will notify the State’s emergency repatriation contact to “stand by”. If Oregon is selected as the port of entry, the repatriation point of contact for the Oregon Military Department, Office of Emergency Management (OEM), will activate the plan. OEM coordinates emergency management activities within the State in accordance with the State Emergency Operations Plan (EOP). OEM will act as liaison with other state agencies or departments as required. OEM will task

SA G. Emergency Repatriation

the Oregon Department of Human Services (ODHS) as the state agency designated by the HHS to administer the U.S. Repatriation program in Oregon.

3 Policies

The State will be verbally notified that an evacuation is being considered as soon as an event has materialized. HHS is the notifying authority. An authorized representative of HHS will follow up this notification with an official written request that Oregon activate the State Repatriation Plan.

Upon receipt of the notification from HHS, OEM will activate the State Emergency Coordination Center (ECC). OEM will notify state agencies and local government, and volunteer agencies as participants in this plan in accordance with current standard operating procedures.

The Oregon EOP is compliant with the National Response Framework (NRF), National Incident Management System (NIMS), and Incident Command System (ICS). All repatriation operations will be conducted using NIMS and ICS protocols. Maintenance and update of this Annex will be consistent with the State EOP plan maintenance and update policy.

Repatriates transported to Oregon under this program, and are cleared for entry into the United States by U. S. Customs and Border Protection, and the services provided to them by the Oregon Emergency Repatriation Center, shall be considered in compliance with the Oregon Security / Immigration policies.

4 Situation**4.1 Incident Condition**

Large numbers of United States citizens and their dependents are living, visiting, and traveling in foreign countries. These activities include those related to members of the armed services, U.S. diplomatic, foreign aid and related missions, other U.S. government agencies, international organizations, education, commerce, industry, and tourism.

Overseas evacuations occur under a variety of circumstances – war, civil unrest, military uprisings, environmental concerns, and natural disasters. Based on the situation, the United States Department of State (DOS) may authorize a voluntary departure or may order the departure of federal employees and their families. In the departure statement, the DOS will designate a particular country, normally the Continental United States (CONUS), as the safe haven for federal employees.

The departure of private citizens is at their own discretion; however, most will take advantage of the protection and transportation available at the time it is provided by the DOS. DOS may also approve the evacuation of selected host nation and third country nationals. U.S. citizens and designated aliens will be brought to safety, and are responsible for reimbursing DOS for transportation costs incurred on their behalf.

SA G. Emergency Repatriation**4.2 Planning Assumptions**

This plan is based on managing about 1200 repatriates per day but is scalable to smaller or larger numbers. The processing of repatriates may be a 24-hour per day operation and will continue until all repatriates have continued travel to their final destination or are otherwise processed and provided assistance. Limitations that could reduce this capacity include the number of flights the airport can receive and space available in the airport for repatriate processing.

While not authorized by federal regulations, repatriates might bring pets with them. These pets will be processed by federal inspectors per standard procedure and remain the responsibility of their owners.

Repatriates could be elderly, disabled, sick, or wounded. Some may have small children. Repatriates may arrive with little or no identification or money, few personal items, and considerable stress and anxiety, requiring immediate assistance.

5 Concept of Operations**5.1 Local Response****5.1.1 Multnomah County Emergency Management (MCEM)**

MCEM will coordinate all operational support of PDX, within the jurisdiction of the City of Portland. It also has responsibility for the following:

- Coordinate with Oregon Department of Human Services (ODHS) and other support organizations to develop plans and procedures in support of emergency repatriation operations.
- Coordinate emergency veterinary services and temporary pet housing.
- Provide Operations Section support to the Incident Command System.
- Arrange for law enforcement and security support from the City of Portland.
- Provide ambulance, mortuary, hospital, and first aid services, as necessary.
- Arranges crisis-counseling services in coordination with the American Red Cross, local agencies and ODHS.
- Provide emergency medical services at Portland International Airport (PDX) and arrange for rapid transportation to regional coordinating hospital-designated locations for repatriates requiring such services.

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- If requested, assist ODHS and the Center for Disease Control and Prevention (CDC) Quarantine Station in conducting disease surveillance at PDX..

5.1.2 Portland International Airport (PDX)

- Notify and coordinate federal inspection services for activation.
- Provide location in coordination with Multnomah County suitable for Emergency Repatriation Operations Center.
- Provide liaison to Emergency Repatriation Center (ERC) and Incident Command.
- Facilitate ERC staff and supplies through security checkpoints and access to work areas.
- Provide for secure storage of repatriates' baggage.

5.1.3 American Red Cross (ARC)

ARC will assist in the temporary care and processing of evacuees as requested by the State in accordance with the National Memorandum between the United State Administration for Children and Families (ACF), HHS and ARC. ARC has responsibility for the following, but is not limited to:

- At the request of ODHS, assist with provision of childcare services in ERC by activating agreements with voluntary organizations that specialize in this service.
- Arrange for temporary lodging as necessary and requested.
- Provide personal comfort and hygiene items (toiletries, blankets, diapers).
- Provide food, snacks, and drinks for repatriates and ERC workers. Food for repatriates should include both culturally appropriate foods as well as standard American fare.
- Support repatriate and repatriation staff worker counseling in coordination with ODHS.
- Provide emergency communications and family reunification assistance through the Red Cross Disaster Family Welfare Inquiry System.
- Provide access for military personnel to emergency messaging and financial assistance.

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- Provide direct assistance to families with verified event caused needs who are ineligible for standard government assistance.
- Support, within its agreements, the provision of relief efforts by any volunteer organization actively engaged in providing other relief assistance to repatriates.
- Provide subject matter expertise on volunteer coordination/activities.

5.1.4 Local Hospital Support

- Coordinate with ODHS to provide emergency and non-emergency medical transport.
- Assist ARC in providing basic first aid service.
- Assist CDC Quarantine Station in assessment of ill repatriates for diseases of public health significance.

5.1.5 ORVOAD

The National Voluntary Organizations Active in Disaster members will assist in the temporary care and processing of evacuees as requested by the State.

5.2 State Response**5.2.1 Oregon Emergency Management (OEM)**

Provide direct operational support and coordination for the repatriation process and has the following responsibilities during repatriation:

- Provide a plan coordinator for the repatriation program. Appoint a Director of the ERC who will serve as Incident Commander.
- Develop, coordinate, and maintain the Emergency Repatriation Annex to the State EOP.
- Notify participants of plan activation and schedule initial operations brief.
- Activate and staff the State Emergency Coordination Center in support of the ERC.
- Notify state agency liaisons as needed to report for duty at the ECC.
- Maintain communications with the following federal agencies during repatriation operations to ensure proper representation at the ERC and/or Incident Command:
 - U.S. Customs and Border Protection

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- U.S. HHS Regional Emergency Coordinator
 - Federal Bureau of Investigation
 - CDC Quarantine Station
 - U.S. Department of Agriculture Plant Protection and Quarantine
 - Transportation Security Administration
 - Department of Defense - point of contact, if appropriate.
- Maintain communications with the following state and local agencies and organizations during repatriation operations to ensure proper representation at the ERC and/or Incident Command:
- Oregon Department of Human Services
 - Oregon State Police
 - Port of Portland
 - Regional Coordinating Hospital
 - American Red Cross
 - Multnomah County Emergency Management
- Establish a Joint Information Center as necessary.
- Provide coordination and planning to meet the ERC communication needs. Arrange for installation of telephone and information systems.
- Prepare and coordinate the Governor’s state of emergency declaration as needed.
- Claim administrative expenses from ODHS for agencies appointed to conduct or support repatriation activities. This also applies to agencies and organizations that are not part of ODHS and are not reimbursed by the county/municipality.
- Conduct a “hot wash” as soon as possible (usually within 7 days) after the conclusion of the event, whether for an actual event or an exercise. A copy of this “hot wash” will be forwarded to HHS within 30 days. An After Action Review (AAR) will be completed with copies forwarded to HHS within sixty (60) days.

5.2.2 Oregon Department of Human Services (ODHS)

ODHS is the lead state agency for repatriate support services and state repatriation fiscal matters and has responsibility for the following:

SA G. Emergency Repatriation**■ Administrative and Operational Support**

- Provide the program manager for the Repatriation Program. The primary role of the program manager is to ensure that repatriates receive assistance and that emergency processing center operations are consistent with local, state, and federal governmental regulations.
- Director, Oregon Department of Human Services or designee will appoint the Assistant Director of the ERC.
- Schedule ERC workers and maintain staffing patterns: Staffing requirements, staff list, and work schedules for ODHS staff will be established and coordinated by the Assistant Director for the ERC or designee. A list of participating staff/volunteers from ODHS will be established and maintained.
- Operate the Department of Defense Automated Repatriation Reporting System (ARRS): The national plan developed by HHS requires use of this system to register repatriates. Upon activation, the USDOD will provide the system software and hardware. ODHS will work with USDOD for training prior to events. ODHS will work with OEM and the ERC Facility Manager on equipment needs.
- Develops and provides cultural sensitivity information to organizations and agencies represented in ERC.
- Develops and publishes detailed procedures as needed for the following functions within the ERC:
- Assist repatriates, whenever requested by authorized federal staff, to complete repatriation processing check sheet.
- Establish a local locator system and input to the national locator system.
- Provide care and processing for unaccompanied children, the elderly, and handicapped.
- If requested by HHS, ODHS will assist with the repatriates' eligibility assessment. Repatriates will be interviewed in order to determine resources needed and will be referred to appropriate providers.
- OEM will support ODHS to make any necessary requests for mutual aid through the Statewide Mutual Aid agreement or through the Emergency Management Assistance Compact.

SA G. Emergency Repatriation**■ Repatriate Assistance Services**

- Development of standardized briefings in multiple languages that can be read on the aircraft prior to landing or shortly after landing that will detail services available and other information needed by repatriates. Upon their arrival at the ERC, authorized ODHS staff will give the repatriates a short briefing on the repatriation process and the services offered at the ERC.
- If requested by HHS, ODHS will brief, interview, register, and process repatriates. Repatriates will be provided a written briefing or checklist advising them of the services offered or to ensure they complete all necessary processing steps.
- Arrange for interpreter and translation services. ODHS will coordinate with the DHR designated Limited English Proficiency Manager for on-site translation/interpreter services. Interpreters should be available on site. An on-demand telephone interpreter service system (24 hour telephone service) may be used to communicate with repatriates who are not English-proficient. ODHS staff will request and coordinate the use of on-site interpreters as required. An estimated 50 hours of telephone interpretive services may be required.
- Arrange child care and child foster care: For children traveling without a parent or designated guardian, ODHS will use existing procedures to obtain foster care through ODHS, Children, Adults, and Families Division (CAF). For children traveling with parents, ODHS will request ARC assist with provision of ERC childcare services
- Assist with phone bank: The ERC will provide a telephone phone bank for repatriates to use. ODHS will staff to assist repatriates and provide phone security.
- Monitor public health screening for communicable diseases.
- Assist federal or local public health officials as requested.
- Coordinate provision of medical screening, first aid, hospital care, and mental health services to include pastoral care and other services as needed and identified.

■ Financial Management

- Provide updated cost estimates for implementation of the plan to the HHS, Administration for Children and Families, Office of Refugee Resettlement (HHS/ACF/ORR).

SA G. Emergency Repatriation

- Request funds advance from HHS/ACF/ORR upon implementation of the plan.
- Track repatriation operational costs.
- Accept requests for reimbursement from state agencies and local government and volunteer agencies: Costs will be reimbursed to state agencies and local government and volunteer agencies following guidance from HHS/ACF/ORR.
- Financial Assistance: Establishes a finance center, advance funds as necessary and advises individuals of repayment requirements. Provide cash, debit card, or equivalent to repatriates.
- Submit a summary report of expenditures within 15 days following completion of repatriation activities, as required by the National Repatriation Plan.
- Develop agreements with the American Red Cross or federal government for mass feeding, shelter management, personal care kits, child care, mental health counseling, and onward transportation of foreign nationals not eligible for reimbursable resources and other support. American Red Cross expenses should be billed directly to the federal government in accordance with existing agreements.
- Pay vendors who are unwilling to extend credit.

5.2.3 Oregon Department of Transportation (ODOT)

Supervises and provides staff during repatriation operations to arrange, contract, and coordinate ground transportation.

5.2.4 Oregon Department of Agriculture (ODA)

Supports the United States Department of Agriculture (USDA) with identifying and contracting veterinary organizations that can provide appropriate facilities for pet quarantine and care for pets and animals cleared for entry into the United States.

5.2.5 Oregon State Police (OSP)

Provide law enforcement functions when local resources have been exhausted, to include: traffic control, crowd control, and security protection of repatriates outside the boundaries of PDX.

