



EMERGENCY OPERATIONS PLAN

First Edition Prepared by:
Ecology and Environmental, Inc.

Updates Completed By:
Umatilla County Emergency Management

Umatilla County, Oregon



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First Edition Prepared by:
Ecology and Environmental, Inc.

Updated: July 2021

By:
Umatilla County Emergency Management
4700 NW Pioneer Place
Pendleton, OR 97801



This document was prepared under a grant from the Office of Grants and Training, United States Department of Homeland Security. Points of view or opinions expressed in this document are those of the authors and do not necessarily represent the official position or policies of the Office of Grants and Training or the U.S. Department of Homeland Security.

Preface

This Emergency Operations Plan is an all-hazard plan that describes how Umatilla County will organize and respond to emergencies and disasters in the community. It is based on, and is consistent with Federal, State of Oregon, Umatilla County and other applicable laws, regulations, plans, and policies, including the National Response Framework and the State of Oregon Emergency Operations Plan. This Emergency Operations Plan is one component of the County's emergency management program designed to be compliant with the National Incident Management System.

It is recognized that response to emergency or disaster conditions in order to maximize the safety of the public and to minimize property damage is a primary responsibility of the government. It is the goal of Umatilla County that responses to such conditions are conducted in the most organized, efficient, and effective manner possible. To aid in accomplishing this goal, Umatilla County has formally adopted the principles of the National Incident Management System, including use of the Incident Command System for incident management.

Consisting of a Basic Plan, Emergency Support Function Annexes that complement the Federal and State Emergency Support Functions, Support Annexes, and Incident Annexes, this Emergency Operations Plan provides a framework for coordinated response and recovery activities during an emergency. The plan describes how various agencies and organizations in Umatilla County will coordinate resources and activities with other Federal, State, local, tribal, and private-sector partners.

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Letter of Promulgation

To all Recipients:

Promulgated herewith is the Umatilla County Emergency Operations Plan. This plan supersedes any previous versions of the Emergency Operations Plan. It provides a framework within which Umatilla County can plan and perform its respective emergency functions during a disaster or national emergency.

This Emergency Operations Plan attempts to be all-inclusive in combining the four phases of emergency management, which are:

- **Mitigation:** activities that eliminate or reduce the probability of disaster;
- **Preparedness:** activities that governments, organizations, and individuals develop to save lives and minimize damage;
- **Response:** activities that prevent loss of lives and property and provide emergency assistance; and
- **Recovery:** short- and long-term activities that return all systems to normal or improved standards.

This plan has been approved by the Umatilla County Board of Commissioners. It will be revised and updated as required. All recipients are requested to advise the Emergency Manager of any changes that might result in its improvement or increase its usefulness. Plan changes will be transmitted to all addressees on the distribution list.

George Murdock
Chairman
Board of Commissioners

Dan Doran
Commissioner

John Shafer
Commissioner

DATE: _____.

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Plan Administration

The Umatilla County Emergency Operations Plan, including appendices and annexes, will be reviewed and re-promulgated every five years, or as appropriate after an exercise or incident response. See Chapter 6, Section 6.1 – Plan Development for more information. The County will notify the State of Oregon Office of Emergency Management upon re-promulgation of the plan.

Record of Plan Changes

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

DATE	CHANGE NO.	SUMMARY OF CHANGES
2011	1	Plan Update: Comprehensive Plan Revision Through State OEM EOP Planning Project
2017	2	Supporting Appendix Update: Added Supporting Appendix Plans for ChemPack Deployment and HazMat Rail Incident Response Plan
2021	3	Plan Review: 2 Year Plan Review Conducted

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Plan Distribution List

Copies of this plan have been provided to the following jurisdictions, agencies, and persons. Updates will be provided, when available. Recipients will be responsible for updating their respective Emergency Operations Plans when they receive changes. The Emergency Manager is ultimately responsible for all plan updates.

JURISDICTION/AGENCY/PERSON
Umatilla County Board of Commissioners
Umatilla County Emergency Management – Emergency Operations Center
Umatilla County Sheriff’s Office
Umatilla County Public Works (Road) Department
Umatilla/Morrow Radio Data District
UCo Health Department
Umatilla County Finance Department
Local Fire Departments/Districts
Regional Emergency Management (CTUIR, Morrow County, Walla Walla County)
Oregon Office of Emergency Management
Oregon Military Department – Camp Umatilla

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Emergency Operations Plan Review Assignments

Unless otherwise stated, the following table identifies agencies in coordination with the Emergency Management office, responsible for the review of specific plan sections and annexes. Changes will be forwarded to the Emergency Manager for revision and dissemination of the plan. This does not preclude other departments and agencies with a vital interest in the annex from providing input to the document; such input is, in fact, encouraged.

SECTION/ANNEX	RESPONSIBLE PARTY(IES)
Basic Plan	Umatilla County Emergency Management
EMERGENCY SUPPORT FUNCTION ANNEXES	
ESF 1 Transportation	County Public Works (Road) Department
ESF 2 Communications	Sheriff's Office – 911 Communications Division
ESF 3 Public Works	County Public Works (Road) Department
ESF 4 Firefighting	Fire Defense Board / Fire Districts - Departments
ESF 5 Information and Planning	County Emergency Management
ESF 6 Mass Care	UCo Health Department
ESF 7 Logistics Management/Resource Support	County Finance Department
ESF 8 Health and Medical	UCo Health Department
ESF 9 Search and Rescue	Sheriff's Office – Search and Rescue
ESF 10 Hazardous Materials	Regional HazMat Team (Region 10)
ESF 11 Agriculture and Animal Protection	UCo Health Department
ESF 12 Energy	Emergency Management / Public Utility Providers
ESF 13 Law Enforcement	Sheriff's Office – Patrol Division
ESF 14 Business and Industry	County Economic Development and Tourism
ESF 15 Public Information	Sheriff's Office – Administrative Division
ESF 16 Volunteers and Donations	County Human Resources/Finance Departments
ESF 17 Cyber & Infrastructure Security	County Administrative Services Department
ESF 18 Military Support	County Emergency Management
SUPPORT ANNEXES	
SA A Protective Actions	Sheriff's Office
SA B Debris Management Plan	County Public Works (Road) Department
SA C Mass Commodity Distribution Plan	County Emergency Management
SA D Animals in Disaster	County Emergency Management
SA E Donations Management	County Finance Department
SA F ChemPack Deployment Plan	Sheriff's Office / Oregon Health Authority
SA G HazMat Incident by Rail Response Plan	County Emergency Management / LEPC
SA H EOC Leadership Team (Redacted as Necessary)	County Emergency Management

INCIDENT ANNEXES	
IA 1 Severe Weather (Including Landslides)	County Emergency Management
IA 2 Major Fire	Fire Defense Board / Fire Districts - Departments
IA 3 Flood (Including Dam Failure)	County Emergency Management
IA 4 Drought	County Emergency Management
IA 5 Earthquake/Seismic Activity	County Emergency Management
IA 6 Hazardous Materials	Regional HazMat Team (Region 10)
IA 7 Public Health Related Events	UCo Health Department
IA 8 Terrorism	Sheriff's Office
IA 9 Transportation Accident	County Public Works (Road) Department
IA 10 Animal and Agriculture Related Events	UCo Health Department/OSU Extension Service/Oregon State Department of Agriculture

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Umatilla County EOP Annexes

Emergency Support Function Annexes

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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 and Animal Protection
ESF 12	Energy
ESF 13	Law Enforcement
ESF 14	Business and Industry
ESF 15	Public Information
ESF 16	Volunteers and Donations
ESF 17	Cyber and Infrastructure Security
ESF 18	Military Support

Support Annexes

SA A	Protective Actions (Evacuation and Shelter in Place)
SA B	Debris Management Plan
SA C	Mass Commodity Distribution Plan for Umatilla County
SA D	Animals in Disaster
SA E	Donations Management
SA F	CDC ChemPack Deployment Plan
SA G	HazMat Incident by Rail Response Plan
SA H	EOC Leadership Team (<i>Redacted as Necessary</i>)

Incident Annexes

IA 1	Severe Weather (including Landslides)
IA 2	Major Fire
IA 3	Flood (including Dam Failure)
IA 4	Drought
IA 5	Earthquake/Seismic Activity
IA 6	Hazardous Materials (Accidental Release)
IA 7	Public Health–Related
IA 8	Terrorism
IA 9	Transportation Accident
IA 10	Animal and Agriculture–Related

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1 Introduction

1.1 General

This Emergency Operations Plan (EOP) establishes guidance for Umatilla County's (County's) actions during response to, and short-term recovery from, major emergencies and disasters. It promulgates a framework within which the County will conduct emergency operations, utilizing a combination of technical capabilities and resources, plus the sense, judgment, and expertise of its emergency response personnel, County staff, response partners, and policy makers. Specifically, this EOP describes a concept of operations for the County during an emergency and identifies the roles and responsibilities of the County departments and personnel when an incident occurs. It also establishes high-level guidance that supports implementation of the National Incident Management System (NIMS), including adherence to the concepts and principles of the Incident Command System (ICS).

The County views emergency management planning as a continuous process that is linked closely with training and exercises to establish a comprehensive preparedness agenda and organizational culture that prioritizes increased disaster resiliency. The Emergency Manager will maintain the EOP through a program of continuous improvement, including ongoing involvement of County departments and of agencies and individuals with responsibilities and interests in this plan and its supporting documents.

1.2 Purpose and Scope

1.2.1 Purpose

The County EOP provides a framework for coordinated response and recovery activities during an emergency. This plan is primarily applicable to extraordinary situations and is not intended for use in response to typical, day-to-day emergency situations. This EOP complements the State of Oregon (State) EOP and the National Response Framework (NRF).

The Umatilla County EOP is designed to ensure a coordinated, integrated response by the Umatilla County government, with maximum use of all resources, to mitigate the effects of any natural or human-caused disaster impacting the County. Umatilla County has adopted NIMS, which enhances the management of domestic incidents by establishing a single, comprehensive system for incident management. This system will provide a consistent nationwide approach for Federal, State, County, local, and Tribal governments to work effectively and efficiently together to prepare for, prevent (mitigate), respond to, and recover from domestic incidents, regardless of cause, size, or complexity. By adopting NIMS, Umatilla County will achieve greater cooperation among departments and agencies at all levels of government. Implementing NIMS strengthens the County's capability and resolve to fulfill its responsibilities to the residents of Umatilla County in times of emergency. This plan specifies, to the greatest extent possible, the core actions to be taken by Umatilla County, its municipalities, and cooperating private institutions to respond to a disaster situation.

