



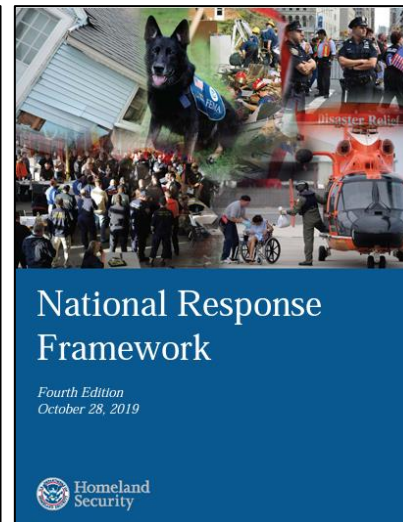
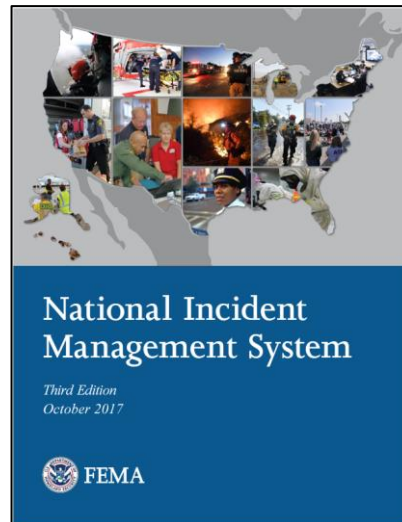
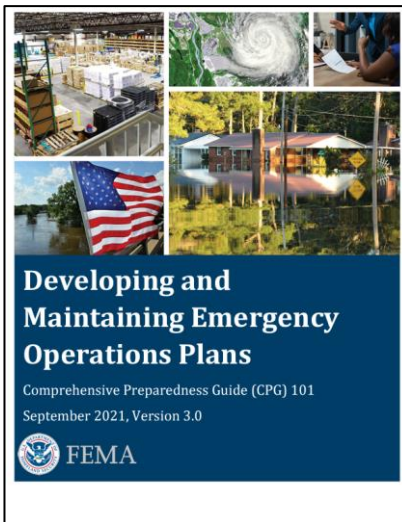
OREGON DEPARTMENT OF
EMERGENCY MANAGEMENT

**Emergency Operations Plan (EOP)
Seminar
October 9, 2023**



Approach to Updating the EOP Base Plan

- Align the EOP Base Plan format with recommendations from FEMA's Comprehensive Preparedness Guide (CPG) 101
- Align with the National Incident Management System (NIMS) and the National Response Framework (NRF)
- Reinforce authorities and responsibilities defined in the Oregon Revised Statutes



Chapter 401 — Emergency Management and Services

ORS sections in this chapter were amended or repealed by the Legislative Assembly during its 2022 regular session. See the table of ORS sections amended or repealed during the 2022 regular session: [2022 A&R Tables](#)

Uncodified sections printed in this chapter were amended or repealed by the Legislative Assembly during its 2022 regular session. See the table of uncodified sections amended or repealed during the 2022 regular session: [2022 A&R Tables](#)

New sections of law were enacted by the Legislative Assembly during its 2022 regular session and pertain to or are likely to be compiled in this ORS chapter. See sections in the following 2022 Oregon Laws chapters: [2022 Session Laws 0055](#); [2022 Session Laws 0059](#)

2021 EDITION

EMERGENCY MANAGEMENT AND SERVICES
MILITARY AFFAIRS, EMERGENCY SERVICES
DEFINITIONS
401.025 Definitions for ORS chapter 401
RESPONSIBILITY FOR EMERGENCY SERVICES
401.032 Statement of policy and purpose
401.035 Responsibility for emergency services systems
EMERGENCY MANAGEMENT BY THE STATE
(Oregon Department of Emergency Management)
401.052 Responsibilities of Oregon Department of Emergency Management
401.054 Liaisons with Oregon Department of Emergency Management
401.062 Oregon Department of Emergency Management; appointment of director
401.072 Appointment of deputy director
401.076 Rules
401.082 Advisory and technical committees