SA G. Emergency Repatriation

5.3 Federal Response

5.3.1 United States Department of State (DOS)

Notifies HHS of an escalating crisis, natural disaster, or other event, which may require the evacuation of U.S. citizens from a foreign country. DOS also has responsibility for the following:

- Reports the estimated number of evacuees in the affected area.
- Updates HHS on the number of potential repatriates as the situation changes.
- Notifies HHS when an evacuation is ordered, provides method of evacuation, date operations will begin, and actual numbers of repatriates and specific times and places where they will arrive.
- Informs HHS when the evacuation operation will be completed.
- United States Department of Defense (USDOD). USDOD is responsible for the care and onward travel of non-combatant DOD evacuees and non-DOD evacuees. USDOD has responsibility to provide the following:
 - An Executive Agent who assists states in their repatriation operations.
 - Hardware, software, and training for the Defense Manpower Data Center Noncombatant Evacuation Operation/Noncombatant Tracking System used at PDX and the Automated Repatriation Reporting System (ARRS) used at the ERC.
 - Provide Defense Accounting and Finance Service assistance to non-combatant DOD evacuees at the ERC.

5.3.2 United States Department of Health and Human Services (HHS)

HHS serves as overall coordinator of the National Emergency Repatriation Program and other related emergency preparedness and operations activities.

5.3.3 United States Administration for Children and Families/Office of Refugee Resettlement (ACF/ORR), HHS

ACF/ORR has the primary responsibility for planning and execution of emergency repatriation under Executive Order 12656 (Assignment of Emergency Preparedness Responsibilities). ACF/ORR receives information from DOS regarding potential evacuations and the necessity to implement repatriation plans and provides the following:

- The Coordinator of the National Emergency Repatriation Program.

SA G. Emergency Repatriation

- Coordination for the planning and operation activities of all agencies and organizations concerned with emergency repatriation.
- Provide Cash, advance credit, and reimbursement for the expenses of the State for repatriation operations.
- Provide Emergency Repatriation Staff Coordinator when the activation notice is issued.
- Determination, in consultation with DOS, of the different Points of Entry (POE) within the Continental United States.
- Perform repatriates' eligibility assessment.
- Assist with public affairs.

5.3.4 Centers for Disease Control and Prevention (CDC) Quarantine Station, HHS

- Administer public health surveillance and prevention programs at PDX; evaluates and provides technical support on the enforcement of policies necessary for implementation of federal quarantine authority.
- Conduct pre-debarkation visual assessment of arriving repatriates to monitor for signs of potential public health significance; collaborates with DHR-DPH, ARC, and ODHS to monitor and evaluate repatriates for illnesses of potential public health significance and implement control measures in ERC.
- Assist in developing plans for providing medical aid at ERC.

5.3.5 United States Customs and Border Protection (CBP)

CBP inspects repatriates and their goods and personal belongings for entry into the United States. CBP is among the first agencies to receive definitive notification of arriving international flights (time of arrival, number of passengers, port of departure, etc.) so a close communication with CBP is necessary for ERC to maintain an optimum level of preparedness.

5.3.6 United States Department of Agriculture (USDA)

USDA clears food, plants, birds with hooked beaks, and farm animals for entry into the U.S. Food and plants not cleared for entry are confiscated and destroyed by the federal government. Items that have been denied entry are returned to origin, destroyed, or quarantined at the owner's expense.

5.3.7 Food and Nutrition Service (USDA/FNS)

Authorizes State distributing agencies to release foods to recognized distributing relief agencies, such as the American Red Cross, for group feeding as provided

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for by existing USDA disaster or emergency programs, regulations, or emergency procedures.

5.3.8 United States Fish and Wildlife Service (USFWS)

The United States Fish and Wildlife Service clear exotic animals and endangered species for entry into the United States. Animals that have been denied entry are returned to origin, destroyed, or quarantined at the owner's expense.

5.3.9 United States Department of Housing and Urban Development (HUD)

Identifies available assisted housing near the point of debarkation to be used to shelter evacuees who are delayed from moving to their final destination.

6 Repatriation Center Operations**6.1 Concept of Operations**

During a repatriation emergency, Oregon Emergency Management (OEM) will appoint a State Coordinating Officer (SCO) who will then appoint a Director of the Emergency Repatriation Center (ERC). The Director of the Oregon Department of Human Services (ODHS), or designee, will appoint an Assistant Director. These individuals will act as on-site Incident Commanders, staffing the center as required to meet the emergency operation.

It is assumed that there will be at least 36-72 hours advance notice in the event of a repatriation effort. Volunteers, leads, and supervisors will be provided training as needed at the ERC prior to the first arrivals. This would include discussing responsibilities, expectations, reporting, etc. The United States Department of Defense (DOD) will provide software training to data entry staff.

All activities will be conducted in accordance with the National Incident Management System (NIMS) using Incident Command System (ICS) protocols. The ICS oncoming shift briefing is a valuable tool to provide updates and clarifications on procedures and processes.

6.2 Processing Area**6.2.1 Evacuee Arrival**

Upon arrival at the ERC, evacuees will be met by an official from the Department of State (DOS), the United States Health and Human Services (HHS), or a state official.

Those in need of immediate medical attention will be screened by appropriate medical personnel and staff from the Center for Disease Control (CDC) Quarantine Office. Treatment will be overseen by local medical personnel. Appropriate transportation will be arranged to a designated hospital, clinic, or other health care facility, if needed.

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The deceased will be handled in accordance with existing airport procedures in compliance with state and local law.

Unaccompanied children will be registered onsite, paired with an ERC staff member, and provided special care by the Oregon Department of Human Services (ODHS), in cooperation with the American Red Cross (ARC), or other services who can coordinate or provide child care.

All evacuees will be given an information pamphlet, prepared by the Administration for Children and Families (ACF) / Office of Refugee Resettlement (ORR).

6.2.2 Registration of Evacuees

Authorized federal staff will process repatriates at the ERC using Department of Defense (DOD) Form 2585, Repatriation Processing Center Processing Sheet, and/or HHS assessment form. ODHS may be requested by HHS to assist in this task.

6.2.3 Transportation of Evacuees

Specific information regarding the logistics of transportation for the large number of evacuees that would be competing for the limited number of seats on local flights, passenger trains, or buses is provided in the National Emergency Repatriation Plan (NERP).

Evacuees will be afforded an opportunity to secure public transportation to their final destination, if financially able.

HHS/ACF/ORR will provide onward transportation assistance via its commercial travel contractor at the ERC to all eligible evacuees. This transportation assistance will be staffed by either federal staff or contract travel agents. Setting up of this transportation assistance site within the ERC would be the responsibility of the state. Setting up may include computers, faxes, printers, etc., necessary to perform reservations and ticketing. HHS/ACF/ORR will be billed directly for airline tickets furnished by the contractor.

6.2.4 Housing and Feeding of Evacuees

Evacuees awaiting transportation assistance will be provided with culturally sensitive and standard American meals, resting areas, and other necessities for traveling.

The U.S. Department of Agriculture Food and Nutrition Service can make food commodities available to states in the operation of programs such as the School Lunch Program. Such commodities are made available to relief agencies such as ARC for group feeding in emergency situations. Food commodities must be requested from the Emergency Coordination Center (ECC), as necessary.

HHS may refer eligible repatriates to ODHS for temporary repatriation assistance for up to 90-days. Services would be provided in accordance to 45 CFR 212 or

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211. Services may include finding short or long term care (i.e., lodging, food, clothing, financial assistance, other services, etc.). ODHS will provide this assistance with support from the Salvation Army and ARC. HHS guidelines and Standard Operating Procedures will be followed in such instances.

6.2.5 Medical Assistance

Medical assistance at the ERC will be provided by federal, state, and local authorities, as required and appropriate. Medical services will be the responsibility of ODHS. While the CDC Quarantine Station would make the initial medical assessment of any arriving aircraft passengers from overseas, ODHS staff, ARC medical volunteers, and other designees will assist repatriates and determine medical requirements.

ERC staff will direct repatriates requesting or requiring medical attention to the health screening unit which will perform a medical assessment. Mental health services for the repatriates will be coordinated by the ODHS with assistance from ARC. Surveillance and response to illnesses among repatriates that might pose health threats to other repatriates and the ERC Staff will be conducted by CDC Quarantine Staff and ODHS.

Evacuees may have hospitalization insurance which will pay for any medical care needed. However, if an evacuee does not have hospitalization insurance, and does not have sufficient available resources to pay for medical care, authorized federal staff will make a determination as to whether the individual is eligible for temporary repatriation assistance which includes medical services. Once a determination is made, a referral will be sent to ODHS to arrange for appropriate medical services. Individuals who receive medical care will be required to repay the United States for the medical care costs.

6.3 Emergency Repatriation Center

The ERC is not to be a waiting area for connecting flights but is to be used for processing those repatriates that need assistance. Every effort must be made to move the repatriates along in the system to integrate them into the normal flow of travelers thus speeding remaining repatriates' access to services.

The processing area must provide services as follows:

- Registration. An area with desks, tables, and chairs is needed. Up to 100 evacuees per hour may require processing. As many as 10 registrars/interviewers may be required at one time and would be provided by the appropriate federal agency, unless the state is asked by HHS to assist with the processing of cases.
- Transportation Section. An area with telephones is needed for repatriates to arrange air, bus, and/or rail travel.

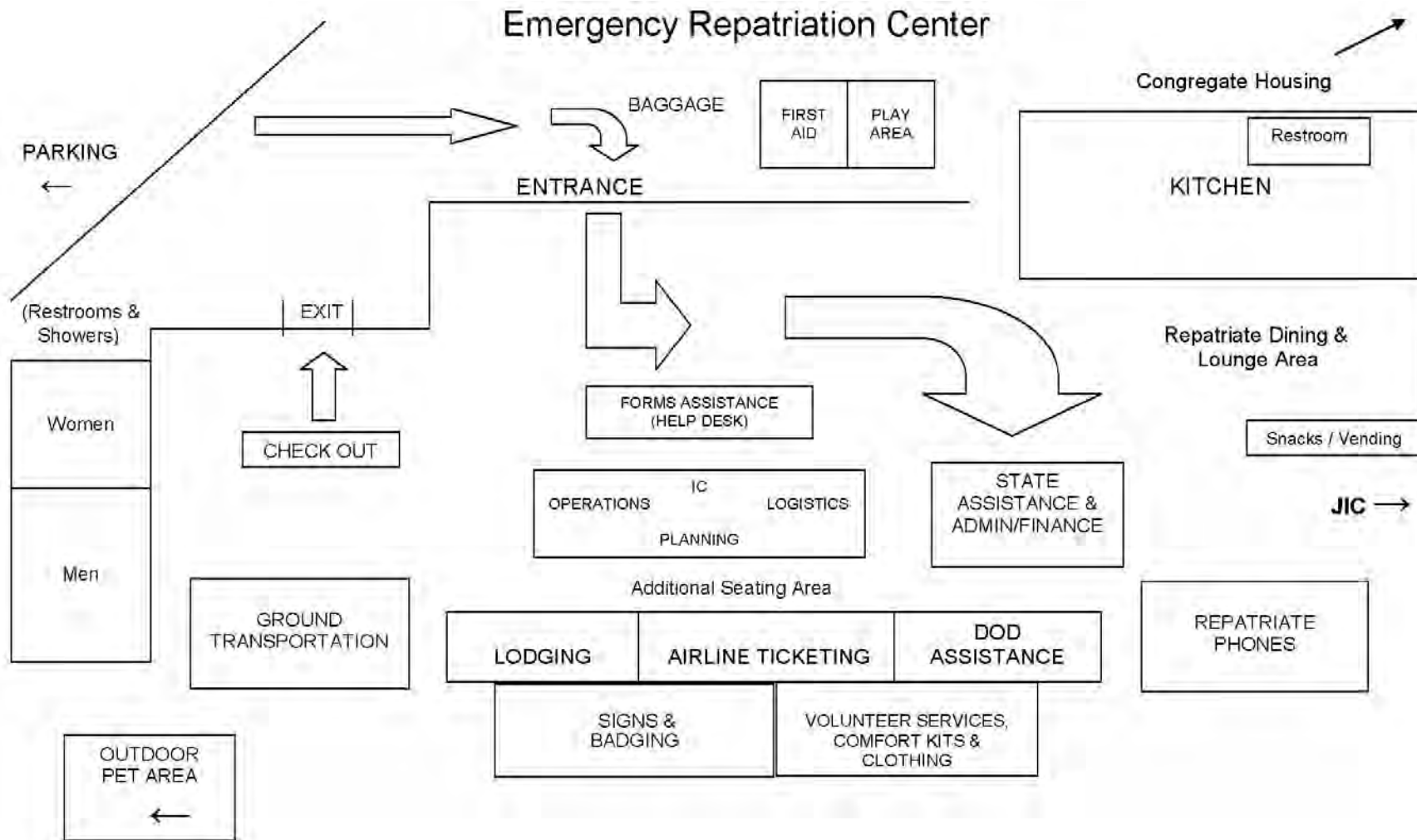
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- Financial Operations. A secure area is needed.
- Red Cross/Volunteer Agencies. Sufficient space is required to process evacuees needing assistance and to store such items as comfort kits.
- Housing. A Housing Desk should be provided, if necessary. Primary emphasis will be on onward transportation, not on temporary housing.
- Press Area. A large area, separated from the ERC, and conforming to Joint Information Center procedures.
- Other areas that may be needed in a separate area or in the near vicinity of the ERC can include food service, childcare, mental health, or pastoral care.