1.2.2 Scope

The County EOP is intended to be invoked whenever the County must respond to an unforeseen incident or planned event, the size or complexity of which is beyond that normally handled by routine operations. Such occurrences may include natural or human-caused disasters and may impact the County itself or neighboring counties. This plan is intended to guide only the County’s emergency operations, complementing and supporting implementation of the emergency response plans of the various local governments, special districts, and other public- and private-sector entities within and around the County, but not supplanting or taking precedence over them.

The primary users of this plan are elected officials, department heads and their senior staff members, emergency management staff, leaders of local volunteer organizations that support emergency operations and others who may participate in emergency response efforts.

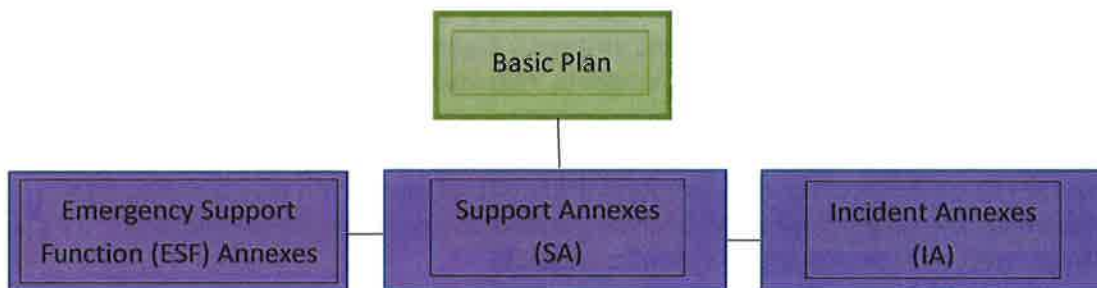
The plan is designed around the four phases of Emergency Management: Planning (Preparedness), Mitigation, Response, and Recovery. This plan was written to identify means to prevent disasters, if possible, (Planning); to reduce the County’s vulnerability to disasters and to establish capabilities for protecting the public from the effects of disasters (Mitigation); to respond effectively to actual disasters (Response); and to provide for recovery in the aftermath of any emergency involving extensive damage to or debilitating influence on the normal pattern of life in Umatilla County (Recovery).

1.2.3 Plan Organization

The County EOP is composed of four main elements:

- Basic Plan (with Appendices).
- Emergency Support Function Annexes.
- Support Annexes.
- Incident Annexes.

Figure 1-1 Plan Organization



1.2.3.1 Basic Plan

The purpose of the Basic Plan is to:

- Describe the legal authorities upon which the County has structured its emergency management organization, including the emergency declaration process, activation of mutual aid agreements (MAAs), and request for resources and emergency spending powers.
- Describe the context under which the County will respond to an incident, including a community profile and discussion of hazards and threats facing the community.
- Assign and describe roles and responsibilities for the County agencies tasked with emergency preparedness and response functions. Describe a concept of operations for the County that provides a framework upon which the County will conduct its emergency operations and coordinate with other agencies and jurisdictions.
- Describe the County's emergency response structure, including activation and operation of the County Emergency Operations Center (EOC) and implementation of ICS.
- Discuss the County's protocols to maintain and review this EOP, including training, exercises, and public education components.

1.2.3.2 Emergency Support Function Annexes

Emergency Support Function (ESFs) Annexes focus on critical operational functions and the positions responsible for carrying them out. These annexes clearly describe the policies, processes, roles, and responsibilities that agencies and departments carry out before, during, and after any emergency.

The ESFs, which supplement the information in the Basic Plan are:

- 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 and Animal Protection.
- ESF 12 – Energy.
- ESF 13 – Law Enforcement.
- ESF 14 - Business and Industry
- ESF 15 – Public Information.
- ESF 16 - Volunteers and Donations
- ESF 17 - Cyber and Infrastructure Security
- ESF 18 - Military Support

During a major emergency or disaster affecting the County or a portion thereof, County departments and special districts may be asked to support the larger response. Requests for such assistance would come from County Emergency Management.

1.2.3.3 Support Annexes

Additionally, this EOP contains Support Annexes (SA) which provide information that falls outside of the scope of the 18 ESF annexes. The SAs included in this plan are:

- SA A – Protective Actions (Evacuation and Shelter-In-Place)
- SA B – Debris Management
- SA C – Mass Commodities Distribution
- SA D – Animals in Disaster
- SA E – Donations Management
- SA F - CDC ChemPack Deployment Plan
- SA G - HazMat by Rail Incident Response Plan
- SA H - EOC Leadership Team (*Redacted as Necessary*)

1.2.3.4 Incident Annexes

IAs are included with the Basic Plan to provide tactical information and critical tasks unique to specific natural and human-made/technological hazards that could pose a threat to the county. Incident types are based on the hazards identified by the County as follows:

- IA 1 – Severe Weather (including Landslides)
- IA 2 – Major Fire
- IA 3 – Flood (including Dam Failure)
- IA 4 – Drought
- IA 5 – Earthquake/Seismic Activity
- IA 6 – Hazardous Materials (Accidental Release)
- IA 7 – Public Health–Related
- IA 8 – Terrorism
- IA 9 – Transportation Accident
- IA 10 – Animal and Agriculture–Related

Note: Resource shortages and civil disobedience are considered secondary risks during any emergency situation.

If the Umatilla County EOP is activated during an incident or Countywide emergency declaration, the City will adopt command and control structures and procedures representative of County response operations in accordance with the requirements of NIMS and ICS.

1.3 Relationship to Other Plans

While the EOP provides the framework for emergency operations within Umatilla County, other plans and programs within or affecting the County contain information and resources useful in emergency planning and response. The most important of these plans are identified below.

1.3.1 Federal Plans

1.3.1.1 National Incident Management System

Homeland Security Presidential Directive (HSPD)-5 directed the Secretary of Homeland Security to develop, submit for review by the Homeland Security Council, and administer NIMS. NIMS, including ICS, enhances the management of emergency incidents by establishing a single comprehensive system and coordinated command structure to help facilitate a more efficient response among departments and agencies at all levels of government and, if necessary, spanning across jurisdictions.

1.3.1.2 National Response Framework

The NRF guides how the Federal government conducts all-hazards responses. It is built upon a scalable, flexible, and adaptable coordination structure to align key roles and responsibilities across the Country. It describes 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 NRF organizes the types of Federal response assistance a state is most likely to need into 18 ESFs. Each ESF has a primary agency assigned for maintaining and coordinating response activities.

1.3.2 State Plans

1.3.2.1 State of Oregon Emergency Management Plan

The Oregon Emergency Management Plan (EMP) is developed, revised, and published by the Director of Oregon Emergency Management (OEM) under the provisions of Oregon Revised Statutes (ORS) 401.052, which are designed to coordinate the activities of all public and private organizations that provide emergency services within the State and to provide for and staff a State Emergency Coordination Center (ECC) to aid the Governor. ORS 401.035 makes the Governor responsible for the emergency services system within the State of Oregon. The Director of OEM advises the Governor and coordinates the State's response to an emergency or disaster.

The Oregon EMP consists of three volumes:

- *Volume I: Preparedness and Mitigation* consists of plans and guidance necessary for State preparation to resist a disaster's effects. Sections include disaster hazard assessment, the Emergency Management Training and Exercise Program, and plans to mitigate (or lessen) a disaster's physical effects on citizens, the environment, and property.
- *Volume II: Emergency Management Operations Plan* broadly describes how the State uses organization to respond to emergencies and disasters. It delineates the emergency management organization; contains Functional Annexes that describe the management of functional areas common to most major emergencies or disasters, such as communications, public information, and others; and contains hazard-specific annexes.
- *Volume III: Relief and Recovery* provides State guidance, processes, and rules for assisting Oregonians with recovery from a disaster's effects. It includes procedures for use by government, business, and citizens.

Activation and implementation of the Oregon EMP (or specific elements of the plan) may occur under various situations. The following criteria would result in activation of the EMP, including the EOP:

- The Oregon Emergency Response System (OERS) receives an alert from an official warning point or agency, indicating an impending or probable incident or emergency.
- The Governor issues a "State of Emergency."
- A Statewide disaster is imminent or occurring.

- Terrorist activities or WMD incidents are occurring or imminent.
- An alert, site emergency, or general emergency is declared at the Washington Hanford Nuclear Reservation in Washington State or at the research reactors at Columbia Generating Station.
- 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.
- An affected city or county fails to act.

1.3.3 Umatilla County Emergency Plans

1.3.3.1 Emergency Operations Plan (2021)

The 2021 EOP for the County included a Hazard Vulnerability Analysis, which included an assessment of identified hazards. This analysis has been incorporated into this EOP in Chapter 2.

1.3.3.2 Natural Hazards Mitigation Plan (2009) Updated: 2021

The Natural Hazards Mitigation Plan includes a community profile; an assessment of hazards in Umatilla County based on a variety of data (historical, cultural, economic); and mitigation strategies action items based on priorities determined during the hazard assessment. The Hazards Analysis Matrix from the Mitigation Plan has been included in Chapter 2 of this EOP.

1.3.3.3 Continuity of Operations Plan

The County has not formalized a Continuity of Operations (COOP) or a Continuity of Government (COG) plan to date. However, should the County develop or implement these plans in the future, they may be used in conjunction with the EOP during various emergency situations. The COOP/COG plans detail the processes for accomplishing administrative and operational functions during emergencies that may disrupt normal business activities. Parts of these plans identify essential functions of local government, private-sector businesses, and community services and delineate procedures developed to support their continuation. COOP/COG plan elements may include, but are not limited to:

- Ensuring the County's continuous functions and operations during an emergency.
- Maintaining clear lines of authority and, when necessary, implementing the approved line of succession and proper delegation of authority.
- Protecting critical facilities, equipment, vital records, and other assets.
- Reducing or mitigating disruptions to operations and essential community services.
- Reducing loss of life, minimizing property damage, and protecting the local economy from significant impacts.
- Achieving a timely and orderly recovery from emergencies and resumption of full services to the public.