Presentation Agenda

- Purpose and Scope
- Assignment of Responsibilities
- Concept of Operations



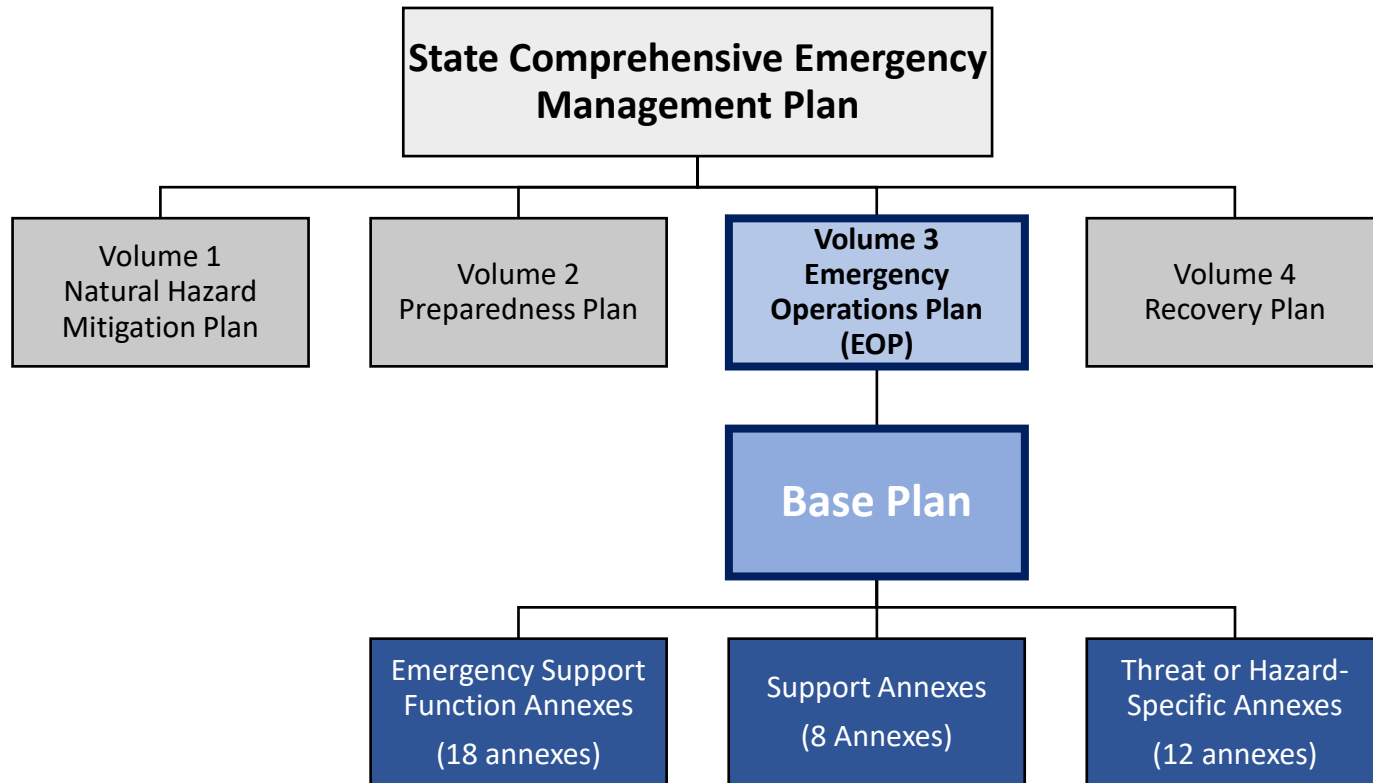
OREGON DEPARTMENT OF EMERGENCY MANAGEMENT

Purpose and Scope



Comprehensive Emergency Management Plan

The Oregon Department of Emergency Management (ODEM) is responsible for preparing a statewide emergency management plan and update the plan from time to time as necessary, ORS 401.052(3).





EOP Purpose

- Provides a statewide framework to coordinate federal, state, local, and tribal governments; the private sector; and non-profit organizations work together to provide emergency response activities in the state of Oregon
- Defines roles and responsibilities for state emergency management functions, establishes the conditions under which state resources are mobilized and describes the organizational concepts and structures used to coordinate response.



EOP Legal Authorities (ORS 401)

- 401.032 Statement of policy and purpose.
 - (1) The general purpose of this chapter is to reduce the vulnerability of the State of Oregon to loss of life, injury to persons or property and human suffering and financial loss resulting from emergencies, and to provide for recovery and relief assistance for the victims of emergencies.
 - (2) It is declared to be the policy and intent of the Legislative Assembly that preparations for emergencies and governmental responsibility for responding to emergencies be placed at the local level. The state shall prepare for emergencies, but shall not assume authority or responsibility for responding to an emergency unless the appropriate response is beyond the capability of the city and county in which the emergency occurs, the city or county fails to act, or the emergency involves two or more counties.