6.4 Administration and Finance

The Administration and Finance functions for the repatriation program shall be coordinated by ODHS. It has responsibility for cost tracking, repatriate processing, repatriate services, cost reimbursement, development of staff and volunteer scheduling, advance funds for repatriates, and submission of costs to the federal government for reimbursement.

The next page shows a diagram of an Emergency Repatriation Center.



SA G. Emergency Repatriation**6.4.1 Responsibilities**

ODHS will work with participating jurisdictions to ensure all claims for reimbursement are complete and accurate. ODHS fiscal staff will prepare all state claims and submit to HHS for reimbursement using the HHS specified form.

Case Records Management. An individual or family case record shall be maintained by ODHS for each individual or family provided cash assistance, medical assistance, onward transportation, or any other assistance for which they must repay the Federal government.

The case record should contain a signed ERC Processing Check Sheet (DD Form 2585, or HHS form) and a Repayment Agreement (ACF-120) as a minimum.

Subsequent to ERC processing, county local offices providing further temporary assistance to evacuees who claim county residency will adapt their customary case recording methods for this purpose. Eligibility for assistance will be based on criteria set forth by HHS and DOS.

Personal resources to be considered will be only those which are immediately accessible to the evacuee at the time temporary assistance and services are required at the ERC, or when arrangements are made for onward transportation to final destination.

Resources are considered as immediately accessible only when they are in the possession of, and under the control of, the evacuee, and he/she can draw upon them to meet immediate or temporary needs.

The individual's declaration that he/she is without available resources will be accepted, unless the interview reveals that resources are available.

Many of the evacuees will have their own resources at their final destination or through their public or private employing organizations or agencies, which are not immediately accessible to them at the ERC. Such persons shall be eligible for temporary assistance as needed for onward transportation. However, these individuals shall be required to repay to the United States the cost of such assistance and services once their own resources become accessible to them.

6.4.2 Program Finances - Funding

Available Funds. Title XI, Section 1113 of the Social Security Act authorizes HHS to provide federal funds to states for the reception, temporary care, and onward transportation of U. S. citizens and their dependents returned from a foreign country due to destitution, illness, war, threat of war, or similar crisis. In a case of increasing world tensions where implementation of the National Emergency Repatriation Plan seems imminent, HHS will request an emergency apportionment from the Office of Management and Budget. In such an emergency situation, funds may be made available to HHS/ACF/ORR so that states can be advanced funds to cover emergency repatriation operations. For

SA G. Emergency Repatriation

most emergencies, HHS would reimburse the states for reasonable, allowable, and allocable costs associated to the emergency repatriation.

Reimbursable Expenses. Each participating agency that expects reimbursement of repatriation operation costs will have a contract with ODHS. This contract will state the requirements for tracking costs, preparing invoices, requesting reimbursement, and maintenance of records that document the amount of reimbursement that is requested from ODHS. ODHS will manage and track the individual contracts providing reimbursement to the participating agencies. ODHS is responsible for requesting reimbursement from HHS for all approved costs associated with the repatriation operation.

Repatriation program funds will cover all reasonable, allowable, and allocable costs associated to the provision of temporary assistance to eligible evacuees. Temporary assistance includes money payments, medical care, temporary lodging, transportation, and other goods and services necessary for the health and welfare of individuals, including guidance, counseling, and other social services.

In addition, the state can claim administrative expenses, provided that the state performs the following:

- Identifies the time spent;
- Converts identified time into an equivalent amount of money;
- Deducts this amount from staff providing services in connection with other programs; and
- Follows procedures for allocation of joint expenses.

Repayment for Temporary Assistance

Monies provided for assistance to individual evacuees must be repaid. All funds will be provided directly to repatriates in the form of cash or grants which must be reimbursed to the U.S. Government. Repayment by a recipient or recovery from subsequently available resources must be made to HHS for deposit to the U.S. Treasury.

It is expected that a significant amount of assistance will be provided by voluntary relief agencies or services will be provided by Federal agencies which are beyond their scope of responsibility as outlined within this plan. Each agency will be reimbursed for reasonable, allowable, and allocable expenses they incur during an emergency repatriation operation.

HHS/ACF will negotiate agreements with national voluntary agencies which will specify procedures for reimbursement. Agreements will require agencies to submit detailed expenditure reports to substantiate each claim for reimbursement. When Federal agencies perform services, a Journal Voucher is used to affect a transfer of funds between appropriations.

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Cost Tracking. Each participating agency (state, local government and volunteer agencies) will track their costs for the repatriation operation during implementation. The tracking of costs will include time sheets, travel vouchers, invoices, etc. that document the total expenditures by an agency for the repatriation operation. The details for documenting the costs of the operation will be described in required funding reports.

To ensure that all partner agencies are reimbursed for actual costs incurred, it will be the responsibility of each partner agency to provide actual costs to ODHS Coordinating Officer when all repatriates have begun travel to their final destination. The Administration and Finance Program Manager will collect all information and submit to DHR for reimbursement.

Required Funding Reports & Report on Advance of Funds. ODHS shall submit a summary report of expenditures to HHS within thirty (30) days following the completion of repatriation activities. The summary report will show the amount of funds advanced the amount of funds expended, an estimate of outstanding debts, and the balance to be returned to HHS, or the amount due the state. All applicable processing reports must be attached to substantiate expenditures. Procedures to return funds to HHS will be negotiated at the time of submission of the summary report. However, this will not delay the submission of the report.

ERC Processing Sheets (SSA Form 2585). Emergency Reception Center Processing Sheet forms (SSA Form 2585) or HHS assessment form, shall be completed at the ERC for each individual or family, to record applicable information on the individual/family.

Report on Referral (SSA Form 2061). SSA Form 2061 shall be used by ODHS to report repatriation expenses incurred subsequent to ERC expenditures (i.e. expenses not reported on an ERC Processing Sheet), if the state has not received an advance of funds.

The SSA Form 2061 must be submitted to HHS/ACF/ORR within five (5) days of initial contact with the repatriate (instructions for completion of the form are included on the back). The Report on Referral is the basis for the obligation of repatriation funds, if there has been no advance of funds. The form must be processed by HHS/ACF/ORR before claims for reimbursement can be processed.

For each expenditure reported on a SSA Form 2061, the state shall submit an Expenditure Statement and Claim for Reimbursement Form 3955.

Expenditure Statement and Claim for Reimbursement (SSA Form 3955). SSA Form 3955 serves as the basis for reimbursement to ODHS and for accounting for funds advanced to ODHS. Claims are to be submitted monthly, not later than fifteen (15) days after the close of the month.

SSA Form 3955 shall be used to report expenditures on each case individually, unless, or until, the volume of the cases assisted is such that group reporting is indicated.

SA G. Emergency RepatriationTemporary Assistance and Social Services at Community of Final Destination.

When an eligible evacuee claims residency in Oregon, the case must be cleared and closed with the repatriation program then temporary cash assistance, medical assistance, and related social services shall be provided under established standards and policies of ODHS in the community in which the evacuee establishes residence.

Current established state standards for temporary assistance for needy families shall be applied in determining the amount of financial assistance payments, with such adaptations as may be necessary due to the composition of the family. Temporary assistance shall be provided to all individuals without sufficient resources under the state standard, regardless as to whether they are aged, blind, disabled, and to families with children without concern as to whether one of the parents is absent or incapacitated. Such temporary assistance may be continued for a period of ninety (90) days following arrival in the United States.

If situations arise where an evacuee still has insufficient resources after 90 days, and is handicapped in attaining self-support or self-care because of age, physical condition or lack of vocational preparation, and does not qualify for aid under an federal, state or local assistance program, ODHS shall refer the case to HHS/ACF for authorization to continue temporary assistance for up to an additional nine months.

All requests for extensions of assistance beyond 90 days must be submitted to HHS/ACF prior to the expiration of the initial 90 day period.

6.5 Repatriation Automated Tracking Systems

An automated tracking system will be used at all ERC. HHS will be processing the repatriates' information and may be either using a DOD system and/or other systems. It may be necessary to transmit the evacuee's personal data to a centralized database in Monterey California (Defense Manpower Data Center). The system provides an online query capability for the DOD and other governmental agencies.

The ERC will have the capability to generate reports on site. The system will be used for cost applications, summary reporting, and can be updated throughout the operational period.

ODHS, per prior agreement, will provide the computer systems, and support needed to register and process repatriates.

6.6 Records and Further Processing of Evacuees

Records concerning a repatriation event will be assembled by HHS and ODHS for further processing, billing, and handling beyond the emergency repatriation crisis period. All applicable Privacy Act and HIPAA regulations will be adhered to at all times.

SA G. Emergency Repatriation**6.7 Public Information**

Timely public information is essential to the public's understanding of the situation at each point of entry and to public confidence in the reception and processing operations. The responsibility for repatriation public information is designated with the Director of Public Affairs at ODHS.

6.7.1 Federal Public Information Role

At the national and regional levels, HHS/ACF/ORR has the lead responsibility for public information. The Public Information Officer for HHS will provide coordinated information on repatriation operations to the national news media and will establish an information center at the HHS Emergency Operations Center at the national level. As such, ODHS will provide input to the HHS/ACF/ORR Regional Office on the status of repatriation activities in the State.

All federal agencies, including the Federal Emergency Management Agency (FEMA), will provide input to HHS/ORR on status of repatriation activities so that releases to the media will contain coordinated information. Regional Administrators for the ORR are responsible for providing information on the status of operations in their states to HHS/ORR which will provide FEMA with summary reports on the status of operations so

FEMA may respond to overall emergency situations. FEMA is responsible for providing to the news media and the public, coordinated information on the overall civil emergency.

The HHS/ORR has developed a repatriation fact sheet for use by federal and state public affairs personnel. The fact sheet provides for a general concept of operations, which can be distributed, to news media representatives for basic understanding of how the program is operated.

6.7.2 State Public Information Role

Consistent with the National Incident Management System (NIMS), state, local, VOAD and other agencies involved in repatriation will use a Joint Information System (JIS) to coordinate the release of information through a Joint Information Center (JIC) at the Emergency Reception Center to create a clear, factual, and unified message.

The JIC and the Public Information Officer (PIO) assigned to the JIC will work collaboratively with federal PIO. The overriding concept of the JIC is the recognition that each individual represented in the JIC may continue to represent his/her own agency, while at the same time providing public affairs support for state emergency management efforts.

Access to the JIC and other areas of the ERC will be determined by the policies, rules and regulations of the organization or agency where the ERC is located.

SA G. Emergency Repatriation

ODHS will be the lead agency in the JIC, supported by OEM and public information officers from other appropriate agencies, consistent with OEM's Crisis Communications Plan.

Staff assigned to the JIC is not authorized to arrange interviews with evacuees or repatriates on behalf of the news media.

FEMA may augment state and local public affairs operations. Requests for such support must be sent to FEMA through OEM.

6.8 Telephones

OEM will be responsible for provision of sufficient telephone lines and other communication needs to the ERC. A large number of telephones will be required for immediate use by evacuees. Additional lines should be made available for restricted use by the press.

6.9 Veterinary Assistance

Veterinary care for pets will be provided using the established emergency pet care procedures outlined in local emergency plans.

7 Appendices

- Appendix 1 Hotels and Transportations
- Appendix 2 Acronyms

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Appendix 1 Hotels and Transportations

See Attached Excel Spreadsheets

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Appendix 2 Acronyms

AAR	After Action Review
ACF	Administration for Children and Families
ARC	American Red Cross
ARRS	Automated Repatriation and Reporting System
CAF	Children, Adults, and Families Division
CBP	Customs and Border Protection
CDC	Centers for Disease Control and Prevention
CONUS	Continental United States
ODHS	Oregon Department of Human Services
DMAT	Disaster Medical Assistance Team
DOD	Department of Defense
DOJ	Department of Justice
DOS	Department of State
ECC	Emergency Coordination Center
EOP	Emergency Operations Plan
ERC	Emergency Repatriation Center
FEMA	Federal Emergency Management Agency
HHS	Federal Department of Health and Human Services
HUD	Department of Housing and Urban Development
ICS	Incident Command System
ISS	International Social Services – USA Branch
JIC	Joint Information Center
NEO	Non-combatant Evacuation Operation
NERP	National Emergency Repatriation Program
NIMS	National Incident Management System
NRP	National Response Plan

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ODHS	Oregon Department of Human Services
OEM	Oregon Emergency Management
OEOP	Oregon Emergency Operations Plan
OGC	Office of General Counsel
OLAB	Office of Legislative Affairs and Budget
ORR	Office of Refugee Resettlement
OSP	Oregon State Police
PDX	Portland International Airport
POE	Point of Entry
SATO	Scheduled Airline Traffic Office
SCO	State Coordinating Officer
SSA	Social Security Administration
VOAD	Volunteer Organizations Active in Disasters

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SA H – Mass Fatality

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Adjunct Agencies	

1 Introduction

A mass fatalities incident is any disaster that causes loss of life and human suffering that cannot be met through usual individual and community resources. The Mass Fatalities Incident Attachment is intended to serve as a reference guide for state agencies and local governments during incidents that may overwhelm local abilities. The planning for mass fatalities falls under Emergency Support Function (ESF) 8 – Public Health and Medical Services, and thus is the responsibility of Oregon Public Health Division (OPHD). However, the State Medical Examiner's Office (MEO) is responsible for managing mass fatalities, providing expertise, staff, and resources not available or depleted at the local level, as set forth in Oregon Revised Statute (ORS) 401. This plan is the result of cooperative planning by both agencies. Some of the additional groups having input to the plan include county Medical Examiner (ME), a tribal representative, the Oregon Funeral Directors Association (OFDA), and Region X Disaster Mortuary Response Team (DMORT).