1.3.4 Tribal/City Emergency Plans

City officials have primary responsibility for the safety and welfare of their citizens and maintain oversight of resources and operations within their jurisdictions. Cities and local tribal entities are encouraged to integrate their emergency planning and response operations with the County. All cities should use NIMS/ICS to manage incidents. Regional cities and the Confederated Tribes of the Umatilla Indian Reservation are requested to provide a copy of their current EOPs to the County to aid in coordinated response.

1.3.5 Special District Emergency Plans

Special districts have a separate system of governance, and their service areas often overlap multiple city and county boundaries. Some special districts provide primary emergency response for incidents in their districts using their own plans, policies, and procedures, which are coordinated with county and city emergency plans. Most special district incident response is limited to activities directly related to the service(s) they provide. They rely on support from external agencies during response to a major incident management.

1.4 Authorities

The following section highlights significant County and State regulations and plans governing activities for responding to major emergencies and disasters.

Under the provisions of HSPD-5, the Secretary of Homeland Security is the principal Federal official for domestic incident management.

1.4.1 Legal Authorities

In the context of the County EOP, a disaster or major emergency is characterized as an incident requiring the coordinated response of all government levels to save the lives and protect the property of a large portion of the population. This plan is issued in accordance with, and under the provisions of, ORS, Chapter 401, which establishes the authority for the Umatilla County Board of Commissioners (BOC) to declare a state of emergency.

The County conducts all emergency management functions in a manner consistent with NIMS. Procedures for supporting NIMS implementation and training for the County have been developed and formalized by the County Emergency Management Organization (EMO). As approved by the BOC, the Emergency Management Department has been identified as the lead agency in the EMO.

Table 1-1 sets forth the Federal, State, and local legal authorities upon which the organizational and operational concepts of this EOP are based.

Table 1-1 Legal Authorities

Federal

- Federal Civil Defense Act of 1950, PL 81-950 as amended
- The Disaster Relief Act of 1974, PL 93-288 as amended
- Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 100-707
- Title III, of the Superfund Amendments and Reauthorization Act of 1986, PL 99-499 as amended
- Code of Federal Regulations (CFR), Title 44. Emergency Management Assistance
- Executive Order 12656, Assignment of Emergency Preparedness Responsibilities, of November 18, 1988
- Executive Order 12472, Assignment of National Security and Emergency Preparedness Telecommunications Functions, of April 3, 1984

State of Oregon

- ORS Chapter 401 – Emergency Management and Services
- ORS Chapter 402 – Emergency Mutual Aid Assistance Agreements
- ORS Chapter 403 – Emergency Communications System; 2-1-1 System; Public Safety Communications System
- ORS Chapter 404 – Search and Rescue
- ORS 431 – Public Health and Safety
- ORS 476 – State Fire Marshal; Protection from Fire Generally
- Oregon Emergency Operations Plan
- Executive Order of the Governor

Umatilla County

- Umatilla County Order Ordinance No. 2009-08 -- Adoption of Emergency Operations Plan
- Umatilla County Order No. BCC 2005-45 – Adoption of NIMS System
- Umatilla County Order No. 2005-16 – Adoption of Emergency Operations Plan (2003)

1.4.2 Mutual Aid and Intergovernmental Agreements

State law (ORS Chapter 402) authorizes local governments to enter into Cooperative Assistance Agreements with public and private agencies in accordance with their needs (e.g., the Omnibus Mutual Aid Agreement). Personnel, supplies, and services may be used by a requesting agency if the granting agency cooperates and extends such services. However, without a mutual aid pact, both parties must be aware that State statutes do not provide umbrella protection except in the case of fire suppression pursuant to ORS Chapter 476 (the Oregon State Emergency Conflagration Act).

See Appendix D, for Existing Mutual Aid Agreements

Copies of these documents can be accessed through the Umatilla County Emergency Manager and County Legal Counsel. During an emergency situation, a local declaration may be necessary to activate these agreements and allocate appropriate resources.

1.5 Emergency Powers

1.5.1 Declaration of Emergency

Under ORS 401, a local state of emergency may be declared by the Umatilla County Commissioners. The effect of the declaration is to activate the recovery and rehabilitation aspects of the plan and to authorize the furnishing of aid and assistance. When the emergency exceeds local government capability to respond, assistance will be requested from neighboring jurisdictions in accordance with existing MAAs and then through the State.

If the emergency area is within a City, the Chief Executive(s) of that city must process requests for assistance through the County Emergency Management Office. Requests for a State Declaration shall be made by the Executive Officer(s) of the County in which the emergency event is occurring. State assistance will be provided only after a “good faith” effort has been made, local resources are exhausted or nearing depletion, and MAAs have been initiated. Local resources include those available under mutual aid or through the County.

The following documents need to be forwarded to the BOC for action:

- Board of Commissioners Order declaring an emergency (see Appendix A for Sample Disaster Declaration Forms), including a description of the disaster event, impacted area(s), loss of life and injuries, damages to property, special powers enacted, and local resources applied to the disaster.
- Supporting documentation or findings as determined necessary by the Chair of the BOC, or successor.
- Letter to the Governor advising of the County’s declaration and the request for a State declaration as appropriate, as well as any requests for assistance.

Requests for State assistance should be forwarded to OEM as soon as practical. These requests may be sent electronically as the most expedient (if operable and available) method accessible. The OEM electronic system for loading files is OpCenter. The County Emergency Manager has system access. An alternate means is by email to the OEM Executive Duty Officer (EDO) on duty (OERS will be the primary means of contact to the EDO by calling 1-800-452-0311 and requesting the EDO call back).

Requests for State/Federal assistance need to include:

- Language stating that local and County mutual aid resources are depleted, or nearly so.
- Specific assistance requirements to be requested (e.g., type and quantity of equipment needed, purpose for which it is needed, and location of the area in need). Multiple requests on the same declaration may be necessary. Be as detailed as possible, and explain the requested mission, not who could provide the requested resources.
- Expected duration of event or expected time required to gain control.

If circumstances prohibit timely action by the BOC, the Board Chair or the succeeding Commissioner may verbally declare a state of emergency. For purposes of the immediate emergency, a single Commissioner’s signature will carry full authority for the County’s Emergency Declaration. A formal review before the BOC will follow as soon as prudently possible, with a signed order replacing the emergency order.

Type of Declaration	Who Declares	When	Assistance Available
Local Emergency Declaration	Umatilla County Commissioners		State assistance/resources as available.
Oregon OEM Director’s Concurrence of Local Emergency Declaration	Director of OEM		
Governor’s State of Emergency Proclamation	Intergovernmental Agreement/State of Oregon Governor		State assistance. May ask for Presidential Declaration which would access Federal resources
Presidential Declaration of a Federal Major Disaster or Emergency	President	Within 30 days of incident occurrence for Major Disaster Declaration Within 5 days of incident occurrence for Emergency Declaration	State assistance. (as above) Federal assistance under Federal Response Plan. Individual/business assistance in the form of loans or grants.

Source: Umatilla County Emergency Operations Plan, October 2009

1.5.2 Lines of Succession

Table 1-3 provides the policy and operational lines of succession during an emergency for the County.

Table 1-3 Lines of Succession	
Emergency Operations	Emergency Policy and Governance
Emergency Manager	Chairman, County BOC
Assistant Emergency Manager (If Applicable)	County BOC Vice-Chair <i>or</i> Third Commissioner
County Undersheriff <i>or</i> Fire Defense Board Chief	Another Elected Official (Sheriff to District Attorney)

Each County department is responsible for pre-identifying lines of succession in management head’s absence. Lines of succession for each department can be found in each Department’s Standard Operating Procedures (SOPs). All employees must be trained on the protocols and contingency plans required to maintain leadership within the department. County Emergency Management will provide guidance and direction to department heads to maintain continuity of government and operations during an emergency. Individual department heads within the County are responsible for developing and implementing COOP/COG plans to ensure continued delivery of vital services during an emergency.

1.5.3 Request, Allocation, and Distribution of Resources

Resource requests and emergency/disaster declarations must be submitted by the County Emergency Manager to the Director of OEM according to provisions outlined under ORS Chapter 401. Refer to ESF 7 – Logistics Management and Resource Support for additional information regarding available resources and coordination procedures established for the County. The executives of the County’s incorporated cities are responsible for the direction and control of their communities’ resources during emergencies and for requesting additional resources required for emergency operations. In times of declared disasters, all assistance requests will be made through the County Emergency Manager via the County EOC. The County EMO processes subsequent assistance requests to the State.

In the case of emergencies involving fires threatening life and structures, the Conflagration Act (ORS 476.510) can be invoked by the Governor through the Office of State Fire Marshal, in close coordination with the local Fire Chiefs. This act allows the State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations. The local Fire Chiefs assess the status of the incident(s) and, after determining that all criteria have been met for invoking the Conflagration Act, notify the State Fire Marshal via the OERS. The State Fire Marshal reviews the information and notifies the Governor, who authorizes the act.

1.5.3.1 Resource Typing

Resource typing is a method for standardizing nomenclature used when requesting equipment and managing resources during an incident; NIMS approves this method for ordering supplies and providing mutual aid to partners during an emergency.

Within many of the resource types are divisions for size, power, or quantity. These are commonly listed as Type I, Type II, Type III, and so on. If interpreted properly, a resource typing list can increase the usefulness of the tools requested in an emergency and may reduce costs by eliminating orders for equipment inaccurate or inappropriate for the situation. Response personnel and support staff should practice using resource typing lists and become familiar with the standard terminology for commonly requested resources.

See: <https://www.fema.gov/emergency-managers/nims/components#resource-typing> for more information on Resource Typing.

1.5.4 Financial Management

During an emergency, the County is likely to find it necessary to redirect funds to effectively respond to the incident. The authority to adjust department budgets and funding priorities rests with the BOC. If an incident in the County requires major redirection of County fiscal resources, the BOC will meet in an emergency session to decide how to respond to the emergency funding needs, will declare a State of Emergency, and will request assistance through the County as necessary.

Expenditure reports should be submitted to the Finance Department and managed through the Budget Officer to identify budgetary shortfalls. The Finance Department will support procurement issues related to personnel, both volunteer and paid. In addition, copies of expense records and all supporting documentation should be submitted for filing Federal Emergency Management Agency (FEMA) Public Assistance reimbursement requests.