EOP Legal Authorities (ORS 401)

- 401.035 Responsibility for emergency services system.
 - (1) The emergency services system is composed of all agencies and organizations involved in the coordinated delivery of emergency services. The Governor is responsible for the emergency services system within the State of Oregon. The executive officer or governing body of each county or city of this state is responsible for the emergency services system within that jurisdiction.
 - (2) In carrying out their responsibilities for emergency services systems, the Governor and the executive officers or governing bodies of the counties or cities may delegate any administrative or operative authority vested in them by this chapter and provide for the subdelegation of that authority.
 - “Emergency services” means activities engaged in by state and local government agencies to prepare for an emergency and to prevent, minimize, respond to or recover from an emergency, including but not limited to coordination, preparedness planning, training, interagency liaison, fire fighting, oil or hazardous material spill or release cleanup as defined in ORS 466.605, law enforcement, medical, health and sanitation services, engineering and public works, search and rescue activities, warning and public information, damage assessment, administration and fiscal management, and those measures defined as “civil defense” in 50 U.S.C. app. 2252



EOP Legal Authorities (ORS 401)

- 401.052 Responsibilities of Oregon Department of Emergency Management (ODEM).
 - (2) The department shall be responsible for:
 - (a) Coordinating and facilitating private sector and governmental efforts to prevent, prepare for, respond to and recover from emergencies; and
 - (b) Coordinating exercises and training, planning, preparedness, response, mitigation and recovery activities with state and local emergency services agencies and organizations.
 - (3) The department shall prepare a statewide emergency management plan and update the plan from time to time as necessary



EOP Legal Authorities (ORS 401)

- 401.092 Duties of the director [of ODEM].
 - (b) Coordinate the activities of all public and private organizations specifically related to providing emergency services within this state.
 - (c) Maintain a cooperative liaison with emergency management agencies and organizations of local governments, other states and the federal government.
 - (d) Have such additional authority, duties and responsibilities authorized by this chapter or as may be directed by the Governor.
 - (f) Provide for and staff the State Emergency Operations Center to aid the Governor and the department in the performance of duties under this chapter.
 - (g) Serve as the Governor's authorized representative for coordination of certain response activities and managing the recovery process.



EOP Emergency Support Function Annexes

Emergency Support Function Annexes identify primary organizations delegated by ODEM to serve as coordinating bodies for their assigned functions.

ESF 1 – Transportation	ESF 10 – Hazardous Materials
ESF 2 – Communications	ESF 11 – Agriculture, Animals and Natural Resources
ESF 3 – Public Works	ESF 12 – Energy
ESF 4 – Firefighting	ESF 13 – Public Safety and Security
ESF 5 – Information and Planning	ESF 14 – Business and Industry
ESF 6 – Mass Care	ESF 15 – Public Information
ESF 7 – Logistics Management and Resource Support	ESF 16 – Volunteers and Donations
ESF 8 – Health and Medical	ESF 17 – Cyber and Critical Infrastructure Security
ESF 9 – Search and Rescue	ESF 18 – Military Support



EOP Support Annexes

Support annexes (SA) describe essential supporting processes and considerations common to most incidents.

SA – A	Critical Infrastructure and Key Resources
SA – B	Private-Sector Relations
SA – C	Tribal Relations
SA – D	<i>Not in use</i>
SA – E	Worker Safety and Health
SA – F	Evacuation
SA – G	Emergency Repatriation
SA – H	Mass Fatality
SA – I	Distribution Management



EOP Threat or Hazard Specific Annexes

Threat- or hazard- specific annexes (THA) describe the policies, situation, CONOPS and responsibilities for threats and hazards.

THA 0 – Oregon Hazard Identification and Risk Analysis	THA 6 – Volcano
THA 1 – Drought	THA 7 – Severe Weather
THA 2 – Earthquake	THA 8 – Terrorism
THA 3 – Flood	THA 9 – Nuclear/Radiological
THA 4 – Tsunami	THA 10 – Cyber
THA 5 – Wildland Fire	THA 11 – Catastrophic Response (in development)



OREGON DEPARTMENT OF
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Assignment of Responsibilities



Governor

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.



Governor's Disaster Cabinet

- Executive Order 16-07 established the Governor's Disaster Cabinet (GDC).
- The GDC, when activated by the governor will provide recommendations to the governor regarding statewide priorities, allocation of limited state emergency resources, and use of monies and appropriate funds described in ORS 401.168 to help Oregon effectively respond to and recover from disasters.
- Membership of the GDC will be comprised of agency heads or their designee from agencies identified in ORS 401.054, supplemented by other agency representatives as needed depending on the situation.
- Once activated, the GDC will provide overall leadership and policy direction to the State ECC.



State Emergency Management Agency

- ODEM is the state's emergency management agency.
- During an emergency, ODEM's mission is to execute the responsibility of the governor to establish, maintain and implement an emergency services system in the state.
- ODEM is responsible for coordinating and facilitating response activities of state and local emergency services agencies and organizations.
- ODEM may delegate coordination responsibilities for specific emergency support functions to primary agencies who that will serve as coordinating bodies for their assigned functions.



Emergency Support Functions

- ODEM has established 18 Emergency support functions (ESFs).
- ESFs are the organizing principle behind the state's coordination system to provide emergency assistance.
- As coordinators, ESFs provide a supporting role to tribal and local governments who that execute and manage emergency response.
- Steady state responsibilities:
 - At least every two years, review and update their ESF Annex in coordination with identified ESF support and adjunct agencies, and ODEM.
 - Develop plans and procedures to address ESF ESF-assigned tasks and share this information with ESF support and adjunct agencies, and ODEM.
 - Collaborate with ODEM to develop and schedule routine ESF training and exercises.