In addition to MEOs, responding to a mass fatality incident it will also involve a number of other responders including:

- Emergency management and disaster response teams
- Public health officials
- Health care workers
- Mental health professionals
- Law enforcement
- Fire service
- Military personnel
- Media and Public Information Officers
- Clergy and spiritual care providers
- Corporate emergency planners and responders
- Government leaders
- Funeral directors

- Civil Emergency Response Teams

Where specific to mass fatalities, the roles and responsibilities of these responders are outlined.

2 Purpose and Authorities

2.1 Purpose

A mass fatality incident is defined as an occurrence of multiple deaths that overwhelm the usual routine capability of one or multiple jurisdictions. The purpose of this attachment is to:

- Establish responsibilities and operating procedures consistent with sound mortuary service principles.
- Describe an interface between local mortuary services, local MEs, the State MEO, and other necessary agencies.
- Outline a system for the identification of victims, family notification, disposition of remains, and preservation of disaster/crime scene integrity.

By prior planning and sound medical practices, a mass fatality incident can be handled efficiently and humanely, thus avoiding a high degree of hysteria often connected with disaster circumstances.

2.2 Authorities

Oregon Rule or Revised Statute	Title
ORS 146	Defines the duties and responsibilities of the State Medical Examiner (ME).
ORS 97	Directs the disposition of human remains.
ORS 692	Oversight for funeral service practitioners, embalmers, cemetery and crematorium operators.
ORS 433.449	Defines the role of the State ME during a public health emergency with mass fatalities.

3 Situation and Assumptions

3.1 Situation

An incident causing an unusual number of deaths, such that they overwhelm local capabilities, serves to activate this Attachment of Annex F (Public Health and Medical Services) of the State of Oregon Emergency Operations Plan (Volume II). When this occurs, the local emergency management entity will notify the State Office of Emergency Management (OEM), which will notify OPHD and the

MEO. The MEO is the only state agency that is equipped to manage mass fatalities on a large scale.

Local capabilities will depend on the county or jurisdiction in which the event occurs. If capabilities are clearly over-stressed, the MEO will respond with resources and personnel as available to assist and complete the assignment.

The state MEO is responsible for investigating unattended (without a medical professional to certify death), sudden and unexplained deaths, and deaths from criminal activity. In a mass fatality incident, such as deaths due to a 9.0 earthquakes or pandemic flu, while unattended, would overwhelm the MEO and would probably not require investigations (the cause of death and identification would be known for most cases). Alternatives to the investigation of each of these deaths will need to be undertaken, and some are described in this Attachment.

Pandemic influenza (and other widespread potentially fatal infectious diseases) creates unique situations for mass fatality planning. For instance:

- Deaths occur over a period of weeks or months.
- Bodies may continue to be infectious after death.
- Help from other jurisdictions is unlikely because they too will be experiencing the pandemic.
- Many people may die as unattended deaths (no physician present), and thus are within the MEO's jurisdiction.
- A traditional family assistance center in a physical location will not be feasible because of the infectious nature of the disease.

When mass fatality procedures differ from the usual for pandemic flu, it is noted in the text of this Attachment.

3.2 Assumptions

Mass fatality incidents can occur as the result of many different types of incidents, both naturally occurring and human caused. In Oregon, likely scenarios that may cause mass fatalities include:

- Severe weather
- Earthquake or resultant tsunami
- Volcanic action along the Cascade range
- Deadly infectious agent
- Air traffic accident/incident
- Multiple vehicle traffic accidents

- Derailment of trains carrying toxic chemicals
- Dam failure and resultant flood inundation
- Structural collapse
- Watershed/drinking water contamination
- Columbia River waterway accident
- Terrorist activity
- Radioactive or chemical release
- Shootings at schools or other public places
- Release of toxic nerve agents from the Umatilla Army Depot

When there is a mass fatality event, this Attachment makes the following assumptions:

- Stabilization and emergency medical treatment of living victims take precedence over other operations and is paramount.
- Criminal investigation of events triggered by terrorist action is the responsibility of the Federal Bureau of Investigation (FBI).
- If mass fatalities exceed the abilities and supplies of local jurisdictions, the MEO is the lead agency, with OPHD in a support role.
- Private mortuaries are responsible for bodies once a death certificate is signed.
- Requests for resources for aid with mass fatalities will come through the ESF-8 Agency Operations Center (AOC).

3.2.1 Pandemic Influenza Assumptions

- A person who dies of pandemic flu is assumed to be under the care of a physician, whether the death is attended or not, thus relieving the ME from having to investigate every unattended flu death.
- The MEO may deputize private morticians as deputy MEs so they may provide limited death investigation.
- The need to identify bodies that result from pandemic influenza will be minimal, relieving pressure on the MEO.

- For planning purposes for pandemic flu, it is estimated that there will be about 350 excess deaths per week, a 53% increase over normal, over an 8 week period. (See Tab K-8 for calculation)

4 Concept of Operations

The primary elements of a disaster response are to save lives, protect property, and preserve the integrity of the disaster scene. Local emergency responders - law enforcement, fire services personnel, and emergency medical technicians (EMTs) - are usually the first on the scene. *Attention to people with injuries is the highest priority.* Preservation of the incident scene is the responsibility of the local law enforcement agency.

A county declaration of an emergency outlining the situation and any specific requests for assistance may be required to release state and/or federal resources prior to response. The county Emergency Operations Center (EOC) will be activated to establish a command post and base for operations thus creating a direct link between state and county governments.

Clear channels of communications will be established from county EOC to the State Emergency Coordination Center (ECC) in Salem. The ESF-8 ECC Liaison will operate from the ECC and be the conduit for the flow of information from the County EOC to the MEO and the ESF-8 AOC.

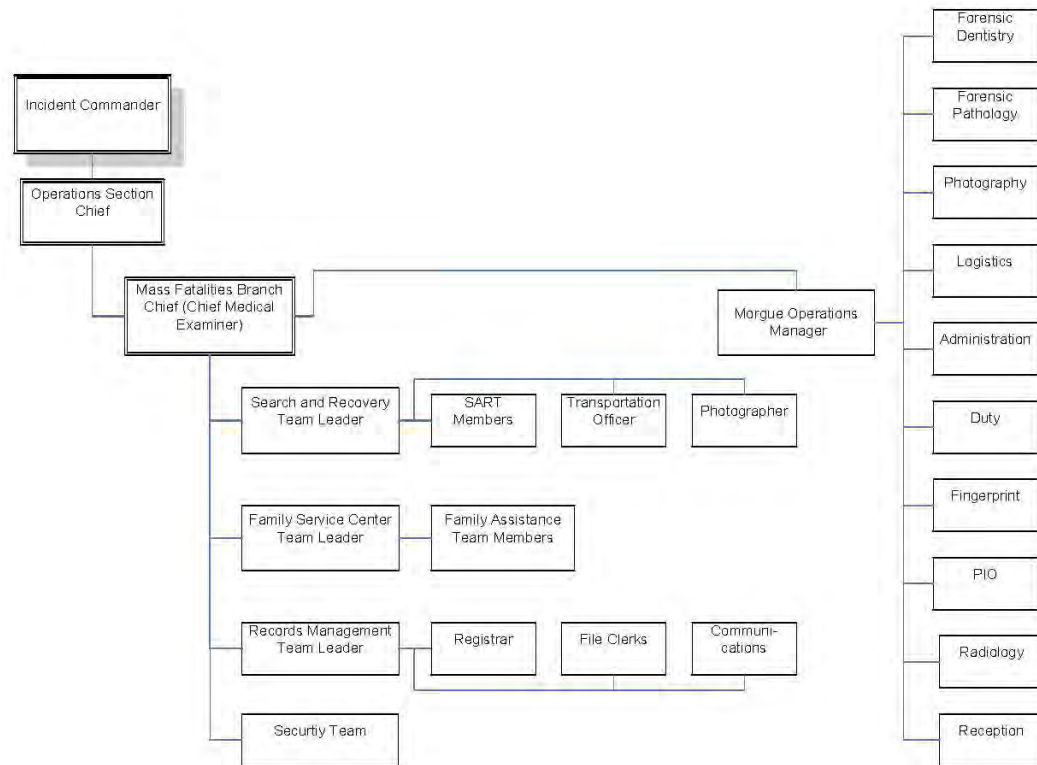
If the first responders determine that deaths have occurred, they will contact the county's MEO immediately. The local MEO will contact the local EOC if it is determined that local resources are inadequate for the response. The state MEO will provide resources as available. If the State MEO cannot provide all the needed resources, it will contact the ECC and request additional resources from outside the state.

The mass fatality operations will be managed using the Incident Command Structure (ICS), and at the state level will be a branch under Operations. The Incident Commander (IC) and the local MEO will establish staging areas and transportation routes for mass fatality responders to reduce congestion and lessen confusion around the disaster scene.

Separate staging areas for morgue personnel/resources and search and recovery personnel may be necessary and should be determined by the IC and responding MEOs. The staging area should be within easy access, but should not interfere with incident operations.

Establishing morgue facilities away from the disaster site is necessary to facilitate the removal of remains.

Figure 1. ICS Organizational Chart for the Mass Fatalities Branch



4.1 Operational Units

There are three main operational units within the ICS Mass Fatalities Branch. All three need to be set up and coordinated at the same time.

- Search and Recovery Unit is at the scene for body and personal effects recovery
- Morgue Operations Unit performs body identification and processing.
- Family Assistance Center is set up to collect antemortem information and deceased or victim family care.

4.2 Advance Preparation

If possible, the following items should be kept in stock or be accessible within a 12 hour period. Local responders can aid in accessing and stocking these items including:

- Communications systems: Telephone, hard line and cellular
- Body bags
- Refrigerated trucks: Contracts established in advance for trucks at the scene and morgue

- Transportation: Transportation for personnel and bodies
- Security: Security for scene, examination center, and Family Assistance Center (FAC)
- Identification: I.D. badges for all personnel
- Personal protective equipment (PPE) for chemical, radioactive, and biological hazards

See Tab K-1 for a list of available resources at MEO.

4.3 Worker Safety and Mental Health

Ensure that provisions are in place for the health and well-being of on-scene, morgue, and FAC workers. Involve the Critical Incident Stress Debriefing (CISD) Team (see Section 5.2.3) early. Establish the Safety Team.

4.4 Search and Recovery Teams

The Search and Recovery Team (SART) is a unit within the mass fatalities command structure reporting to the Mass Fatalities Branch Chief (Operations) in ICS and headed by a team leader. The group is responsible for all activity at the disaster site related to search and recovery of remains and personal effects, including searching for, locating, tagging, storing, and transportation to the morgue. Only an organized and trained SART will remove bodies and fragments. See Tab K-4 for SART position descriptions.

4.4.1 Equipment

- Protective clothing, depending on the nature of the emergency. Toxic or infectious agents will require more protection.
- Body bags - Heavy bag with 6 handles, c-zipper body litters, and litter stands
- Quart and gallon Ziploc bags for body parts
- Refrigerated trucks with metal walls and floor
- Transportation for personnel
- Transportation for human remains
- Tents and trucks for storage of supplies and equipment
- Metal scratch toe tags with permanent pens for numbering body bags, un-stakable sites, etc.
- Flags/stakes for marking location of body/parts

- Bio-hazard bags/boxes for safe disposal of bio-hazard debris
- Grid or laser surveying equipment for documenting body location, body parts, and personal effects.
- Food/water

4.4.2 Pandemic Influenza Considerations

Although many deaths will occur in hospitals or possibly alternate care sites, it is likely that human remains will also be in homes and they will need to be retrieved over the course of several weeks and taken to morgues for disposition. Because of the lack of staff of the MEO (both state and counties), it is likely that the state ME will direct local MEs to deputize private morticians as deputy MEs so they may provide limited death investigation.

4.5 Morgue Operations

Morgue Operations are under the Mass Fatalities Branch Chief. The MEO morgue in Clackamas County can hold about 120 bodies. A mass fatality will likely necessitate temporary morgues. A number of sites could be used for Morgue Operations including:

- National and Air Guard Armories throughout the state
- State MEO (practical)
- Airplane hangers
- County Public Workshop areas
- Fairgrounds

The requirements for DMORT sites, which all temporary morgue sites will require, are in Section 5.1.