1.5.5 Liability Issues

Liability issues and potential concerns among government agencies, private entities, and other response partners, and across jurisdictions, are addressed in existing MAAs and other formal memoranda established for the County and its surrounding areas.

Under Oregon law, all local jurisdictions are members of a statutorily created mutual assistance compact (ORS Chapter 402). This compact, meant to streamline the mutual aid process, allows local jurisdictions to request assistance from another local government to prevent, mitigate, respond to, or recover from an event that overwhelms the requesting jurisdiction's available resources. Assistance may also be requested for training, drills, or exercises.

Requests may be either written or oral, although if a request for assistance is made orally, the responding government must document its response within 30 days of the request. Under these provisions, employees from another jurisdiction providing assistance to the County are agents of the

County. The County must defend, save harmless, and indemnify these employees as it would its own employees. Should an employee of a responding government sustain injury in the course of providing requested assistance, he or she is entitled to all applicable benefits, including workers' compensation, normally available while performing regular duties for the responding local government. The County is not obligated to provide resources to the requesting jurisdiction.

This language supplements other State law authorizing local governments to enter into cooperative assistance agreements with public or private entities for reciprocal emergency aid and resources. The County may request and utilize the services, equipment, supplies, and facilities of departments, offices, and agencies of the State and local governments. Except in cases of willful misconduct, gross negligence, or bad faith, emergency service workers acting under these provisions will not be held liable for the death or injury of any person, or damage or loss of property, as a result of that activity.

Note that under the Emergency Conflagration Act (ORS 476.510-610), the Governor (or other authorized State officer) may make available for use and duty in any county, city, or district, any part of the local firefighting forces and equipment in response to fire, a heightened danger of fire, or a significant reduction in available firefighting resources. Response personnel acting under these provisions will be considered agents of the State and will not be held liable for any injury to person or property resulting from the performance of their duties.

1.6 Safety of Employees and Family

All department heads (or designees) are responsible for the safety of employees. Employees should attempt to contact their supervisors and managers within the first 24 hours following an incident. 9-1-1 should only be utilized if emergency assistance is needed. Agencies and departments with developed COOPs will establish alternate facilities and staff locations, as applicable. Notification procedures for employee duty assignments will follow required procedures established by each agency and department.

During biological incidents or public health emergencies such as influenza pandemics, maintaining a resilient workforce is essential to performing overall response activities required to protect the County and surrounding community from significant impacts to human lives and the economy. Thus, personnel should be provided with tools to protect themselves and their families while also providing health and medical services during a pandemic or other type of public health emergency. Plans formally addressing the safety and protection of medical personnel and response staff during a biological incident and/or contagious outbreak are the responsibility of health and medical responders. Safety precautions and Personal Protective Equipment decisions will be specific to the type of incident occurring and will require just-in-time training among the first responder community and other support staff to implement appropriate procedures.

If necessary, the Oregon Occupational Safety and Health Administration may provide assistance and guidance on worker safety and health issues.

While all County agencies and employees are expected to contribute to the emergency response and recovery efforts of the community, employees' first responsibility is to their own and their families' safety. Each employee is encouraged to develop family emergency plans to facilitate family safety and

self-sufficiency, which in turn will enable employees to assume their responsibility to the County and its citizens as rapidly as possible.

Processes in support of employees and their families during emergency situations or disasters will be further developed through ongoing COOP/COG planning.

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2 Situation and Planning Assumptions

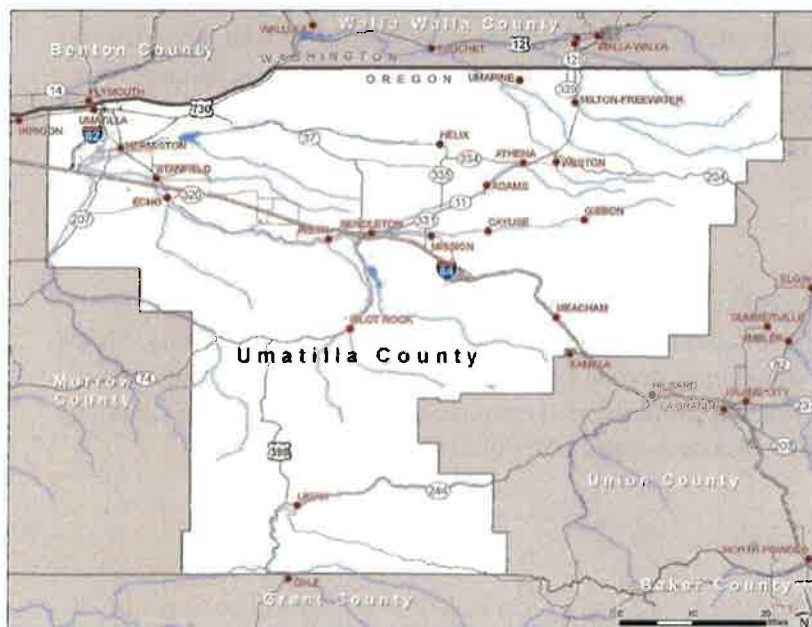
2.1 Situation

The County is exposed to many hazards, all of which have the potential to disrupt the community, cause damage, and create casualties. Possible natural hazards include droughts, floods, wildfires, and winter storms. There is also the threat of a war-related incident such as a nuclear, biochemical, or conventional attack. Other disaster situations could develop from hazardous material accidents, health-related incidents, conflagrations, major transportation accidents, or acts of terrorism.

2.1.1 Community Profile

Umatilla County, Oregon has an area of 3,231 square miles and a current estimated population of 77,950 (US Census Bureau, 2019). Umatilla County is located along the Columbia River in northeastern Oregon. It includes 12 incorporated cities. From an elevation of 296 feet at Umatilla, the County rises to an elevation greater than 5,800 feet in the Blue Mountains on its eastern boundary. Umatilla County is bordered by the Columbia River and Walla Walla County, Washington, to the north; Morrow County to the west; Grant County to the south; and Union and Wallowa Counties to the east. Umatilla County is bisected by Interstate I-84, east to west, and by U.S. Highway 395, north to south. I-82 passes through the County near Umatilla and Hermiston. The Union Pacific Railroad travels east and west the length of the County.

Figure 2-1 Map of Umatilla County



2.1.2 Hazards and Threats

A wide range of natural and human-caused hazards and threats have the potential to disrupt the community, causing casualties and/or damaging property and the environment. These are discussed in the following sections.

2.1.2.1 Severe Weather

Winter storms generally involve severe snow and ice storms that can result in power outages and disrupt transportation. The characteristics of weather hazards are determined by a variety of meteorological factors such as amount of snow or rainfall, air temperature, wind velocity and temperature, ground saturation, and snow-pack conditions. Umatilla County has suffered severe winter storms in the past, and there is no reason to believe that this will change. Some areas of Umatilla County are also subject to risk from avalanche; however, these areas are primarily in the high country of the Blue Mountains and pose minimal risk to most of the population.

Other hazards related to weather may include windstorms and tornadoes. Windstorms may occur suddenly, and can cause damage to homes and property and disrupt vital utilities. Dust storms may occur as well. In 1999, seven people in Umatilla County were killed when a dust storm caused traffic accidents on I84. A 1995 wind and hail storm in the western part of the County caused millions of dollars of damage to vehicles, structures, and crops. Tornadoes periodically touch down in Umatilla County, but they have not caused major damage.

2.1.2.2 Fire/Wildfire

Umatilla County's urban areas face structural fire hazards typical of jurisdictions with a mix of residential, business, and industrial areas. No high-rise buildings are located in the County; however, large numbers of people could be threatened at public gathering places. Approximately 12% of the County consists of forest land used by the timber industry and for recreation. This land is subject to a significant threat of forest fires. In addition, the County faces the threat of wildland/urban interface fires from large areas of rangeland and dry land crops coming into contact with continuing residential construction in the interface zones in the County.

2.1.2.3 Flood

This hazard generally involves a rise in rivers or creeks resulting from heavy rain or rapid melting of the annual snowpack. The Columbia River is located on the northern edge of Umatilla County. Major flooding could also result from failure of a dam. Umatilla County has a number of rivers and creeks that could be subject to flooding. Multiple separate flood events have devastated areas of Umatilla County, 2 of which were declared federal disasters (April 2019 and February 2020).

2.1.2.4 Drought/Extreme Heat

Drought involves a period of prolonged dryness resulting from a lack of precipitation or diversion of available water supplies. Umatilla County has suffered periods of drought in the past; however, the main impact of drought has been on agriculture, fish, and wildlife, as well as increasing fire risk. A

severe drought could require strict water conservation measures to ensure an adequate supply of potable water. *See Annex 1A-4 for information specific to Drought Incident Declarations.*

Drought and Extreme Heat, while independent situations, may many times coincide. On June 29th 2021, extreme heat was recorded in Umatilla County (and across the region) with temperatures near the all-time recorded record for Oregon at that time of 119 degrees. This resulted in one recorded fatality in Umatilla County and numerous others around the State.

2.1.2.5 Earthquake

Earthquakes are created by tectonic movement within the earth's crust. This movement is manifested as localized ground shaking with possible soil liquefaction. After the initial seismic event, tremors or aftershocks can occur for an extended period of time, resulting in continued structural damage. There are several known fault lines throughout Umatilla County, and further geological analyses are ongoing. An earthquake measuring 5.8 occurred in the area in July, 1936, causing damage throughout the County, especially in the Milton-Freewater area. Recent evaluation of the earthquake potential in the Pacific Northwest indicates that earthquake threat has been underestimated. Additionally, a regional earthquake caused by a slip in the Cascadia Subduction Zone off the coast of the Pacific Northwest is of growing probability.

2.1.2.6 Oil and Hazardous Materials

This hazard results from the use of chemicals and materials that pose a serious threat to life, property, and the environment. These materials, many of which are used in agricultural, industrial, and other modern technologies, are becoming increasingly complex. Accidents involving the release of hazardous materials may occur during handling at industrial facilities that use such materials or during transportation of such materials by rail, highway, or river barge. Union Pacific Railroad's main line carries thousands of rail cars filled with hazardous materials through Umatilla County each year, and its rail yard south of Hermiston at Hinkle receives, reconfigures, and dispatches 40 to 50 trains per day.