Tribal, City, or County Executive Officer or Governing Body

- The tribal, city, or county, executive officer or governing body directs the jurisdiction's response to an emergency.
- The executive officer or governing body through an ordinance or resolution establishes procedures for and carries out any activity to prevent, minimize, respond to or recover from an emergency.
- Responsibilities of the executive officer or governing body include:
 - Providing strategic guidance for jurisdictional resources to prevent, mitigate, prepare for, respond to and recover from incidents of all types.
 - Authorizing an agency or official to order mandatory evacuations of residents and other individuals when necessary for public safety or to conduct emergency response activities that minimize or mitigate effects of the emergency.
 - Entering into contracts and incur obligations necessary to mitigate, prepare for, respond to or recover from an emergency.
 - Requesting state or federal assistance because an emergency exceeds the capabilities of jurisdictional and mutual aid resources.



Tribal, City or County Emergency Management Agency

- Each Oregon county shall, and each city or tribal government may, establish an emergency management agency that is responsible to the executive officer or governing body of the local jurisdiction.
- Each emergency management agency shall have an emergency program manager that is responsible to their executive officer or governing body.
- During an emergency, the emergency management agency responsibilities include:
 - Implementing its emergency operations plan.
 - Establishing an incident command structure for management of a coordinated response by all local emergency services agencies.
 - Establishing an emergency operations facility from which elected and appointed officials can direct emergency response activities.



OREGON DEPARTMENT OF **EMERGENCY MANAGEMENT**

Concept of Operations



Concept of Operations

- Emergency response is locally and tribally executed and managed, state and federally supported, with the private sector and non-governmental organization engagement throughout.
- *ORS 401.032 (2) It is declared to be the policy and intent of the Legislative Assembly that preparations for emergencies and governmental responsibility for responding to emergencies be placed at the local level. The state shall prepare for emergencies, but shall not assume authority or responsibility for responding to an emergency unless the appropriate response is beyond the capability of the city and county in which the emergency occurs, the city or county fails to act, or the emergency involves two or more counties.*