See Tab K-3 for Morgue Position Descriptions.

4.5.1 Pandemic Influenza Considerations

It is not known whether the bodies resulting from pandemic influenza deaths will continue to harbor infectious virus, but some experts suggest that mass fatality plans should be made assuming that continued disease transmission will occur for some time after death. Thus, the following issues need to be part of pandemic flu mass fatality planning:

- The MEO morgue does not accept bodies that are contaminated, including with a biological hazard. Thus, this facility may not be available.
- Anyone in SART or Morgue Operations will need appropriate PPE.

- The Public Health Director may order that remains be buried or cremated within a specified period (ORS 433.449).
- Under extraordinary circumstances, it may be necessary to bury or cremate remains faster than cultural, religious, or family considerations can be honored in order to prevent the spread of disease. This could include temporary internment in mass graves. In this case, OPHD, with the input of its advisory groups, will make a recommendation to the Governor. The Governor may take actions necessary to comply with the recommendations under ORS 401.065, ORS 401.115, or ORS 433.441.
- It should be noted that that the above guidelines will also apply to mass chemical or radiological releases causing mass fatalities.

4.6 Family Assistance Center

The FAC is established primarily for the comfort and information gathering point for families and relatives of potential victims. It will be recognized as a central location where families can come to find the status of individuals thought to be victims and circumstances surrounding the event. It is extremely important that the site selected be functional for the incident and that lodging for families are within easy commuting distance. Location should not be close to the actual scene and must not be co-located with the morgue.

National Transportation Safety Board (NTSB) has responsibility for establishing the FAC for major transportation incidents. For more information on FACs, see Tab K-2.

In the case of an influenza pandemic, the FAC will be managed virtually, using websites and telephone hotlines. It will be important to keep public gatherings at a minimum to prevent the spread of disease.

4.7 Cultural and Religious Issues

While there are numerous religious and cultural rituals for handling the dead, mass fatalities present difficulties in acknowledging and complying with these rituals. Although responders to these incidents would like to perform all the correct rituals, in reality it is likely impossible to do so. It is unlikely that the search and recovery and morgue operations staff will be able to easily discern the religion or culture of the victims, and thus not necessarily handle the victims in accordance with appropriate ritual. Instead, all mass fatality operations should make a serious effort at maintaining the personal identity of the victims and consider the concerns of their families. Handling the victims with respect, maintaining their identities, and showing compassion for the religious concerns of the families will deflect many concerns. Releasing the remains as quickly as possible to the families will also allow them to perform their rituals soon after death, which is important in most cultures and religions. If a temporary burial in

mass graves is necessary, do not embalm the bodies. Track the bodies using Global Positioning System (GPS).

5 Roles and Responsibilities

This section outlines the roles and responsibilities of the federal, state, and local agencies involved in the preparation for and response to an incident.

5.1 Federal

Federal support to state and local governments is coordinated by ESF-8 for Health and Medical Services. It can be activated upon request from OEM. Federal ESF-8, when activated, will operate from the state ECC, and coordinate resource requests with the state ESF-8 AOC. In most cases, activation of any of the federal ESFs maybe subject to a state disaster declaration issued by the Governor.

A federal resource, the DMORTs, are directed by the National Disaster Medical System (NDMS) to provide victim identification and mortuary services. Teams are composed of funeral directors, MEs, coroners, pathologists, forensic anthropologists, medical records technicians and transcribers, fingerprint specialists, forensic odontologists, dental assistants, x-ray technicians, mental health specialists, computer professionals, administrative support staff, and security and investigative personnel. DMORTs are able to be deployed to mass fatality scenes to assist in victim identification, cause of death determinations, and disposition of remains. If activated, personnel and equipment can be on site within 8 to 12 hours. (1-800-USA-NDMS or 1-800-872-6367)

While a DMORT brings its own specialized equipment, the requesting jurisdiction must provide the following:

- Convenient access to scene
- Adequate capacity for storage and workers
- Completely secure scene for recovery, morgue operations, and FAC
- Easy access for vehicles
- Ventilation of all work areas
- Hot/cold water in all work areas
- Drainage of all work areas
- Non-porous floors for morgue operations and storage areas
- Sufficient electrical capacity of all work areas
- Refrigerated storage units, including trucks

- Forklift(s)
- Fuel - diesel, propane etc.
- Communication lines and equipment
- Office space
- Rest/debriefing area
- Refreshment area
- Restrooms, shower, and changing rooms
- ≥ 8000 sq. ft.

DMORT may also deploy an evaluation team to the location first to evaluate personnel and equipment that may be necessary.

The US military also has resources for search and recovery and morgue operations. A request for military resources would normally go through OEM to Federal Emergency Management Agency.

The NTSB provides FACs for major transportation disasters.

Depending on the nature of the disaster, other federal teams may be called upon to assist in crime scene protection and investigation.

5.2 State

5.2.1 Medical Examiner's Office

The Oregon MEO is a Division of the Oregon State Police Intergovernmental Service Bureau and serves under the direction of the Superintendent. It operates under the guidance of ORS 146 and is headed by the Bureau Commander.

The MEO is responsible for the overall operations and coordination of mass fatality events that are too large for a county ME. It acts as the liaison between county jurisdictions requesting assistance and any other state or federal agency in regards to deceased remains. The MEO may serve as a resource to local county government at their request.

In preparation for a mass fatality incident, the MEO will update its resource list semiannually (Tab K-1). It will also identify community-based collection points and morgues that meet temperature requirements.

When there is a mass fatality incident that exceeds the resources of the jurisdiction, the State MEO may deploy the following teams in three major operational areas:

5.2.1.1 Evaluation and Assessment Team

An evaluation team consisting of three or four individuals from the MEO will go to the site of the mass fatality incident to evaluate the following:

- Presence of chemical, radiological, or biological hazards.
- Number of fatalities involved in relation to survivors.
- Condition of the bodies (e.g., burned, dismembered).
- Difficulty in recovering bodies and the types of personnel and equipment needed (e.g., fire, search and recovery, heavy equipment).
- Location of the incident, terrain, and other factors that may be encountered in transporting bodies from the scene.
- From the information gathered at the scene, formulate a plan as far as documentation, body recovery, and transportation.
- The types and numbers of personnel needed to staff the morgue for identification, body examination, evidence collection, etc.
- Anticipate what type of a facility would be useful for the FAC. Consider if the victims are local or not, thus helping define housing needs.

5.2.1.2 Search and Recovery Team

Once the survivors have been removed, the SART assumes control of the scene and restricts access until all the bodies, body parts, and personal effects have been removed.

The removal of decedents must be handled in accordance with investigative needs for identification of the victim, determination of cause and manner of death, notification of next of kin, and further investigation into the cause of the incident. Care should be taken not to remove decedents until photographed, diagrammed, and videotaped in place to assist in the identification process. The scene should be minimally disturbed to accomplish victim recovery. If a major disruption of the scene is necessary for recovery, associated investigative agencies should be present at the time that the scene is altered significantly if at all possible.

The use of a numbering system for initial identification is suggested, even if the identity of the victim is known. A master list of number designations should be maintained by the ME.

Bodies and body parts will be removed from the incident scene as quickly as possible once required investigative activities are completed. Personal effects obviously related to a decedent should be photographed in place, left with the decedent and removed to the Transport Area.

5.2.1.3 Morgue Operations

- Ensure all personnel have work stations conducive to safe working environments.
- Properly identify and track all personnel involved with the section in regards to who they are, where they are from, and the hours they worked each day.
- The Records Management Team is responsible for all record keeping systems and documentation.

Other areas that need to be addressed include:

- Security and Identification badges - Update daily and required for entry to controlled areas.
- Refrigerated trucks with entrance ramps
- Protective clothing - Gloves, scrubs, shoe covers, masks, coveralls, head cover, etc. (extent of protection will depend upon the situation)
- Communications equipment - Telephones, cell phones, fax machines and an internal P.A. system
- Computers - Complete with set up systems, fax and modem and E-mail capabilities,
- Office equipment - Photocopiers, typewriters, fax machine, and all necessary administrative-related equipment.
- Case files - Initiated with body number. The file must stay with body during entire processing. All forms and paperwork used should be available at each station. The case number should be placed on each form as it is used.
- Body trackers – People to escort body/parts/effects and all paperwork from station to station in the order processed.
- Station processing system - The stations and order may change with the type of incident.
- Worker safety - Ensure that provisions are in place for the health and mental well-being of the examination center workers.

Anatomical Charting / Personal Effects / Clothing

Personnel: Forensic Pathologist, Pathologist Assistant and Personal Effects Officer, Photographer

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- If criminal evidence is going to be collected, a law enforcement officer may also be present at the station to receive the evidence.
- The personal effects and clothing should be collected, inventoried, and bagged with the appropriate case number. All personal effects and clothing should be placed in a secure area with a designated person in charge of the area.
- Each body, body part, or personal effect received should be documented in the log-in books (one for bodies, one for body parts, one for effects) by date, time received, person receiving the body, and the person delivering the body.
- Person in charge of intake must know location and final disposition of bodies/parts/effects at all times.
- The same numbers for the body, the body bag, body parts, and personal effects should be used throughout the entire process.

Pictures should be taken before and after clothing items are removed. All paperwork generated at this station should be placed in the case file to go with the body to the next station.

Fingerprinting

Personnel: Local Law Enforcement Specialist, Oregon State Police ID Bureau and FBI Identification Bureau, Washington, D.C.

Fingerprint specialists should attempt to print all bodies. Fingers should only be removed on non-viewable bodies at the discretion of the Chief ME. If fingers are removed, they should be placed in a sealed bag with the case number and placed back with the body after processing.

Photography

Personnel: Photographers and assistants

Full body pictures should be taken of each body/part/effect with the case number in each picture taken.

X-ray and Radiology

Personnel: X-Ray Technicians and assistants

Equipment: Portable x-ray units with film developers

Type and number of x-rays will be determined depending on type of incident. All x-rays should be given to handler to go with the body through the rest of the stations.

Dental

Personnel: Odontologists and dental assistants

Equipment: Portable dental x-ray with film, dental charts and X-ray developers

Jaws are only removed on non-viewable bodies and at the discretion of the Chief ME.

All records become part of the case file.

Autopsy or Anatomical Description

Autopsies may not be necessary if the cause and manner of death is readily apparent.

Personnel: Forensic Pathologist and assistants

Death Certificate

Death certificates are required before remains can be released to relatives or funeral homes.

Cause of death must be part of the death certificate, and the certificate must be filed with the Office of Vital Records, OPHD>

Release of Remains

- The final responsibility for determining if there is adequate information for positive identification rests with the Chief ME or the Deputy State ME in charge of morgue operations.
- No remains will be released without identification approval by ME.
- Release of remains will be made as designated by the appropriate next of kin.
- The OFDA may assist in development of a rotational referral list and coordinate disposition of remains.
- Embalming will not occur at the morgue facility and will only occur at the direction of families or Chief ME.

Position descriptions are in Tab K-5.

Morgue Operations teams will bring their own PPE, but additional reserves should be available.

5.2.1.4 Family Assistance Center

The FAC is responsible for taking care of victims' families, including gathering antemortem information, sharing information with families, developing a notification procedure, and assisting in providing information and services to

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family members in the days after the incident. The facility will be easily accessible to families involved and secure from media sources. Compassion and integrity in service is essential.

More information and position descriptions are in Tab K-2.

5.2.2 Fire Marshal's Office – Hazardous Materials (Hazmat) Teams

Regional Hazmat Teams will provide assistance with decontamination critical to health and safety of personnel responding to the incident as well as that of the victims of the incident. These teams operate under the guidance of the State Fire Marshal's Office.

Hazmat is responsible for:

- Coordinating decontamination operations and supervising decontamination of personnel on site.
- Contacting the IC and, together with the Safety Officer, Logistics Officer, and technical advisors, determining:
 - Any hazardous products present and how to handle.
 - With Oregon Poison Control Center (800-452-7165), if secondary contamination is a problem and, if decontamination is necessary, the decontamination procedures are recommended by Poison Control.
- Appropriate level of PPE for entry and decontamination
- Location of zones and established decontamination corridor.

5.2.3 CISD – Department of Human Services, Addiction and Mental Health Division

It is necessary in any incident that trained counseling and mental health personnel are available and/or actively participating in the incident on behalf of volunteers and staff.

Stress management and relief should be addressed prior to, during, and after involvement by participants in the incident. Monitoring of volunteers and staff by trained mental health and counseling personnel should take place for the purposes of identifying and correcting harmful stress reactions.

See Attachment F – Behavioral Health of Annex F and its associated Field guide for information on accessing emergency response behavioral health teams.

5.3 Counties

The local health departments (LHDs) have responsibility for the ESF-8 portions of their County Emergency Operations Plan. LHDs will coordinate ESF-8 incidents and requests through the county EOC to the state ECC.