2.1.2.7 Public Health

Although an epidemiological emergency could occur in Umatilla County, the risk is no greater here than in other counties. While population densities in Umatilla County could foster human outbreaks of disease, modern medicine could most likely reduce the disease impact. The COVID-19 world-wide pandemic in 2019 thru 2021 was the cause of lost life, economic and social impacts through Umatilla County.

2.1.2.8 Terrorism

This hazard might include riots, protests, strikes, demonstrations, or acts of terrorism that may result in hostage taking, damage to property, or sabotage and extortion. Terrorism events might include arson, bomb threats, or other unlawful activities. Umatilla County's risk for civil disturbance and terrorism was rated at 13 in the Department of Justice Risk Assessment conducted in Fiscal Year 2001. Adding to the potential, the Oregon Military Department (at the former Umatilla Chemical

Depot Site) operates the National Guard Training Center, Camp Umatilla. This site has the potential to be a target of strategic threat by terrorism.

2.1.2.9 Nuclear Incident

The Hanford Nuclear Reservation and Columbia Generating Station are located northwest of Umatilla County. In the event of a release of radioactive material from these facilities, Umatilla County is located in the ingestion zone.

While the probability of a nuclear incident occurring in Umatilla County is low, the maximum threat posed by an accidental or intentional release of radioactive material, or intentional detonation of a nuclear device, is extremely high. Risk is posed not only by the direct effects of such an event (such as blast and heat), but also by the lingering effects of radioactive fallout.

2.1.2.10 Radiological Incident

A conventional explosive device incorporating radioactive materials, sometimes referred to as a “dirty” bomb, poses a threat to County residents and property. Explosive and incendiary devices are relatively simple to construct, and it is possible for perpetrators to obtain radiological material such as cesium. Dirty bombs can cause large-scale contamination of an area and potentially expose people, livestock, and agriculture. One of the greatest impacts of a radiological incident is the fear of terrorism it would generate among the public. A radiological incident could also occur during the ground transportation of radiological waste as part of Waste Isolation Pilot Plant shipments.

2.1.2.11 Transportation

This hazard may include major incidents involving motor vehicles, trains, aircraft, or water vessels. Its primary risk stems from the possibility of such an incident causing a release of hazardous materials, fire, explosion, or large numbers of casualties. An airline crash, train derailment, or other mass casualty incident could result in a major transportation emergency or disaster. U.S. I-84 travels through Pendleton; I-82 proceeds north from Hermiston. All Interstate routes are heavily used by the trucking industry in addition to motorists.

2.1.2.12 Cyber Attack

This hazard includes any attempt by cybercriminals using one or more computers to launch an assault on the County to cause malicious disruptions of critical operating systems causing a range of impacts from shutting down Government computers or theft of financial data up to disabling critical infrastructure systems such as power supply systems and 911 centers. Umatilla County is committed to actively combating and planning for a cyber attack and mitigation efforts where they are possible.

2.1.3 Hazard Analysis

In the Hazard Analysis, each of the hazards and threats described above is scored using a formula that assesses four measures characterizing risk – history, vulnerability, maximum threat, and probability – are assessed as to severity, weighted, and added together to derive a relative risk score for each hazard. The weights for each measure are noted within the matrix.

Hazard	Risk Score	Risk Level
Floods	240	High
Air Quality	224	High
Severe Summer Storm	223	High
Severe Winter Storm	220	High
Wildfire	203	High
Drought	184	Medium
Earthquake	151	Medium
Volcano	127	Medium
Landslide/Debris Flow	85	Low

Source: Umatilla County Hazard Mitigation Plan 2020

2.2 Assumptions

This EOP is predicated on the following assumptions:

- Major emergencies can be managed at the field level under the established procedures of local government emergency service agencies.
- In major emergency situations, management activities can be performed at the EOC, thereby allowing field forces to concentrate on essential on-scene tasks.
- In large-scale disaster situations, it is appropriate to establish centralized direction and control, such as activation of the local emergency management organization, to manage emergency operations.
- The County will continue to be exposed to the hazards noted above, as well as others that may develop in the future.

- Outside assistance will be available in most emergency situations affecting the County. Although this plan defines procedures for coordinating such assistance, it is essential for the County to be prepared to carry out disaster response and short-term actions on an independent basis.
- It is possible for a major disaster to occur at any time and at any place in the County. In some cases, dissemination of warning and increased readiness measures may be possible. However, many disasters and events can occur with little or no warning.
- Local government officials recognize their responsibilities for the safety and wellbeing of the public and will assume their responsibilities in the implementation of this emergency plan.
- Proper implementation of this plan will reduce or prevent disaster-related losses.

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3 Roles and Responsibilities

3.1 General

Local and County agencies and response partners may have various roles and responsibilities throughout an emergency's duration. Therefore, it is particularly important that the local command structure established to support response and recovery efforts maintain a significant amount of flexibility to expand and contract as the situation changes. Typical duties and roles may also vary depending on the severity of impacts, size of the incident(s), and availability of local resources. Thus, it is imperative to develop and maintain depth within the command structure and response community.

The County has developed a plan to implement NIMS and to assist with training and preparing essential response staff and supporting personnel to incorporate ICS/NIMS concepts in all facets of an emergency. Each agency and department are responsible for ensuring that critical staff are identified and trained at a level enabling effective execution of existing response plans, procedures, and policies.

3.2 Emergency Management Organization

The Emergency Manager is responsible for emergency management planning and operations for the area of the County lying outside the limits of the incorporated municipalities of the County. The Mayor (or other designated official, pursuant to city charter or ordinance) of each incorporated municipality is responsible for emergency management planning and operations for that jurisdiction. (Those responsibilities may be shared with County Emergency Management under agreement.)

Most of the departments within the County have emergency functions in addition to their normal duties. Each department is responsible for developing and maintaining its own emergency management procedures. Specific responsibilities are outlined below, as well as in individual annexes.

The EMO for the County is divided into two general groups—the Policy (Executive) Group and Emergency Response Agencies, organized by function.

3.2.1 Policy Group (Executive Group)

The Policy Group (sometimes referred to as the Executive Group) is referenced in this plan as a single body but in fact may have several components with representation from each local political jurisdiction within the emergency management program. Each group is responsible for the activities conducted within its jurisdiction. The members of the Policy Group include both elected and appointed executives with certain legal responsibilities. Key general responsibilities for those officials include:

- Establishing strong working relationships with local jurisdictional leaders and core private-sector organizations, voluntary agencies, and community partners.
- Leading and encouraging local leaders to focus on preparedness by participating in planning, training, and exercises.
- Supporting participation in local mitigation efforts within the jurisdiction and, as appropriate, with the private sector.
- Understanding and implementing laws and regulations that support emergency management and response.
- Encouraging residents to participate in volunteer organizations and training courses.
- Ensuring that local emergency plans consider the needs of:
 - The jurisdiction, including persons, property, and structures,
 - Individuals with special needs, including those with service animals, and
 - Individuals with household pets.

3.2.1.1 Board of Commissioners

The BOC is primarily responsible for:

- Directing the overall preparedness program for the County.
- Making emergency policy decisions.
- Declaring a state of emergency when necessary.
- Implementing emergency powers of local government.
- Keeping the public and the State Emergency Management Office informed of the situation (through the assistance of the Public Information Officer (PIO)).
- Requesting outside assistance when necessary (in accordance with existing MAAs and/or then through the State Office of Emergency Management).

3.2.1.2 Emergency Manager

The County Emergency Manager has the day-to-day authority and responsibility for overseeing emergency management programs and activities. The Emergency Manager works with the Policy Group to ensure that there are unified objectives with regard to the County's emergency plans and activities, including coordinating all aspects of the County's capabilities.

The Emergency Manager coordinates all components of the local emergency management program, including assessing the availability and readiness of local resources most likely required during an incident and identifying and correcting any shortfalls.

In particular, the Emergency Manager is responsible for:

- Serving as staff advisor to the Sheriff and BOC (Policy Group) on emergency matters.
- Coordinating the planning and general preparedness activities of the government and maintenance of this EOP.
- Analyzing the emergency skills required and arranging the training necessary to provide those skills.
- Preparing and maintaining a resource inventory.
- Ensuring the operational capability of the County EOC.
- Activating the County EOC.
- Keeping the governing body apprised of the County's preparedness status and anticipated needs.
- Serving as day-to-day liaison between the County and State OEM.
- Maintaining liaison with organized emergency volunteer groups and private-sector partners.

3.2.1.3 County Department Heads

Department and agency heads collaborate with the Policy Group during development of local emergency plans and provide key response resources. This collaboration is primarily achieved through participation in the EOC Leadership Team meetings. A list of individuals responsible for participation in the EOC Leadership Team (and their backups) is maintained by the EMO *See Chart in Supporting Annex SA-H*. County department and agency heads and their staff develop, plan, and train to internal policies and procedures to meet response and recovery needs safely. They also participate in interagency training and exercises to develop and maintain the necessary response capabilities. Department and agency heads not assigned a specific function in this plan will be prepared to make their resources available for emergency duty at the direction of the EOC/ Emergency Manager.

3.2.2 Responsibilities of All Departments

Individual departments are an integral part of the emergency organization. While some departments' staff are first responders, the majority focus on supporting these first responders and/or on the continuity of services they provide to the public. Organizationally, they are a component that provides support and communication for responders.

All County departments have the following common responsibilities:

- Establish, in writing, an ongoing line of succession of authority for each department; this document must be made known to department employees, and a copy must be filed with the County Council and Emergency Manager.
- Support EOC operations to ensure that the County is providing for the public safety and protection of the citizens it serves.
- Develop alert and notification procedures for department personnel.
- Develop operating guidelines to implement assigned duties specified by this plan.
- Track incident-related costs incurred by the department.
- Establish internal lines of succession of authority.
- Ensure that vehicles and other equipment are equipped and ready, in accordance with existing SOPs.
- Identify critical functions and develop procedures for maintaining and/or reestablishing services provided to the public and other County departments.
- Assign personnel to the EOC, as charged by this plan.
- Develop and implement procedures for protecting vital records, materials, and facilities.
- Promote family preparedness among employees.
- Ensure that staff complete all NIMS-required training.
- Ensure that department plans and SOPs incorporate NIMS components, principles, and policies.
- Allow staff time for preparedness training and participation in exercises.