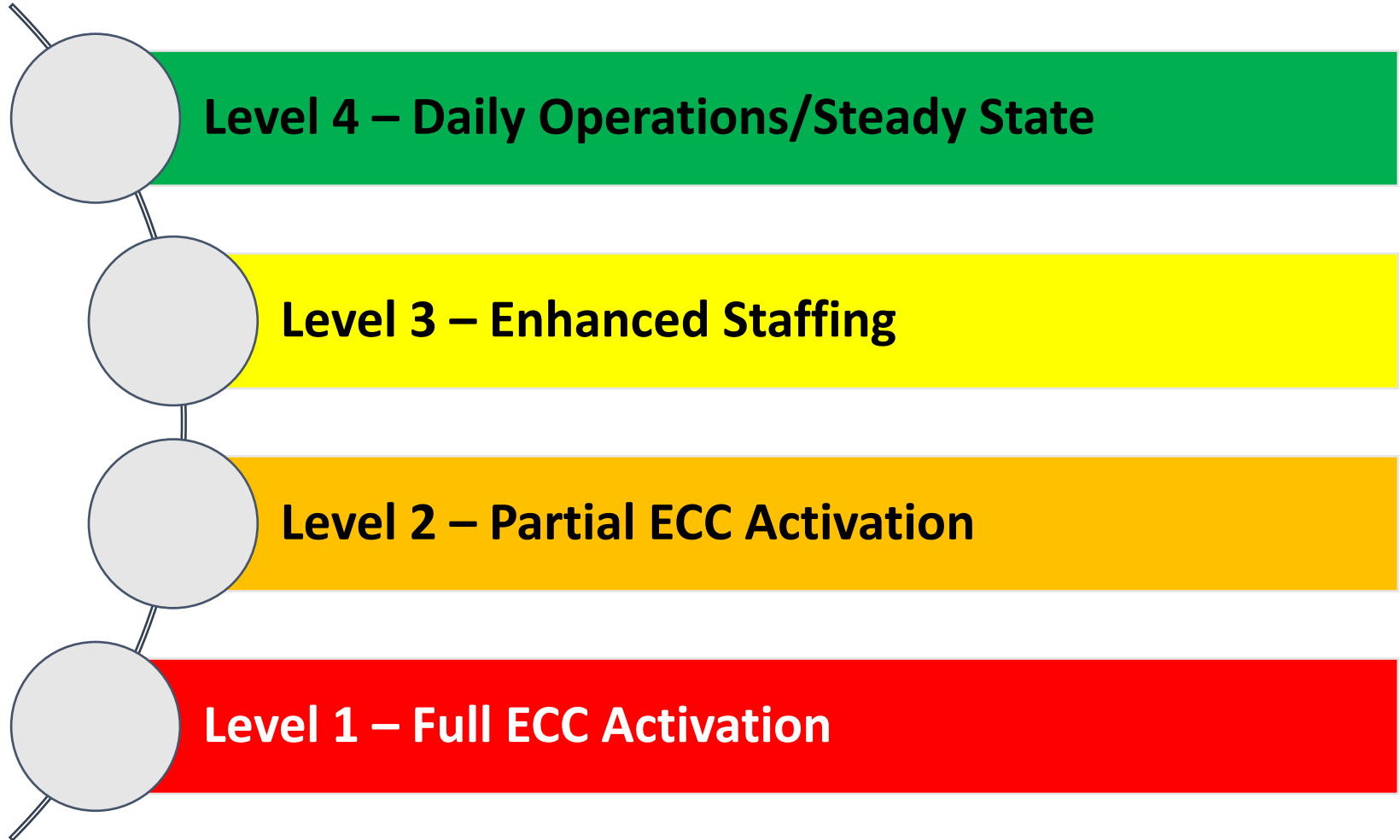


Emergency Declarations

- Per ORS 401.165, the governor may declare a state of emergency by an executive order at the request of a county governing body or after determining that an emergency has occurred or is imminent.
 - Under an emergency declaration, the governor has complete authority over all state executive agencies and may direct any agency in the state government to utilize its personnel, equipment, and facilities for any activities designed to prevent or alleviate actual or threatened damage due to an emergency.
- Per ORS 401.309, the governing body of a city or county by ordinance or resolution may declare that a local state of emergency exists within the city or county. A local state of emergency allows the jurisdiction to enact emergency procedures to carry out activities to minimize, respond, or recover from an emergency.
 - Counties may seek a proclamation from the governor declaring a state of emergency by providing a written certification to ODEM that all local resources have been expended and a preliminary assessment has been done for property damage or loss, injuries and deaths.
 - Cities must submit requests for a governor's declaration through the governing body of the county in which the majority of the city's property is located.



Response Operational Status Levels





Response Operational Status Levels

Level 4 – Daily Operations/Steady State

Incidents are managed within the capabilities of the local or tribal jurisdiction or by state agencies using their steady state agency authorities, with support from the private-sector and non-governmental organizations.

- Coordination Activities:
 - Requests for state assistance are directed to the OERS notification center, which is staffed 24 hours a day, every day of the year. OERS staff will gather information about the emergency and what state assistance is needed.
 - OERS staff will notify the appropriate agency or OEM EDO who will manage and coordinate assistance with local, tribal, state and federal agencies, as needed.



Response Operational Status Levels

Level 3 – Enhanced Staffing

One or more incidents are anticipated, or occurs, that destabilizes community lifelines or creates life safety needs that may tax the capabilities of the local or tribal jurisdiction, or state agencies using their steady state agency authorities. The timeframe for incident stabilization may be unknown or greater than 24-hours. The need for additional state agency resources is uncertain. Gathering additional situational awareness information is required.

- Authority to escalate to Level 3: Enhanced Staffing:
 - OEM director, OEM deputy director, OEM response section manager, or EDO.
- Coordination Activities:
 - The OEM on-call EDO or OEM response section manager will be responsible for leading coordination efforts.
 - OEM staff will gather additional situational awareness information from jurisdictions, OERS Council Agencies, the private-sector, or non-governmental organizations to identify community impacts, actions that are being taken to stabilize the incident, limiting factors, and resource or support needs from state agencies.
 - The OEM on-call EDO or OEM response section manager may set up incident-specific coordinating briefings with local and tribal emergency managers and OERS Council agencies to facilitate information sharing and resource coordination.



Response Operational Status Levels

Level 2 – Partial ECC Activation

One or more incidents are anticipated or has developed that destabilizes community lifelines and requires additional resource support and coordination between multiple state agencies, local and tribal jurisdictions, the private-sector, or non-governmental organizations.

- Authority to escalate to Level 2: Partial ECC Activation:
 - OEM director, OEM deputy director, or designee.
- Staffing required:
 - ECC Manager, ECC command and general staff, and ESFs as directed by OEM and required by the situation and lifelines affected.
- Coordination Activities:
 - Coordination is led by the ECC Manager.
 - ECC staff will facilitate incident specific coordination briefings with necessary ESFs, impacted jurisdictions, private-sector, or non-governmental organizations to coordinate resource support and facilitate situational awareness information sharing.
 - ECC staff will develop and distribute situational awareness products about the incident and actions that ESFs, jurisdictions, private-sector, or non-governmental organizations are taking to address impacts.



Response Operational Status Levels

Level 1 – Full ECC Activation

One or more incidents destabilizes multiple community lifelines and the capabilities required to stabilize impacted lifelines exceed jurisdictional capabilities. Capabilities of multiple state emergency support functions (ESFs) and possibly federal agencies are required.