Every county has a ME office, and it will be in charge of mass fatality planning and response in its jurisdiction. When the scale of the incident overwhelms the county resources, the ME office will request help through the county EOC.

5.4 Private Agencies

The OFDA may provide resources and manpower assistance upon request of any governmental agency without the requirement of a local disaster declaration. OFDA is a component of the larger national organization of funeral directors and has access to a large amount of resources and expertise. Access to OFDA and its national counterpart are in Section 8.

The National Foundation for Mortuary Care has a mobile morgue at Sky Harbor Airport, Phoenix, Arizona and may be called up in part or total through the State ECC with recommendation or request from the Morgue Operations Manager.

6 Plan Maintenance

OPHD will maintain the plan and review it biennially. The MEO will review its resource list every six months.

7 Training and Exercises

During 2008, OPHD will organize four regional trainings to introduce this plan and run a tabletop exercise for all relevant parties.

8 Websites

- International Mass Fatalities Center
<http://www.massfatalities.com/>
Includes a free online course for responding to mass fatalities
- National Mass Fatalities Institute
<http://www.nmfi.org/>
- Disaster Mortuary Operational Response Teams (DMORTs)
<http://www.dmort.org/>
- International Cemetery, Cremation, and Funeral Association
<http://www.icfa.org/>
- National Transportation Safety Board
<http://www.nts.gov/>
- Oregon Funeral Directors Association
<http://www.ofda.org>

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10 Acronyms

10.1 Acronyms

AOC	Agency Operations Center
CISD	Critical Incident Stress Debriefing
DMORT	Disaster Mortuary Operational Resource Team
ECC	Emergency Coordination Center
EMT	Emergency Medical Technician
EOC	Emergency Operations Center
ESF	Emergency Support Functions
FAC	Family Assistance Center
FBI	Federal Bureau of Investigation
IC	Incident Commander
ICS	Incident Command System
LHD	Local Health Department
ME	Medical Examiner
MEO	Medical Examiner’s Office
NTSB	National Transportation Safety Board
OEM	Office of Emergency Management
OFDA	Oregon Funeral Directors Association
OPHD	Oregon Public Health Division

ORS	Oregon Revised Statute
ORVOAD	Oregon Volunteer Organizations Active in Disaster
OSHA	Occupational Safety and Health Administration
PIO	Public Information Officer
PPE	Personal Protective Equipment
SART	Search and Recovery Team

10.2 Glossary

Emergency Support Function. A functional area of response activity established to facilitate the delivery of federal assistance required during the immediate response phase of a disaster to save lives, protect property and public health, and to maintain public safety.

Incident Command System. A standardized on-scene emergency management system that enables multiple agencies and jurisdictions to respond to single or multiple incidents using an integrated organizational structure.

Incident Commander. The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for managing all incident operations at the incident site.

Mass Fatality Incident. Any situation where there are more bodies than can be handled using local resources.

Oregon Medical Examiner's Office. The MEO provides direction and support to the state death investigation program and has responsibility for technical supervision of county offices in each of the 36 counties of Oregon. The main activity of the division is to certify the cause and manner of a death requiring investigation within the authority of ORS Chapter 146. This activity includes post mortem examination and alcohol and drug analyses. The division also maintains appropriate records and provides lectures and training on legal medicine and death investigation to medical school physicians and students, attorneys, law students, police officers, emergency medical technicians, and other persons associated with the death investigation system.

National Incident Management System. A system that provides a consistent nationwide approach for governments (federal, state, local, and tribal), private-sector businesses, and nongovernmental organizations to work effectively and efficiently together to prepare for and respond to incidents.

11 Record of Changes

Date	Summary of Change	Initials
1999	Initial release	OEM and MEO
2008	Revision by Public Health Emergency Preparedness (PHEP) and MEO. Integrated into Annex F – ESF-8 Public Health and Medical Response Emergency Plan	PHEP and MEO

12 Tabs

- Tab K-1 Resource Directory
- Tab K-2 Family Assistance Center
- Tab K-3 Morgue Position Descriptions
- Tab K-4 Search and Recovery Team Position Descriptions
- Tab K-5 Security and Records Management Position Descriptions
- Tab K-6 List of Necessary Forms
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Tab K-1 Resource Directory

Available under separate cover from the State ME.

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Tab K-2 Family Assistance Center

A representative of the MEO should be in charge during the initial setting up of the FAC. The FAC is a multi-agency organization and can not be handled by the MEO alone. In the case of aviation disasters, the NTSB requires the airline involved to set up the FAC.

- Staff for the FAC may be recruited from the OFDA and the Oregon Volunteer Organizations Active in Disaster (ORVOAD):
Dick Roland, President
E-Mail: droland@nwmti.org
Phone: 503-624-1042
- American Red Cross and Salvation Army can provide family support, transportation, food services, housing, supplies, equipment, and volunteer coordination.

Site Selection

In consideration of site selection, be aware of size of the incident, potential lodging sources for families, feeding areas, transportation, and private areas for counseling and other services that may be provided. Fairgrounds, schools, National Guard Armory, some hotels/motels or areas with large assembly areas should be given first consideration. Location must be Americans with Disabilities Act approved with appropriate restroom facilities available.

Security

Parking and safety issues must be a consideration depending on the number of families expected. Security for the parking lot, outside perimeter, inside of the FAC, as well as provisions to shield victim families from the media is a high priority.

- A system of identification and verification of credentials must be put in place immediately to prevent unauthorized individuals from access to the FAC. Possible use of badges or other means of identification will be used and changed daily to protect against unwanted and unauthorized persons.
- Each person admitted, family or worker, must register for every visit and have credentials checked.
- Uniformed security or law enforcement will be utilized and have a major presence in and around the facility.

General Administration

- Be prepared to meet the families as they arrive.
- Provide a liaison between the families and the other agencies involved.
- Antemortem records, family information, and death notification is under the direct control of the MEO.
- Administration of the next of kin interviews is the responsibility of the MEO or designee.

Crisis Counseling

Provide counseling services for families in dealing with grief surrounding the death of loved ones. Be available also for staff and workers in dealing with death notification and over-all impact of situation. Enlist the aid of CISD Team from the beginning. Enlist the aid of the local Ministerial Association for family and staff support. ORVOAD member agencies dealing with ministerial support may be utilized.

Communications

- Establish a toll free phone number with dedicated call-takers for a multi-line system.
- Put in place phones for communicating among the morgue/examination center, Incident Command, and other pertinent sites.
- Put in place systems for paging, conferencing, fax, internet, and computer capabilities.
- Provide interpreters if there is a possibility of non-English speaking families or other communications disabilities, including hearing impaired disabilities.

Facility and Maintenance

- Comfortably equip lounges for family rest with TV and radio for diversion. Equip a separate lounge for staff workers.
- Obtain custodial and site maintenance support with reputable company, or consider a volunteer organization for these services.

Resource Support

Work closely with the IC Logistics and Resource person to gain all necessary equipment and supplies. Equipment to consider: photocopy machine, chairs/blankets/cots, shredder, etc.

Position Descriptions

Family Assistance Team Leader

- Responsible for overall operation of the FAC.
- Ensure members or representatives of local pastoral pool and crisis counselors are present.
- Assign personnel to receive antemortem information.
- Coordinate with the Records Supervisor in morgue operations to ensure transmission of collected antemortem data to the ME's Office.
- Conduct daily (or more frequent) briefings with family members on the incident's progression.
- Coordinate and implement a death notification procedure to properly notify family members.
- Protect family members from media and curiosity seekers.
- Coordinate with other agencies involved at the FAC.
- Ensure data received from families concerning identification is held confidential.

Family Assistance Team Member

- Meet with families to obtain antemortem information.
 - Ensure that interview rooms are private and quiet.
 - Schedule and document all interviews with the legal next of kin.
 - Limit the number of legal next of kin in each interview room.
 - Require all interviewed legal next of kin to complete a personal interview form.
- Provide families with information and progress.
- Assist with death notification or confirmations.
- Coordinate services required by families (temporary housing, funeral arrangements, etc.).

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Tab K-3 Morgue Position Descriptions

Chief Medical Examiner (or Deputy State Medical Examiner)

- Maintain overall responsibility and provide command supervision for morgue operations and coordinate recovery efforts.
- Conduct meetings with key personnel during the operation to discuss problems encountered and to brief on the overall status.
- Responsible for final identifications of the dead.

Morgue Operations Manager

- Carry out the implementation of the mass fatalities plan by providing support and direction to morgue personnel.

Public Information Officer (PIO)

- Available from the Oregon State Police through the ECC.
- Responsible for the release of information to the public and news media concerning mass fatalities.
- Coordinate with the Morgue Operations Manager concerning all press releases.

Forensic Dentistry Team

This team utilizes forensic methods in conducting dental examinations of each set of remains in an attempt to effect positive identification or assist in the identification process.

This procedure will be conducted in all circumstances involving remains with dentition and will be determined by the Team Leader.

Team Leader

- Responsible for the overall operation of the Forensic Dentistry Team.
- Ensures consistency in charting; will define methods to be used by staff.
- Review all identifications made by the team.
- Provide information for each positive identification to the Fingerprint Team to assist them with their fingerprint card search and fingerprint identification process.
- Monitor personnel working in the Dental Radiology Section for exposure.

Postmortem Dental Examination Section

- Perform a thorough postmortem dental examination on each set of remains.
- Compare postmortem dental records and radiographs with assembled antemortem records and radiographs in an attempt to effect positive identification or exclusion.
- Complete a *Dental Identification Summary Sheet* for each dental identification made.

Dental Photographer

- Take photographs as directed by the Forensic Dentistry Team Leader (may be the same photographer as listed under the SART).

Reception Team

The Reception Team is responsible for the initial receipt and processing of remains at the morgue, integration of the remains into the morgue processing system, proper storage, and the accountability of all remains.

Reception Team Leader

- Responsible for overall operations of the Reception Team.
- Ensure a morgue file is initiated on each set of remains.
- Ensure a log is maintained showing which remains have been processed and where they are at all times.
- Ensure an escort is assigned to each set of remains.
- Utilize a clerical pool and photographers to ensure tasks are carried out.

Forensic Pathology Team

Located in the Morgue, it will utilize forensic methods to determine cause of death, to discover individualizing, and if possible identifying characteristics for each set of remains.

Forensic Team Leader

- Responsible for overall operations of the Forensic Pathology Team.
- Brief all team members concerning autopsy protocol and procedures for handling toxicology specimens.
- Oversee autopsies and preparation of autopsy reports to ensure uniformity.
- Periodically rotate forensic pathologists between various positions requiring individual expertise.

SA H. Mass Fatality

- Work directly with Logistics Section Leader to ensure all supplies and necessary equipment is available and in supply.

Forensic Pathologists

- Perform autopsies when needed and examine each set of remains, to include examination of clothing, a detailed external body examination to determine cause of death, and identifying characteristics that may assist in identification.
- Under the direction of the Forensic Pathology Team Leader, rotate to other positions and perform other duties requiring specific skills.

Toxicology Section

- Responsible for receipt, chain of custody, and proper storage and control of toxicology specimens received from the forensic pathologists.
- Assist in autopsy area by preparing toxicology containers for each set of remains.
- Assist in obtaining specimens as directed.

Forensic Anthropologist

- Provide technical assistance to the forensic pathologists.

Fingerprint Team

This team examines the remains in an attempt to positively identify remains either by fingerprint or footprints.

Fingerprint Team Leader

- Responsible for overall operation of the Fingerprint Team.
- Reviews identifications made by Fingerprint Specialists.
- May request assistance from National FBI Fingerprint Bureau if necessary through preexisting procedures.

Fingerprint Specialists

- Attempt to identify remains based on fingerprint and/or footprints.
- Annotate the control sheet in the morgue file indicating whether fingerprints or footprints could be obtained and whether the remains were identified.

Radiology Team**Radiology Team Leader**

- Responsible for overall operation of a Radiology Team.
- Ensure appropriate radiographs are taken of remains and review radiographs to ensure they are adequate for use by the Forensic Pathology Team.
- Monitor personnel working in radiology area for excessive exposure.

Duty Team

This team performs as a ready work force, responsible for various duty functions within the operation to include moving supplies and equipment, keeping work areas orderly and clean, and other duties assigned by the Team Leader.

Duty Team Leader

- Prioritize missions assigned to the Duty Team and coordinate activities with the appropriate team leader.
- Supervise a team consisting of mainly volunteer labor in areas requesting extra untrained assistance.

Administration Team

Responsible for all administrative matters with the exception of those related functions specifically performed by another component of the morgue (e.g., Records Management Team).

Team Leader

- Responsible for the overall operations of the Administrative Team.
- Personally monitor all high priority administrative decisions.

Administrative Officer

- Responsible for operation of the administrative section.
- Supervise the administrative, word processing, clerk typists sections in the performance of their duties.
- Coordinate with the Records Management Team to establish procedures for the transfer and filing of paperwork after final typing.
- Responsible for acquisition of housing for morgue personnel.
- Maintain records of all personnel tasked to support operations relating to payroll, hours worked, etc.