3.2.3 Responsibilities by Function

This group includes those services required for an effective emergency management program, of which response is a key element. These agencies include fire departments, law enforcement, emergency medical service (EMS) agencies, public health, environmental health, and public works. This section is organized by function, with the primary responsibility assigned to the appropriate County agency. Upon activation of this plan all departments and agencies identified with-in will immediately activate their response procedures and respond accordingly to effectively achieve the requirements outlined in this EOP. Activation of these response functions are intended to be collaborative among all departments, divisions and supporting agencies involved. Functioning as a holistic team is imperative to the overall efficiency and success of the response.

3.2.3.1 Transportation

Umatilla County Public Works (Road) Department is the lead for this function.

County Emergency Management is responsible for:

- Planning for and identifying high-hazard areas and numbers of potential evacuees, including the number of people requiring transportation to reception areas (including special needs populations).
- Coordinating transportation needs for special populations.
- Confirming and managing locations of staging areas and pick-up points for evacuees requiring public transportation.

The County Public Works (Road) Department is responsible for:

- Identifying emergency traffic routes.
- Determining optimal traffic flow and movement priority from residences to highways
- Coordinating transportation services, equipment, and personnel using emergency routes.
- Providing guidance on commuting arrangements for essential workers during the evacuation period.
- Proposing locations of roadblocks and patrols for evacuation movement.
- Providing patrols and safety measures in the evacuated area and for reassignment of personnel during the evacuation period; and
- Supporting the preparation and maintenance of ESF 1 – Transportation, as well as its supporting SOPs and annexes.

See ESF 1 – Transportation for more details.

3.2.3.2 Communications

Alert and Warning

Umatilla County Sheriff's Office is the lead for this function.

Once an emergency has occurred, the following tasks are necessary to ensure that the proper agencies are notified in order to facilitate a quick and coordinated response:

- Disseminate emergency public information as requested.
- Receive and disseminate warning information to the public and key County and City officials.
- Support the preparation and maintenance of ESF 2 – Communications, as well as its supporting SOPs and annexes.

Communication Systems

Umatilla Morrow Radio Data District/Sheriff's Office is the lead for this function.

The following tasks are necessary to ensure that the County maintains reliable and effective communications among responders and local government agencies during an emergency:

- Establish and maintain emergency communications systems.

- Coordinate the use of all public and private communication systems necessary during emergencies.
- Manage and coordinate all emergency communication operated within the EOC, once activated.
- Support the preparation and maintenance of ESF 2 – Communications, as well as its supporting SOPs and annexes.

See ESF 2 – Communications for more details.

3.2.3.3 Public Works

Umatilla County Public Works (Road) Department is the lead for this function.

The Umatilla County Public Works (Road) Department is responsible for the following tasks in an emergency:

- Barricade hazardous areas.
- Prioritize restoration of streets and bridges.
- Protect and restore waste treatment and disposal systems.
- Augment sanitation services.
- Assess damage to streets, bridges, traffic control devices, wastewater treatment system, and other public works facilities.
- Remove debris.
- Assess damage to County-owned facilities.
- Condemn unsafe structures.
- Direct temporary repair of essential facilities.
- Supporting the preparation and maintenance of ESF 3 – Public Works, as well as its supporting SOPs and annexes.

See ESF 3 – Public Works for more details.

3.2.3.4 Firefighting

Regional Fire Defense Board/Local Fire Districts/Departments is the lead for this function.

Fire services agencies are responsible for the following tasks:

- Provide fire inspection, prevention, and suppression, as well as emergency medical aid to prevent loss of life, loss of property, and damage to the environment.
- Inspecting damaged areas for fire hazards.
- Contain hazardous materials spills, clean-up, planning, and coordination.
- Inspect shelters for fire hazards.
- Support the preparation and maintenance of ESF 4 – Firefighting, as well as its supporting SOPs and annexes.

Local Fire Districts and Departments are responsible for maintaining their own emergency response plans and procedures to fulfill these responsibilities.

See ESF 4 – Firefighting for more details.

3.2.3.5 Information and Planning

Emergency Operations Center

Umatilla County Emergency Management is the lead for this function.

The following tasks are necessary for the County to activate and utilize its EOC to support and coordinate response operations during an emergency:

- Direct and control local operating forces.
- Maintain contact with neighboring jurisdictions, and the State ECC, as appropriate.
- Maintain the EOC in an operating mode at all times or be able to convert EOC space into an operating condition.
- Assign representatives (by title) to report to the EOC and develop procedures for crisis training.
- Develop and identify duties of staff, use of displays and message forms, and procedures for EOC activation.

See Chapter 5 – Command and Control and ESF 5 – Information and Planning for more details.

3.2.3.6 Mass Care, Emergency Assistance, Housing, and Human Services

Umatilla County Health Department is the lead for this function.

The Umatilla County Health Department, with support from the American Red Cross and other volunteer organizations, is responsible for ensuring that the mass care needs of the affected population are met, such as sheltering, feeding, providing first aid, and reuniting families. Relevant operations are detailed in ESF 6 – Mass Care and ESF 11 – Agriculture and Animal Protection, of the County EOP; general responsibilities include:

- Maintaining the Community Shelter Plan and Animal Disaster Response Plan.,
- Supervising the shelter management program (stocking, marking, and equipping, etc.) for natural disasters.
- Coordinating support with other City and County departments, relief agencies, and volunteer groups.
- Designating a coordinator/liaison to participate in all phases of the County emergency management program, when necessary or as requested.
- Supporting the preparation and maintenance of ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services, as well as its supporting SOPs and annexes.

See ESF 6 – Mass Care and ESF 11 – Agriculture and Animal Protection for more detail.

3.2.3.7 Logistics Management and Resource Support

Umatilla County Finance Department is the lead for this function.

The following tasks are necessary to identify and acquire resources before and during an emergency:

- Establish procedures for employing temporary personnel for disaster operations.
- Establish and maintain a staffing reserve in cooperation with the Sheriff's Office
- Coordinate deployment of reserve personnel to County departments requiring augmentation.
- Establish emergency purchasing procedures and/or a disaster contingency fund.

- Maintain records of emergency-related expenditures for purchases and personnel.
- Support the preparation and maintenance of ESF 7 – Resource Support, as well as its supporting SOPs and annexes.

See ESF 7 – Logistics Management / Resource Support for more detail.

3.2.3.8 Health and Medical Services

Umatilla County Health Department is the lead for this function.

The Umatilla County Health Department Administrator is responsible for coordinating public health and welfare services required to cope with the control of communicable diseases and non-communicable illness associated with major emergencies, disasters and/or widespread outbreaks caused by bioterrorism, epidemic or pandemic diseases, or novel and highly fatal infectious agents or biological or chemical toxin incidents in urban or rural areas in the County. The Health Department Administrator also serves as the Health Department representative for the County EMO. Relevant operations are included in ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services and ESF 8 – Public Health and Medical Services of the County EOP. General responsibilities include:

- Coordinating with hospitals, clinics, nursing homes/care centers, and mental health organizations, including making provisions for the “special needs” population.
- Coordinating with the Medical Examiner and Funeral Directors to provide identification and disposition of the dead.
- Coordinating mass vaccination chemoprophylaxis.

- Coordinating isolation and/or quarantine of infected persons.
- Coordinating delivery and set-up of the National Pharmaceutical Stockpile Plan.
- Providing emergency counseling for disaster victims and emergency response personnel suffering from mental and emotional disturbances.
- Coordinating Council of Churches and other volunteer agencies.
- Identifying emergency feeding sites (coordinating with American Red Cross and Salvation Army).
- Identifying sources of clothing for disaster victims (may coordinate with the Salvation Army or other disaster relief organization).
- Securing source of emergency food supplies (with American Red Cross and Salvation Army).
- Coordinating operations of shelter facilities operated by the City or County, local volunteers, or organized disaster relief agencies such as the American Red Cross.
- Coordinating special care requirements for sheltered groups such as unaccompanied children and the elderly.
- Designating a coordinator/liaison to participate in all phases of the County emergency management program, when necessary, or as requested.
- Supporting the preparation and maintenance of ESF 8 –Health and Medical, as well as its supporting SOPs and annexes.

See ESF 8 –Health and Medical for more detail.

Emergency Medical Services

Umatilla County Emergency Management /EMS/Private Ambulance Providers is the lead for this sub-function.

Coordinate provision of Emergency Medical Services as outlined in the Ambulance Service Area Plan. Most of the Emergency Medical Service providers in the county are combined Fire/EMS agencies. As such, the following will mostly be ESF 4, Firefighting responsibilities:

- Requesting additional EMS assets as necessary.
- Coordination of patient triage in mass causality events.
- Transport to higher level of care.

See ESF 8 –Health and Medical and ESF 4 Firefighting for more detail.

3.2.3.9 Search and Rescue

Umatilla County Sheriff's Office, Search and Rescue is the lead for this function.

General responsibilities include:

- Coordinating available resources to search for and rescue persons lost out of doors.
- Cooperating with and extending assistance to surrounding jurisdictions on request and as resources allow.
- Establishing and monitoring training standards for certification of Search and Rescue personnel.
- Supporting the preparation and maintenance of ESF 9 – Search and Rescue, as well as its supporting SOPs and annexes.

See ESF 9 – Search and Rescue for more detail.

3.2.3.10 Hazardous Materials Response

Hazardous Materials Response

Regional HazMat Team (Region10)/Fire District or Department is the lead for this function.

Oil and Hazardous Materials responsibilities include:

- Maintaining a well-trained and equipped, multi-jurisdictional Hazardous Materials team and response vehicle.
- Responding to any spill, release, or abandonment of any oil, gasoline, or other petroleum product, any hazardous substance, or radioactive material.
- Serving as a technical resource to the Incident Commander (IC).
- Initiating actions to protect responders and the public.
- Containing the hazardous materials.
- Supporting the preparation and maintenance of ESF 10 – Hazardous Materials, as appropriate.

See ESF 10 – Hazardous Materials for more detail.

Radiological Protection and Response

Regional HazMat Team (Region10)/Fire District or Department is the lead for this function.

For a radiological event, general responsibilities include:

- Establishing and maintaining a radiological monitoring and reporting network.
- Securing initial and refresher training for instructors and monitors.
- Providing input to the statewide monitoring and reporting system.
- Providing Umatilla County officials and department heads with information regarding fallout rates, fallout projections, and allowable doses when under fallout conditions.
- Coordinating radiological monitoring throughout Umatilla County.
- Providing monitoring services and advice at the scene of accidents involving radioactive materials.
- Supporting the preparation and maintenance of ESF 10 – Oil and Hazardous Materials, as well as its supporting SOPs and annexes.