Authority to escalate to Level 1: Full ECC Activation:

- Governor, OEM director, OEM deputy director, or designee.
- Staffing required:
 - Full activation of the ECC with all command and general staff, all ESFs, and agency representatives from federal, private sector and non-governmental organizations, as appropriate.
- Coordination Activities:
 - ECC staff will facilitate coordination calls with necessary state agencies, impacted jurisdictions, private-sector, or non-governmental organizations to gather additional situational awareness information.
 - ECC staff in collaboration with activated ESFs will assess the status of community lifelines to identify areas of instability and lines of effort for stabilizing lifelines.
 - ECC staff will develop applicable planning documents that will be shared with state agencies and local and tribal emergency managers.
 - FEMA may deploy an incident management assistance team (IMAT) to determine the level and type of immediate federal support that may be required.



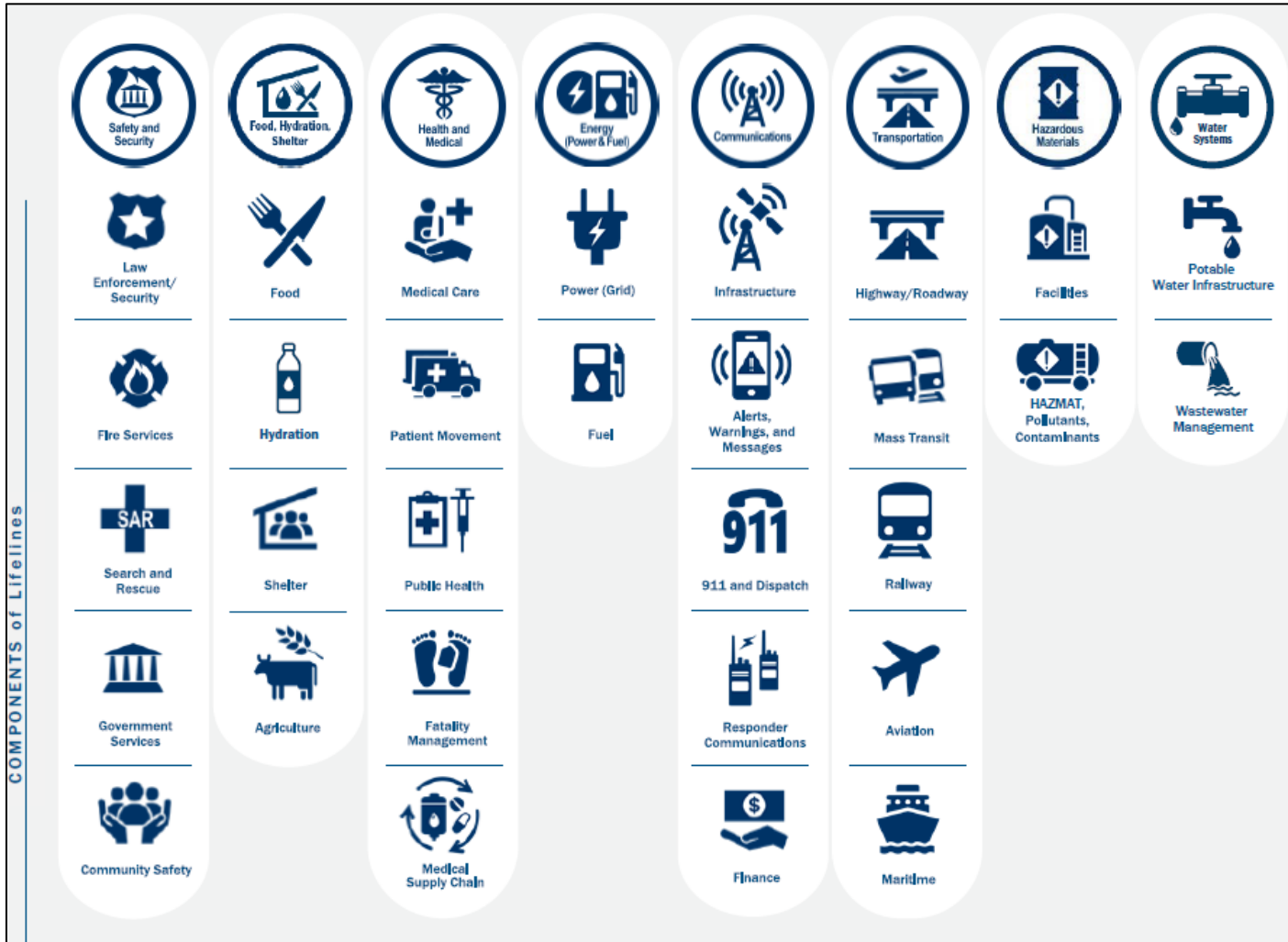
Community Lifelines



- Lifelines are the most fundamental services in the community that enable all other aspects of society to function
- Lifelines are the integrated network of assets, services, and capabilities that are used day-to-day to support the recurring needs of the community
- When disrupted, decisive intervention (e.g., rapid service re-establishment or employment of contingency response solutions) is required


