Administrative Clerks

Will perform duties as assigned by the Administrative Officer to include processing, hand carried paperwork, reviewing paperwork before and after typing, and final review before filing.

May assist other teams in the ME section to include the FAC, SART, Transportation and others.

Logistics Team

The Logistics Team is responsible for operation of the Logistics Section, including acquisition, storage, issue, and accountability of all supplies and equipment necessary to support the operation.

Logistics Team Leader

- Monitor status of all procurement actions.
- Hand carry, as necessary, all high priority supply actions.
- Maintain expense data, accountability documents, procurement documents, and other information pertaining to logistics of the operation.
- Ensure Logistics Section is staffed at all times during operational hours.

Supply Clerk

- Perform duties assigned by Team Leader to include staffing logistics section of the morgue, making supply runs, preparing supply documents, issuing supplies and equipment.

Photography Team

This team is responsible for all photographic support to each team necessitating its services.

Photography Team Leader

- Responsible for overall operation of the Photography Team.
- Identify sections requiring ongoing photographic support and assign team members accordingly (e.g., in-processing, autopsy, SART).
- Review requests for photographic support and assign as applicable.
- Ensure all photographs taken of remains are identified by number assigned to the particular set of remains.
- Responsible for control and accountability of all film exposed during operation.

- Ensure that only authorized personnel view or have access to any photographic journals of the event. Integrity is paramount. *Nothing is released to media or public in general. All public information requests go to the PIO.*

Photographers

- Perform duties as assigned by the Photography Team Leader.

Tab K-4 Search and Recovery Team Position Descriptions

Team Leader

- Responsible for leading a search team to find, mark, and recover human remains. The size and number of teams will be dependent upon the nature and type of disaster, the area affected, and the potential number of human remains.
- Reports to the Mass Fatality Branch Chief (Operations).
- Responsible for the overall operation and communications of SART.
- Establish a search plan that provides for a thorough, deliberate, overlapping search of the disaster area by SART personnel.
- Coordinate with other authorities to ensure that a cordon is established around the disaster recovery area, that access is strictly controlled, and that remains and personal effects are not moved or disturbed in any way until approved by the SART Team Leader.
- Ensure that a sufficient quantity of pre-numbered stakes and pre-numbered body tags are available for use at the disaster site. See Section 4.3.2 for specifics on numbering.
- Ensure that a log is maintained to record numbers assigned to found remains and body fragments and that each number is used only once.
- Supervise the removal of remains from the disaster site and arrange for the proper transportation to the morgue/examination area.
- Ensure that personal effects found on a body are left on the body as is and transported with that body to the mortuary.

Search and Recovery Team Members

- Search for, number, and remove human remains, fragments, and personal effects from scene as directed by the SART Team Leader.

Dental Consultant

- Advise SART members on the procedures for identifying and collecting dental fragments.
- Assist in the search operation to the extent possible and practical.

Photographer

- Take photographs as directed by SART leader and maintain the integrity and security of such photos.

Transportation Officer

- Responsible for all activities relating to the transportation of remains to the morgue/examination area and works with the Logistics Section to obtain transport vehicles. Use of funeral home vehicles is preferred. Funeral home vehicles should have commercial markings or name covered when in use.
- Determine specific staffing needs for transportation and handling.
- Ensure that proper logging and documentation are in place, including ownership/driver of each vehicle used, receipt of each body/part transported, times involved, and all other necessary paperwork to complete the process. Maintain security of all bodies/parts and paperwork.

Tab K-5 Security and Records Management Position Descriptions

Security Team

The Security Team is responsible for overall integrity and security of the disaster scene, morgue operations, and FAC.

Team Leader

- Responsible for the overall security of the operation.
- Ensure control of media events.
- Establish an access control system to prevent unauthorized entry into controlled areas.
- Brief personnel concerning security requirements, to include physical, informational, communications security.
- Ensure that only authorized photographers are allowed to take photographs or videotape in and around controlled areas.
- Work closely with local law enforcement personnel in crime/disaster scene integrity.

Security or Law Enforcement Personnel

- Control check points, check ID badges, and ensure that authorized personnel only are allowed in controlled areas.
- Other security duties as assigned.

Records Management Team

Team members in both the Morgue and FAC are responsible for the acquisition, maintenance, and security of all records pertaining to the fatalities and collected remains (eg., medical, dental, completed morgue files, etc).

Team Leader

- Responsible for overall operation of Records Management Team.
- Oversee the collection of a list of possible victims of the event to obtain antemortem information at the earliest possible time and maintain security of these files.
- Oversee collection of all antemortem data provided through FAC (e.g., questionnaire, dental, x-rays, prints and medical records).

- Gather and maintain all records from morgue.

Registrar

- Responsible for morgue files.
- Maintain control log for records pertaining to each death.
- Ensure completed files are held in strict confidential control.

File Clerks

- Perform duties as assigned by the Registrar.

Communications Personnel

- Conduct telephone communications as directed in support of the operation.

Tab K-6 List of Necessary Forms

(Not included in the plan – available from MEO and DMORT)

Search and Recovery

- Log sheets
- Location sketch

Morgue Operations

- Male body diagram
- Female body diagram
- Child body diagram
- Clothing diagram/list
- Personal effects diagram/list
- Dental charting diagram
- Fingerprint cards
- Fingerprint charting worksheets
- X-ray chart - skeletal survey

Family assistance center

- Next of Kin Information Interview
- Disposition of Remains Declaration
- Next of Kin Notification Data Form

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**Tab K-7 OSHA Fact Sheet: Health And Safety
Recommendations For Workers Who Handle Human
Remains**

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Tab K-8 Calculation Of Excess Deaths Due To Pandemic Influenza

The national pandemic flu plan (<http://www.hhs.gov/pandemicflu/plan/#overview>) estimates an excess of 209,000 deaths over an 8 week period for a moderate pandemic.

Oregon's population is 1.2% of the US, and therefore estimates pan flu deaths are 2,500 over 8 weeks, or 314/week assuming the death rate is constant for the 8 weeks.

Oregon's crude death rate for 2005 is 850/100,000 or a total of 30,855 deaths/year or 593/week assuming a population of 3.631 million (2006 census).

Thus, the model predicts a 53% increase over the average death rate for the 8 weeks of a pandemic.

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Tab K-9 Public Information and Risk Communication

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SA I – Mass Commodities

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SA I. Mass Commodities

SA I Tasked Agencies	
Primary Agency	Oregon Emergency Management
Supporting Agencies	Department of Administrative Services, other responding State Agencies
Adjunct Agencies	

1 General Purpose

The purpose of this annex is to outline organizational arrangements, operational concepts, responsibilities, and procedures to allow the prompt and orderly delivery of commodities to the public in the event of an emergency.

2 Scope

- This document outlines the procedures for resource requests and distribution of resources from the point of origin to the requestor.
- Resources are defined as people, places, things, and services.
- It defines the roles and responsibilities at the Federal, State and local level within the scope of this annex.

3 Responsibilities

3.1 Oregon Emergency Management (OEM)

- Overall responsibility for coordination of resource distribution in accordance with Emergency Operations Plan (EOP).
- Coordinates the activation and demobilization of State Staging Areas as required by the event.
- Responsible for jurisdictional and agency requests for resources.
- Provide State Liaison for Federal Incident Support Bases (ISBs) and State Staging Areas as requested.

3.2 Federal

- Responds to resource requests and attempts to deliver in a timely manner.
- FEMA Logistics Chief coordinates with OEM on the activation of Federal Incident Support Bases (ISBs) and Staging Areas.
- Provides a FEMA Logistics liaison to the State EOC as needed.
- Provides US Forest Service (USFS) Incident Management Teams (IMTs) as needed.

SA I. Mass Commodities**3.3 State Agencies**

- Perform duties as assigned in the Oregon Emergency Operations Plan.
- Provide State Liaison, equipment, and facilities for Federal ISBs and State Staging Areas as requested.

3.4 Local Jurisdictions

- Identify, establish, staff and demobilize Local Staging Areas and Community Points of Distribution (C-POD).
- Request resources from the State Emergency Coordination Center.
- Establish standard operating procedures for Local Staging Areas and Community Points of Distribution.
- Provide for accountability of resources provided to the jurisdiction.
- Prepare communities to self-sustain for up to 72 hours.

4 General Information**4.1 Situation and Assumptions.**

- A disaster has occurred which has resulted in a Governors Declaration and/or a Presidential Declaration.
- Local and regional capability to respond to an event may be severely crippled or be nonexistent, the remaining productive capacity and capability of FEMA will remain intact, assuring the provision of logistical support to response operations.
- Because of sheltering and mass care needs, and/or utility interruptions, and/or transportation disruptions, there may be a need for mass commodity distribution operations.
- Following a major or catastrophic emergency or disaster, there will be a need to provide resources, goods, and services to the affected areas.
- Coordination and management of resource support is highly situational, requiring flexibility and adaptability.
- Most logistical resources will be sent to the jurisdiction from outside the affected area.
- Adequate facilities will be made available for resource distribution sites including Federal ISBs, state staging areas, base camps, and community points of distribution, as dictated by the event.

SA I. Mass Commodities

- State and Federal officials have agreed upon the use of the facilities prior to a response requirement.
- Community Points of Distribution (C-PODS) will be activated as needed to meet emergency requirements in affected area.
- Logistical support may be required for life sustaining operations and support operations.

4.2 Constraints

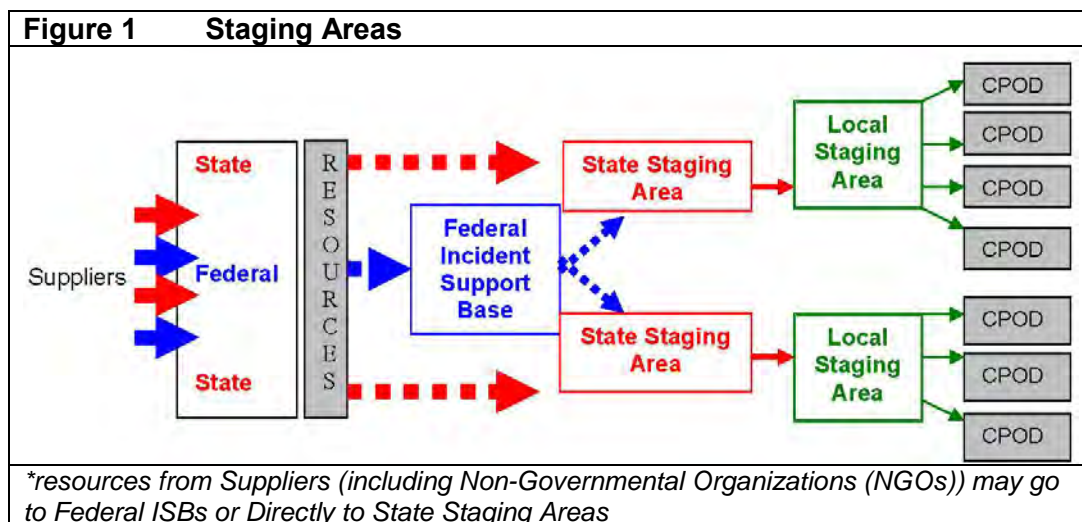
- The state's ability to support its response to the emergency or disaster may be severely impacted due to scope of event.
- Communications may be severely interrupted or limited during the early phases of an emergency or disaster.
- Transportation to affected areas may be interrupted due to damage to roads, bridges, airports, and other transportation means.
- FEMA may be working to support multiple operations in several states simultaneously.
- The population of the affected area will fluctuate with the evacuation and re-entry of displaced individuals.

5 Concept of Operations**5.1 Request for Resources**

- When an event occurs, and a jurisdiction finds resources necessary to meet the requirements of the event are becoming scarce or have been depleted, the following process must be followed:
 - The jurisdiction conducts a check of vendors, suppliers, or other sources available to them to determine whether they have exhausted their resource capability before making a request for resources from the State ECC. This includes local government and mutual aid sources, private sector and other sources within their ability to receive.
 - If the jurisdiction has exhausted all of their options, then contact is made with the State of Oregon's Emergency Coordination Center (ECC) to request the resource. These requests must come through the County EOC and cannot be received by a municipal jurisdiction.
 - The Request for Resources will be made in accordance with State processes and procedures and ORS 401.

5.2 Resource Distribution Operations

- The State will activate State Staging Areas and community points of distribution will be established by local jurisdictions to assist with the reception, staging, and distribution of resources into the affected area (see figure 1).