See ESF 10 – Hazardous Materials for more detail.

3.2.3.11 Agriculture and Natural Resources

Umatilla County Health Department/OSU Extension Office/State of Oregon Department of Agriculture is the lead for this function.

General responsibilities include:

- Providing nutrition assistance.
- Responding to animal and plant diseases and pests.
- Ensuring the safety and security of the commercial food supply.
- Protecting natural and cultural resources.
- Providing for the safety and well-being of household pets.
- Assisting in the continued development and maintenance of ESF 11 – Agriculture and Animal Protection.

See ESF 11 – Agriculture and Animal Protection for more detail.

3.2.3.12 Energy and Utilities

Umatilla County Emergency Management/Public and Private Utilities is the lead for this function.

General responsibilities include:

- Working with local energy facilities in restoration of damaged energy utility infrastructure and accompanying systems;
- Coordinate temporary emergency power generation capabilities to support critical facilities until permanent restoration is accomplished. Critical facilities may include primary and alternate EOCs, hospitals/critical care facilities, designated shelters, government offices/facilities, water/sewage systems, and other essential community services.
- Support the preparation and maintenance of ESF 12 – Energy, supporting SOPs and annexes.

See ESF 12 – Energy for more detail.

3.2.3.13 Law Enforcement

Umatilla County's Sheriff's Office is the lead for this function.

County enforcement services are responsible for the following tasks:

- Law enforcement and criminal investigation.
- Traffic, crowd control, and site security.
- Isolation of damaged area.
- Damage reconnaissance and reporting.
- Disaster area evacuation.
- Supporting the preparation and maintenance of ESF 13 – Law Enforcement, as well as its supporting SOPs and annexes.

See ESF 13 – Law Enforcement for more information.

3.2.3.14 Recovery

Umatilla County Economic Development and Tourism, Umatilla County Department of Land Use Planning and Public Works (Road) Department is the lead for this function.

Recovery related responsibilities include:

- Directing emergency recovery in times of disaster by providing leadership in coordinating private and governmental sector emergency recovery efforts.
- Participating with County and State partners to conduct damage assessments., identify and facilitating availability and use of recovery funding;
- Accessing recovery and mitigation grant and insurance programs; conducting outreach, public education, and community involvement in recovery planning.
- Coordinating logistics management and resource support, providing assistance as needed.
- Providing support by locating, purchasing and coordinating delivery of resources necessary during or after an incident in Umatilla County.

See ESF 14 – Business and Industry for more detail.

3.2.3.15 Public Information

Umatilla County Sheriff's Office – Administrative Division is the lead for this function.

The following tasks are necessary to ensure provision of reliable, timely, and effective information/warnings to the public at the onset of, and throughout, a disaster:

- Conduct ongoing hazard awareness and public education programs.
- Compile and prepare emergency information for the public in case of emergency.
- Arrange for media representatives to receive regular briefings on the County's status during extended emergency situations.
- Secure printed and photographic documentation of the disaster situation.
- Handle unscheduled inquiries from the media and the public.
- Be aware of Spanish-only speaking and/or bilingual population centers within the County and prepare training and news releases accordingly.
- Support the preparation and maintenance of ESF 15 – External Affairs, as well as its supporting SOPs and annexes.

See ESF 15 – Public Information for more details.

3.2.3.16 Evacuation and Population Protection

Umatilla County Sheriff's Office, and UCo Health Department is the lead for this function.

The following tasks are necessary to implement and support protective actions by the public and coordinate an evacuation:

- Define responsibilities of County departments and private-sector groups.
- Identify high-hazard areas and corresponding numbers of potential evacuees.
- Coordinate evacuation planning, including:
 - Movement control,
 - Health and medical requirements,
 - Transportation needs,
 - Emergency Public Information materials, and
 - Shelter and reception location.
- Develop procedures for sheltering in place.
- Prepare and maintain supporting SOPs and annexes.

See ESF 6 – Mass Care, for more detail.

3.2.3.17 Damage Assessment

Umatilla County Planning Department / Umatilla County Code Enforcement / Umatilla County Assessment and Taxation Department are the lead for this function.

The following tasks are necessary to compile an accurate assessment of damage caused by a disaster event. Damage assessment related tasks include:

- Establish a damage assessment team from among County departments with assessment capabilities and responsibilities.
- Train and provide damage plotting team members to the EOC.
- Assist in reporting and compiling information on deaths, injuries, and dollar damage to tax-supported facilities and to private property.
- Assist in determining the geographic extent of damaged areas.
- Compile estimates of damage for use by County officials in requesting disaster assistance.
- Evaluate the effect of damage on the County's economic index, tax base, bond ratings, insurance ratings, etc., for use in long-range recovery planning.
- Support the preparation and maintenance of ESF 14 – Long-term Community Recovery, as well as its supporting SOPs and annexes.

See ESF 14 – Business and Industry for more detail.

3.2.3.18 Legal Services

Umatilla County Legal Counsel is the lead for this function.

County Counsel is responsible for the following tasks in the event of an emergency:

- Advise County officials on emergency powers of local government and necessary procedures for invocation of measures to:
 - Implement wage, price, and rent controls;
 - Establish rationing of critical resources;
 - Establish curfews;
 - Restrict or deny access;
 - Specify routes of egress;
 - Limit or restrict use of water or other utilities; and
 - Remove debris from publicly or privately owned property.
- Review and advise County officials on possible liabilities arising from disaster operations, including the exercising of any or all of the above powers.
- Prepare and recommend local legislation to implement the emergency powers required during an emergency.
- Advise County officials and department heads on record keeping requirements and other documentation necessary for exercising emergency powers.
- Thoroughly review and be familiar with current ORS 401 provisions as they apply to County or City government in disaster events.
- Support the preparation and maintenance of the Basic Plan, ESFs, SOPs, and Annexes.

3.2.3.19 Volunteer and Donation Management

Umatilla County Human Resources and Finance Departments

Responding to incidents frequently exceeds the County's resources. Volunteers and donors can support response efforts in many ways, and it is essential that the County plan ahead to effectively incorporate volunteers and donated goods into its response activities. Support Annex C, Mass Commodity Distribution Plan, also provides additional information about volunteer coordination and resources.

3.2.3.20 Other Agency Responsibilities

Other County department and agency heads not assigned a specific function in this plan will be prepared to make their resources (including personnel) available for emergency duty at the direction of the County Emergency Manager.

3.3 Local and Regional Response Partners

The County's emergency organization is supported by a number of outside organizations, including the incorporated cities, service organizations, and the private sector. A list of supporting local and regional agencies can be found in the individual ESF Annexes to this EOP, as well as Appendix E Agency/ Organization-to-ESF Cross-Reference Matrix.

3.3.1 Private Sector

Private-sector organizations play a key role before, during, and after an incident. First, they must provide for the welfare and protection of their employees in the workplace. In addition, County Emergency Services must work seamlessly with businesses that provide water, power, communication networks, transportation, medical care, security, and numerous other services upon which both response and recovery are particularly dependent. Essential private-sector responsibilities include:

- Planning for the protection of employees, infrastructure, and facilities.
- Planning for the protection of information and the continuity of business operations.
- Planning for responding to, and recovering from, incidents that impact their own infrastructure and facilities.
- Collaborating with emergency management personnel before an incident occurs to ascertain what assistance may be necessary and how the private-sector entities can help.
- Developing and exercising emergency plans before an incident occurs.
- Where appropriate, establishing mutual aid and assistance agreements to provide specific response capabilities.
- Provide assistance (including volunteers) to support local emergency management and public awareness during response and throughout the recovery process.

3.3.2 Nongovernmental Organizations

Nongovernmental Organizations (NGOs) play enormously important roles before, during, and after an incident. In the County, NGOs such as the American Red Cross provide sheltering, emergency food supplies, counseling services, and other vital support services to support response and promote the recovery of disaster victims. NGOs collaborate with responders, governments at all levels, and other agencies and organizations.

The roles of NGOs in an emergency may include:

- Training and managing volunteer resources.
- Identifying shelter locations and need supplies.
- Providing critical emergency services to those in need, such as cleaning supplies, clothing, food and shelter, and assistance with post-emergency cleanup.
- Identifying those whose needs have not been met and helping coordinate the provision of assistance.

3.3.3 Individuals and Households

Although not formally a part of the County's emergency operations, individuals and households play an important role in the overall emergency management strategy. Community members can contribute by:

- Reducing hazards in their homes.
- Preparing emergency supply kits and household emergency plans.
- Monitoring emergency communications carefully.
- Volunteering with established organizations.
- Enrolling in emergency response training courses.

3.4 Umatilla County Response Partners

The Umatilla County Emergency Manager has been appointed under the authority of the BOC. The Emergency Manager is responsible for developing a Countywide emergency management program that, through cooperative planning efforts with the incorporated communities of the County, will provide a coordinated response to a major emergency or disaster.

3.5 State Response Partners

Under the provisions of ORS 401, the Governor has broad responsibilities for the direction and control of all emergency activities in a State-Declared Emergency. The administrator of OEM is delegated authority to coordinate all activities and organizations for emergency management within the State and to coordinate in emergency matters with other states and the Federal government. Under the direction and control of department heads, agencies of State government represent the State emergency operations organization.

Responsibility for conducting emergency support functions is assigned by the Governor to the department best suited to carry out each function applicable to the emergency situation. Some State agencies may call upon their Federal counterparts to provide additional support and resources, following established procedures and policies for each agency.

3.6 Federal Response Partners

Federal response partners are typically requested by OEM in the event that State resources become limited or specialized services are needed. In most instances, Federal resources become available following a formal declaration of emergency by the Governor. Thus, procedures and policies for allocating and coordinating resources at the Federal level follow the Oregon EMP and, if necessary, the NRF.

3.7 Response Matrix

Table 3-1 provides a matrix, by ESF, of the local, State, and Federal primary organizations that the County may rely on in the event of an emergency.