Components of Community Lifelines





















Community Lifelines and Associated ESFs

 <p>Safety and Security</p>	 <p>ESF 2 Communications</p>	 <p>ESF 3 Public Works</p>	 <p>ESF 4 Firefighting</p>	 <p>ESF 6 Mass Care</p>	 <p>ESF 8 Health and Medical</p>	 <p>ESF 9 Search and Rescue</p>	 <p>ESF 13 Public Safety and Security</p>	 <p>ESF 17 Cyber and Critical Infrastructure Security</p>
 <p>Food, Hydration, Shelter</p>	 <p>ESF 6 Mass Care</p>	 <p>ESF 8 Health and Medical</p>	 <p>ESF 11 Agriculture, Animals, and Natural Resources</p>	 <p>ESF 14 Business and Industry</p>	 <p>ESF 16 Volunteers and Donations</p>			
 <p>Health and Medical</p>	 <p>ESF 6 Mass Care</p>	 <p>ESF 8 Health and Medical</p>	 <p>ESF 13 Public Safety and Security</p>					
 <p>Energy (Power & Fuel)</p>	 <p>ESF 3 Public Works</p>	 <p>ESF 12 Energy</p>	 <p>ESF 14 Business and Industry</p>					



Community Lifelines and Associated ESFs

 <p>Communications</p>	 <p>ESF 2 Communications</p>	 <p>ESF 14 Business and Industry</p>	 <p>ESF 15 Public Information</p>
 <p>Transportation</p>	 <p>ESF 1 Transportation</p>	 <p>ESF 3 Public Works</p>	 <p>ESF 14 Business and Industry</p>
 <p>Hazardous Materials</p>	 <p>ESF 8 Health and Medical</p>	 <p>ESF 10 Hazardous Materials</p>	 <p>ESF 12 Energy</p>
 <p>Water Systems</p>	 <p>ESF 3 Public Works</p>	 <p>ESF 8 Health and Medical</p>	 <p>ESF 10 Hazardous Materials</p>



Lines of Effort

- Lines of Effort (LOEs) are the specific mission sets (functions and activities) that must be performed to stabilize Community Lifelines.
- For state operations, LOEs are activities that a county or tribe can request the ECC to support to fill their capability gaps in managing an incident.
- LOEs will be identified based on impacts to Community Lifelines and resource needs of the impacted jurisdiction.