5.3 State Staging Area

- A Staging Area is a temporary site established in close proximity to a disaster impact area where personnel, equipment and commodities are kept while awaiting tactical assignments.
- Activation of State Staging Areas is the responsibility of the State's Emergency Coordination Center which will coordinate with the FEMA Logistics Chief.
- Factors that determine the activation of State Staging Areas:
 - Receipt of a valid request for commodities by County EOC;
 - Population density affected
 - Transportation Infrastructure
 - Commodity Demand
 - Intensity of the Event
 - Areas of Responsibility (AOR)
 - Quantity of trucks delivering in the area per day
 - Other (non-commodity) resource requirements

SA I. Mass Commodities

- Based on mission requirements, a disaster may require more than one State Staging Area. The State ECC Logistics Section Chief will determine the need to establish additional facilities. The activation of additional staging areas follows the same process as listed above.
- When declared operational, resource delivery to the State Staging Area will begin immediately. Although it may not always be possible, the goal of each staging area is to provide needed resources to C-PODS within 12 hours of receiving a request routed thru the ECC.
- The State Staging Area will maintain a current inventory of all on site resources and ensure the State ECC receives updates at least daily.
- Actions undertaken by State Staging Areas will be coordinated with local and tribal jurisdiction emergency managers. Communication is key to ensuring all parties understand resource availability and timelines during a period of crisis.
- Resources staged at a State Staging Area may be distributed directly to the community point of distribution (C-POD) or to a local staging area.
- Staging Areas are defined by three types (see matrix in figure 2). Type I, (Large) is capable of handling 96-160 trucks a day (12 or 24 hour operations). Type II is capable of handling 72-120 trucks a day and Type III (Small) is capable of handling less than 60 trucks a day.

Figure 2 Staging Area Types

Staging Area Minimum Capabilities Figure 2:		Type I (Large)	Type II (Medium)	Type III (Small)
Component	Metric			
Location	Road Access	On or near major highway	On or near major highway	On or near major highway (desired)
	Airport	within 10 miles	within 10 miles	within 10 miles (desired)
		7,000 foot paved runway	4,100 foot paved runway	
		K-Loader available	K-Loader desired	

SA I. Mass Commodities

Figure 2 Staging Area Types				
Staging Area Minimum Capabilities Figure 2:		Type I (Large)	Type II (Medium)	Type III (Small)
Component	Metric			
	Helicopter Landing Area	(2) 30 foot x 30 foot Touchdown Pad	(1) 30 foot x 30 foot Touchdown Pad	(1) 30 foot x 30 foot Touchdown Pad
Helicopter Safety Circles	**Military CH-47 needs 80 m (260 ft), UH-60 need 50 m (150 ft)	110 foot Safety Circle Diameter per Touchdown Pad	110 foot Safety Circle Diameter per Touchdown Pad	110 foot Safety Circle Diameter per Touchdown Pad
	Rail	On or near rail spur	On or near rail spur (desired)	
	Physical Security	Perimeter fence w/ entry area	Perimeter fence w/ entry area	Perimeter fence w/ entry area (highly desired)
		Area lighting	Area lighting	Area lighting
		Roaming Security Available	Roaming Security Available (desired)	Roaming Security Available (desired)
Covered Area	Square Foot	150,000	100,000	20,000
	Loading Docks	8	6	
	Administrative Area	yes	yes	Desired
	Temperature Control	30-65°F 12,000 minimum square feet		
Hard Stand	Square Foot	300,000 (7 acres)	200,000 (4.6 acres)	50,000 (1.2 acres)

SA I. Mass Commodities

Figure 2 Staging Area Types				
Staging Area Minimum Capabilities Figure 2:		Type I (Large)	Type II (Medium)	Type III (Small)
Component	Metric			
	Surface	Concrete, Asphalt, Hard Pack, or Gravel	Concrete, Asphalt, Hard Pack, or Gravel	Concrete, Asphalt, Hard Pack, or Gravel
Open Area	Square Foot	1,306,805 (30 acres)		

- Oregon National Guard Logistics Estimate for State Staging Areas
 - Staging Area supports multiple C-PODs. During a large scale to catastrophic disaster there could be four to nine staging areas supporting up to 25 plus C-PODs each.
 - It is a supply receiving and issuing operation with supplies coming from FEMA, State, EMAC and NGOs sourcing. Estimate at least 250,000 people supported per site and the Portland Site supporting up to 750,000.
 - The Logistics Estimate for an average site is: 2,200 ston (short ton)/day or 110 20ston Semi-trucks a day (a ston is equal to 2000 lbs)

Figure 3 Weight of supplies to service 250,000 people (one Staging Area)					
Type	Issue	Rate		Weight (lbs)	Pallets
Rations MRE	2	Meals/Person	500,000	875,000	
Bottle Water	3	Liters/Person	750,000	1,575,000	1,750
Tarps	1	1 per family	83,333	20,833	
Ice	1	Bag per person	250,000	2,000,000	
			TOTAL	4,470,833	

- Staffing of Staging Areas.
 - The State will coordinate staffing of staging areas. If needed, the Oregon Department of Administrative Services (DAS), Department of Forestry (ODF), Department of Transportation (ODOT), Department of Corrections (DOC) and additional supporting agencies may assist in these tasks.
 - Staffing will be determined by the scale and location of the disaster, and other factors.

SA I. Mass Commodities

- Based on Oregon National Guard Staging Area Staffing requirements, the following Staging Area requirements are listed in Figure 4 :

Figure 4 Staging Area Requirements	
Equipment	
Warehouse or large hardstand area	(State Coordinated)
Loading ramps or loading dock	(State Coordinated)
Material Handling Equipment (3)	(State Coordinated or Contracted)
Radios	(6 handheld radios)
Laptop	1
Team Transportation	2 Vehicles
Personnel	
Site Manager	1
Dispatcher/Clerk	1
Security Officer/Team	1
Entry Control Point	2
Traffic Control /Site Security Patrol	2
Material Team for 2 shifts	11
Team Leader	1
Material Handlers (MHE Operators)	3 per shift
Material Managers	2 per shift
Laborers/ Drivers (may be 2nd shift personnel)	4

- Multiple staging areas may be required depending on the size of the event and to ensure proper span of control.
- Ten Airport locations have been identified as suitable for use as State staging areas. These are:
 - Roberts Field (Redmond)
 - Portland International Airport (PDX)
 - Mahlon Field (Eugene)
 - McNary Field (Salem)
 - Hillsboro Airport (Hillsboro/Portland)
 - Rogue Valley International (Medford)
 - Astoria Airport
 - Klamath Falls Airport
 - Corvallis Airport (no tower, not a controlled airport)

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- Pendleton Airport
- Southwest Oregon Regional Airport (Coos Bay). Low elevation is susceptible to tsunami.

All of these facilities can provide hardstand areas, and at least minimal warehouse-like capability. With the exception of PDX, all will need a significant influx of resources to be fully operational.

- Reporting and accountability practices adopted by DAS (State Controllers Division) will be used to track and maintain adequate records of mass commodity items coming in/out of State Staging Areas.
- As the existing structure (civilian, government, municipality etc.) becomes self-sufficient and local resource supply systems resume operations, State Staging Areas will be demobilized

6 Distribution of Commodities to Community Points of Distribution (C-PODS)- ESF 1

6.1 Oregon Department of Transportation (ODOT)

- ODOT will coordinate the maintenance and provision of transportation and transportation assets. This includes the transportation of personnel, materials, goods, and services to emergency sites, and supporting evacuation and re-entry operations for threatened areas.
- ODOT provides coordination of State and civil transportation maintenance, repair, and technical assistance to State agencies, local jurisdictions, tribal governments, volunteer organizations and non-governmental organizations requiring transportation to perform disaster assistance missions.
- Following the guidelines of ESF 1, the Oregon Department of Transportation (ODOT) would have the lead role in ensuring the safe and prompt transportation of commodities to local points of distribution, as requested. ODOT preparedness, response, and business continuity activities are described in the ODOT Emergency Operations Plan. ODOT also maintains Oregon's Strategic Highway Network Plan (Annex P of ODOT EOP) which contains coordination procedures for supporting military deployments while managing civilian traffic during national security emergencies.
 - Components of ODOT assistance to mass distribution efforts include:

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ODOT maintains an extensive radio network allowing direct communications with ODOT personnel in the field. The ODOT radio network is accessible from the OERS Communications Center and both the RDC and ODOT Transportation Operations Center (dispatch) in Portland, Salem, Central Point, and Bend.

- ODOT Rail Division

6.2 Oregon Department of Aviation

- The Oregon Department of Aviation is in charge of those aviation-related aspects as referred to in the ODOT Emergency Operations Plan
- Responsible for airport assessment for state staging areas pre and post disaster.
- Maintains contact and coordination with private air contactors (helicopter heavy lift companies).

7 Management of the Provision of Resources

- This includes emergency relief supplies and equipment, telecommunications, personnel, contracting services and transportation services required for immediate disaster response activities. It also provides logistical and resource support for requirements not specifically addressed in other ESFs.
- OEM will track the status of committed resources involved in the incident using emergency management system software.
- Following the guidelines for ESF 7 established in the State EOP, OEM with the assistance of the Oregon National Guard (if deemed necessary) , and the Department of Administrative Services (DAS) share the primary responsibility for management of mass commodities.
 - **OEM's responsibilities in mass commodity distribution:**
 - ⌘ OEM is responsible for the coordination and tracking of requests for resources and assigning state agency mission tasks to support these requests.
 - ⌘ OEM is responsible for coordination of communication to/from FEMA and state agencies to request additional resources.
 - **The Oregon National Guard can provide commodity-oriented support in the following areas:**
 - ⌘ Material Handling

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- ⌘ Forklift Operators
- ⌘ Transportation of supplies and resources
- ⌘ Commodity managers (Supply and logistics specialists)
- ⌘ Inventory control
- ⌘ CPOD and staging area labor
- ⌘ Staging Area Support staff and leadership team
- ⌘ Slingload teams
- ⌘ Aerial transport (Fixed wing and rotary)
- ⌘ In-transit visibility support

All Oregon National Guard support is availability and capacity based

- **Department of Administrative Services (DAS)** monitors the financial costs of providing resources to a disaster including costs of providing state agency support, purchasing or contracting goods and services, transportation, and above normal staffing. DAS is also responsible for leased facilities and assuring that state-required reporting and accounting practices are followed.
- The **Oregon Department of Transportation** has a support role in the management of provision of resources.
 - ⌘ Upon OEM Request, and with the assistance of the Oregon State Police, provide support with staging and transport of emergency relief supplies and equipment.
 - ⌘ Provide ODOT resources to support emergency relief supplies and equipment, telecommunications, personnel, contracting services, and transportation services required for immediate disaster response activities.

8 Community Point of Distribution

- A Community Point of Distribution (C-POD) is used to provide commodities directly to the public. C-PODs are temporary locations at which commodities are distributed directly to those affected by the emergency situation and in need of assistance.
- Counties are responsible for identifying, activating, and staffing C-PODs

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- C- POD supply and resupply requests are handled through OEM via county request. OpsCenter is used to track the status of committed resources involved in the incident.
- Deliveries to C-PODs will be from the Staging Areas.
- For safety, C-PODs are normally open 12 hours each day and are re-supplied at night.
- Planning Guidelines: The following are general information and common planning factors that, if used by all, will help in coordinating and communicating consistent information about C-PODS to the public during the planning and response process.
 - C-POD supply information (from USACE):
 - ⌘ Water: 3 liters or 1 gal per person (3.79 liters per gal)
18,000 liters or 4,750 gal per truck
20 Pallets per truck, 900 liters per pallet, 237 gal per pallet, 1900 lbs per pallet
212 Trucks = 1 million gal
 - ⌘ MREs: 2 MREs per person per day
21,744 MREs per truck load
12 MREs per case, 1812 cases per truck
46 truck loads = 1 million MREs
 - ⌘ Ice: 8 lbs (1bag) per person per day
40,000 lbs per truck load
20 Pallets per truck, 2000 lbs per pallet, 250 – 8 lbs bags per pallet, 5000 bags per truck
25 Trucks = 1 million lbs
(May vary seasonally)
 - ⌘ Tarps: 4,400 tarps per truck load
Tarp size is generally 20' x 25'
 - Distribution Point Planning: The following are assumptions used for distribution planning:
 - ⌘ Those needing assistance will drive through a distribution point and be served without leaving their vehicles.
 - ⌘ Each car represents an average family of 3
 - ⌘ Each vehicle passing through a distribution point will receive the following:
 - 2 or 3 bags of ice

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- 1 case of water (9 – 12 liters)
 - 6 MREs
 - 1 tarp
- ⌘ 1 truck load of ice and water will serve 1,660 vehicles or about 5000 people.
- ⌘ 1 truck load of MREs will serve 3,624 vehicles or about 10,000 people.
- ⌘ 1 truck load of tarps will serve 4,400 vehicles or about 4,400 homes.
- ⌘ Commodities may be needed to be provided to other locations than CPOD's such as shelters and mobile kitchens.
- ⌘ Shelters and Mobile Kitchen Requirements:
- ⌘ Shelters will require a mixed load of commodities consisting of 3 pallets water, 1 pallet ice, 1 pallet MREs per 500-person facility.

Mobile kitchens require 2 trailers of water and 1 trailer of ice per 10,000 meals per day per site.

9 Appendices

9.1 Identified County C-POD Locations

This appendix is FOUO - For Official Use Only. It is located at Oregon Emergency Management.

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