Sample Line of Effort: Debris Removal



ESF 1
Transportation



ESF 10
Hazardous
Materials



ESF 3
Public Works



ESF 4
Firefighting



ESF 7
Logistics
Management and
Resource Support



ESF 8
Health and
Medical



ESF 11
Agriculture, Animals,
and Natural Resources



ESF 12
Energy



ESF 13
Public Safety and
Security



ESF 14
Business and
Industry

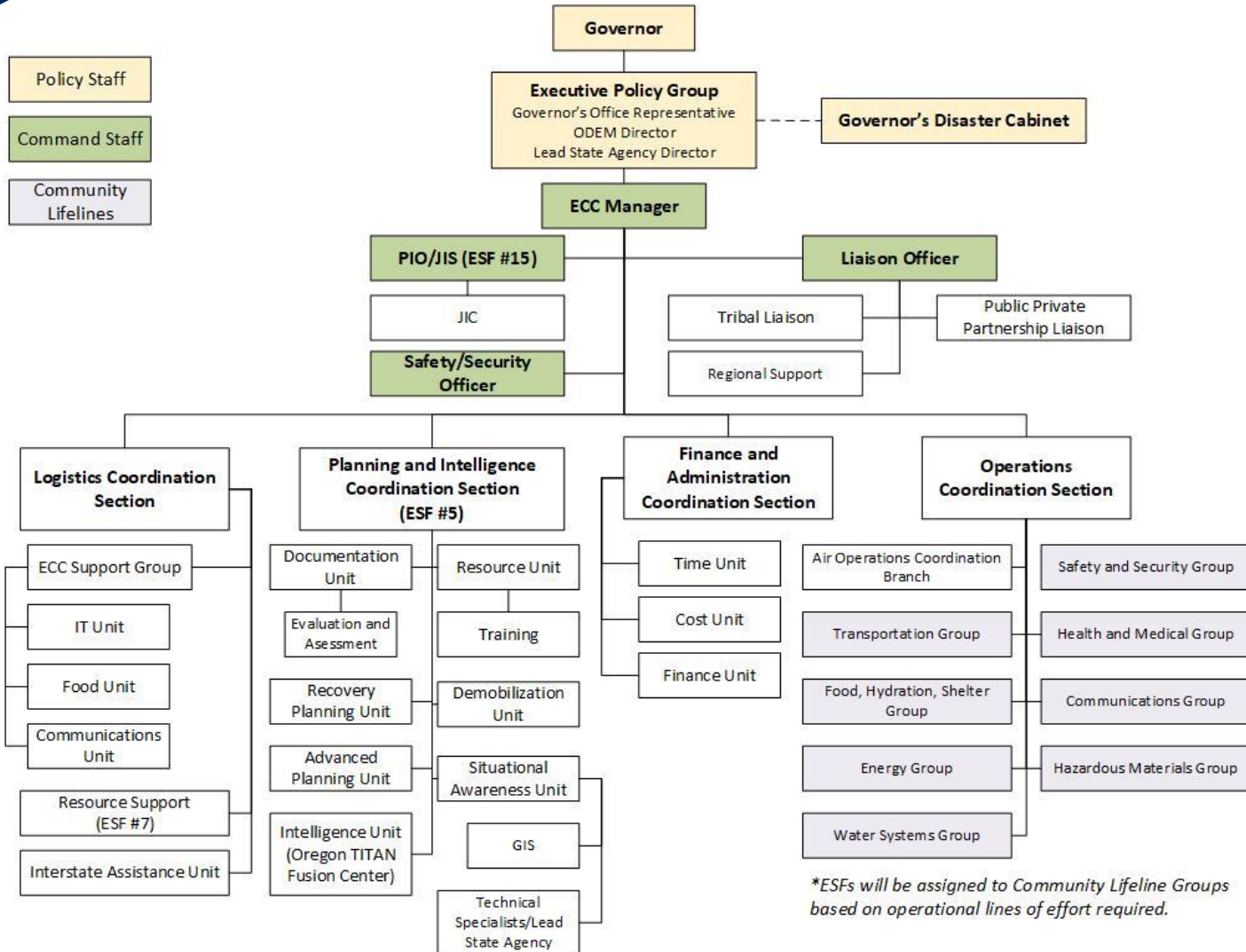


State Emergency Coordination Center (ECC)

- The Oregon State ECC serves as a centralized structure during emergencies where state officials provide an integrated state response by coordinating information and resources and implementing direction from the governor.
- The State ECC may be established physically or virtually when activated.
- The primary functions of the ECC are to collect, analyze and share information; support resource needs and requests, including allocation and tracking; provide policy direction; coordinate planning and determine current and future needs.



ECC Organization Chart





Oregon's Emergency Support Functions (ESFs)



ESF 1
Transportation



ESF 2
Communications



ESF 3
Public Works



ESF 4
Firefighting



ESF 5
Information and
Planning



ESF 6
Mass Care



ESF 7
Logistics
Management and
Resource Support



ESF 8
Health and
Medical



ESF 9
Search and
Rescue



ESF 10
Hazardous
Materials



ESF 11
Agriculture, Animals,
and Natural Resources



ESF 12
Energy



ESF 13
Public Safety and
Security



ESF 14
Business and
Industry



ESF 15
Public
Information



ESF 16
Volunteers and
Donations



ESF 17
Cyber and Critical
Infrastructure
Security



ESF 18
Military
Support



Requesting Emergency Assistance

- Requests for assistance from jurisdictions or agencies will be submitted to the State Emergency Coordination Center (ECC) using ODEM's crisis management system (or alternative process).
- Resource requests will be reviewed by the Operations Coordination Section and assigned to an ESF based on the capability being requested.
- If the capability requested cannot be fulfilled through an available state-level emergency support function, private sector, or non-governmental resources, the request may be assigned to the ECC Logistics Coordination Section to fulfill through interstate mutual aid or to procure through ESF 7, Logistics and Resource Support.
- If there is a federal disaster declaration, resource requests that exceed the capability of the state may be submitted to FEMA for federal assistance through the ECC.



Mutual Aid Agreements

- Oregon Resource Coordination Assistance Agreement (ORCAA)
 - Oregon's statewide mutual aid agreement that is available to state and local governments.
 - Under ORCAA, member jurisdictions may request assistance from other member jurisdictions to prevent, mitigate, respond to, or recover from an emergency or disaster, or in concert with exercises.
- Emergency Management Assistance Compact (EMAC)
 - National mutual aid system whereby a disaster/ or emergency-impacted state can request and receive assistance from other member states quickly and efficiently.
 - ODEM is responsible for coordinating EMAC resource requests.
 - In order to request resources through EMAC there must be a governor declared state of emergency.
- Pacific Northwest Emergency Management Arrangement (PNEMA)
 - Mutual aid agreement between Alaska, Idaho, Oregon, Washington, British Columbia and the Yukon Government.
 - ODEM is responsible for coordinating PNEMA resource requests.
 - An emergency declaration by the governor is not required to request resources through PNEMA.



OREGON DEPARTMENT OF EMERGENCY MANAGEMENT

Questions?