Table 3-1 Response Partners by ESF

ESF	Scope (Federal)	Primary County or Regional Agency	Primary State of Oregon Agency	Primary Federal Agency
<p>ESF 1 Transportation</p>	<p>Aviation/airspace management and control Transportation safety Restoration and recovery of transportation infrastructure Movement restrictions Damage and impact assessment</p>	<p>Umatilla County Public Works (Road) Department</p>	<p>Department of Transportation</p>	<p>Department of Transportation</p>

Basic Plan

Section 3 – Roles and Responsibilities

ESF	Scope (Federal)	Primary County or Regional Agency	Primary State of Oregon Agency	Primary Federal Agency
ESF 2 Communications	<p>Coordination with telecommunications and information technology industries</p> <p>Restoration and repair of telecommunications infrastructure</p> <p>Protection, restoration, and sustainment of national cyber and information technology resources</p> <p>Oversight of communications within the Federal incident management and response structure</p>	<p>Sheriff's Office 911 Communications Division / Umatilla-Morrow Radio Data District</p>	<p>Oregon Emergency Management</p>	<p>Department of Homeland Security (National Communications System)</p>
ESF 3 Public Works	<p>Infrastructure protection and emergency repair</p> <p>Infrastructure restoration</p> <p>Engineering services and construction management</p> <p>Emergency contracting support for life-saving and life-sustaining services</p>	<p>Umatilla County Public Works (Road) Department</p>	<p>Department of Transportation</p>	<p>Department of Defense (U.S. Army Corps of Engineers)/Department of Homeland Security (FEMA)</p>
ESF 4 Firefighting	<p>Coordination of Federal firefighting activities</p> <p>Support to wildland, rural, and urban firefighting operations</p>	<p>Fire Defense Board/Fire District or Department</p>	<p>Department of Forestry/Office of the State Fire Marshal</p>	<p>Department of Agriculture (U.S. Forest Service)</p>
ESF 5 Information and Planning	<p>Coordination of incident management and response efforts</p> <p>Issuance of mission assignments</p> <p>Resource and human capital</p> <p>Incident action planning</p> <p>Financial management</p>	<p>Umatilla County Emergency Management</p>	<p>Oregon Emergency Management</p>	<p>Department of Homeland Security (FEMA)</p>
ESF 6 Mass Care	<p>Mass care</p> <p>Emergency assistance</p> <p>Disaster housing</p> <p>Human services</p>	<p>Umatilla County Health Department/American Red Cross</p>	<p>Department of Human Services</p>	<p>Department of Homeland Security (FEMA)</p>
ESF 7 Logistics Management & Resource Support	<p>Comprehensive, national incident logistics planning, management, and sustainment capability</p> <p>Resource support (facility space, office equipment and supplies, contracting services, etc.)</p>	<p>Umatilla County Finance Department</p>	<p>Oregon Emergency Management</p>	<p>General Services Administration/Department of Homeland Security (FEMA)</p>
ESF 8 Health and Medical	<p>Public health</p> <p>Medical</p> <p>Mental health services</p> <p>Mass fatality management</p>	<p>Umatilla County Health Department</p>	<p>Department of Human Services, Public Health Division</p>	<p>Department of Health and Human Services</p>
ESF 9 Search and Rescue	<p>Life-saving assistance</p> <p>Search and rescue operations</p>	<p>Umatilla County Sheriff's Office</p>	<p>Oregon Emergency Management</p>	<p>Department of Defense/Department of Homeland Security/ Department of Interior</p>

Basic Plan

Section 3 – Roles and Responsibilities

ESF	Scope (Federal)	Primary County or Regional Agency	Primary State of Oregon Agency	Primary Federal Agency
ESF 10 Hazardous Materials	Oil and hazardous materials (chemical, biological, radiological, etc.) response Environment short- and long-term cleanup	Regional HazMat Team (Region 10)/Fire District or Department	Department of Environmental Quality/Office of the State Fire Marshal	Environmental Protection Agency/Department of Homeland Security (U.S. Coast Guard)
ESF 11 Agriculture and Animal Protection	Nutrition assistance Animal and plant disease and pest response Food safety and security Natural and cultural resources and historic properties protection Safety and well-being of household pets	Umatilla County Health Department/OSU Extension Service	Department of Agriculture	Department of Agriculture/Department of Interior
ESF 12 Energy	Energy infrastructure assessment, repair, and restoration Energy industry utilities coordination Energy forecast	Umatilla County Emergency Management/Public and Private Utilities	Department of Administrative Services/Department of Energy/Public Utility Commission	Department of Energy
ESF 13 Law Enforcement	Facility and resource security Security planning and technical resource assistance Public safety and security support Support to access, traffic, and crowd control	Umatilla County Sheriff's Office	Department of Justice/ Oregon State Police	Department of Justice
ESF 14 Business and Industry	Social and economic community impact assessment Long-term community recovery assistance to States, tribes, local governments, and the private sector Analysis and review of mitigation program implementation	Umatilla County Economic Development and Tourism, Umatilla County Department of Land Use Planning and Public Works (Road) Department	Oregon Emergency Management	Department of Homeland Security (FEMA) /Housing and Urban Development/Small Business Administration
ESF 15 Public Information	Emergency public information and protective action guidance Media and community relations Congressional and international affairs Tribal and insular affairs	Umatilla County Emergency Management	Oregon Emergency Management	Department of Homeland Security (FEMA)

ESF	Scope (Federal)	Primary County or Regional Agency	Primary State of Oregon Agency	Primary Federal Agency
<p>ESF 16 Volunteers and Donations</p>	<p>Coordinate the identification and vetting of volunteer resources. Match volunteer resources and donations with the unmet needs of impacted communities. Maintain a county donations management system to ensure the effective utilization of donated cash, goods, and services. Provide guidance to personnel coordinating the management of undesignated cash donations, unsolicited goods, and emergent volunteers. Coordinate with the ORVOAD (Oregon Voluntary Organizations Active in Disaster) and the supporting disaster relief network</p>	<p>Umatilla County Human Resources / Umatilla County Finance Department</p>	<p>Oregon Emergency Management</p>	<p>Department of Homeland Security</p>
<p>ESF 17 Cyber and Infrastructure Security</p>	<p>Ensures appropriate coordination and inclusion of necessary county, state, federal, and local agencies and private industry, in order to minimize the impact of a cybersecurity incident. Significant cybersecurity incidents may occur independently or in conjunction with disaster emergency operations and potentially could impact public health, safety, or critical infrastructure.</p>	<p>Umatilla County Administrative Services Department</p>	<p>Oregon Emergency Management</p>	<p>Department of Homeland Security</p>
<p>ESF 18 Military Support</p>	<p>Coordinate, and control Oregon National Guard (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. Coordinate with the active federal military to ensure mutual support during federal disaster relief operations.</p>	<p>Umatilla County Emergency Management</p>	<p>Oregon Military Department</p>	<p>Department of Defense</p>

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4 Concept of Operations

In the event of a disaster or local emergency, the primary responsibility for responding to, recovering from, and mitigating against the effects of disaster rests with the local government. State and/or Federal assistance will be provided only when the effects of the emergency extend beyond the capability of local resources to mitigate effectively.

If an incident occurs within the boundary of any city within Umatilla County, that city will have direction and control of all emergency management operations, except in case of inability to function or upon request for assistance, at which time Umatilla County may assume coordinating and directional responsibility. Any city within Umatilla County may request special assistance from the County Emergency Management office while still retaining direction and control.

4.1 General

Primary roles in initial emergency response will be played by first responders such as fire and police departments and may involve hospitals, local health departments, Regional Hazardous Materials Teams, and Oregon Department of Forestry Incident Management Teams as well. Typically, as the emergency situation evolves and the immediate response subsides, a transition period will occur during which emergency responders will hand responsibility for active coordination of the response to agencies or organizations involved with recovery operations. In all emergency situations and circumstances, saving and protecting human lives receive priority.

The basic concept of emergency operations centers on managing and using all available resources in the County for effectively responding to all types of emergencies. Local government has the primary responsibility for emergency management functions and for protecting life and property from the effects of hazardous events. This EOP should be used when County municipalities or emergency response agencies are reaching or have exceeded their abilities to respond to an emergency incident.

When emergency situations arise, and it is determined that the normal organization and functions of County government are insufficient to effectively meet response activities' needs, the Emergency Manager, in collaboration with the BOC, will activate and implement all or part of this plan. In addition, the BOC or Emergency Manager may partially or fully activate and staff the County EOC, based on an emergency's type, size, severity, and duration.

Responsibilities include management and coordination of large-scale events, as well as identifying and obtaining additional assistance and resources for emergency response agencies from the State and/or Federal government through County Emergency Management.

All involved County emergency services will implement individual EOPs, SOPs, and supporting processes for the County's emergency operations. These include providing the County EMO with the following information throughout an incident's duration:

- Operational status.
- Readiness and availability of essential resources.
- Changing conditions and status of resources (personnel, equipment, facilities, supplies, etc.).
- Significant concerns and issues dealing with potential or actual loss of life or property.

4.2 Initial Notification (Warning of Officials)

First Responder agencies such as Police, Fire, and EMS, will receive notification of an incident from the IC. The determination to send a warning message will be made by considering several factors, including the following:

- Scope of the event requiring Police, EMS, or Fire support.
- Location of the event, or multiple jurisdictions.
- Type of event, such as a structure fire, hostage situation, chemical spill, or WMD incident.

Two types of messages may require dissemination: Alert and Warning. An Alert is defined as a call process that identifies a possible situation requiring first responders, local government officials, and emergency management staff to assume a state of readiness. A warning is defined as a call process that identifies an impending or occurring situation requiring first responders, local government officials, and emergency management staff to assume a state of readiness. Initially, the warning may be issued only to the area first affected by the emergency situation. If the situation worsens, crosses multiple municipal boundaries, or reaches the stage where County support and coordination are required, then the Umatilla County EOC will be involved.

The warning notice consists of two (2) time intervals, each requiring varying emergency actions: the warning period and the response period. The warning period provides for receipt and immediate dissemination of warning messages. It enables authorities to take necessary steps to protect communications system facilities and equipment from injury or damage from potential hazards. During the response period, officials take immediate actions necessary to bring the communications systems to full operational status. Authorities will coordinate the receipt, transmission, and dissemination of all EOC emergency reports and messages processed through the EOC message center.

If it is determined that the event will require coordination of several agencies within the County and that these agencies will need adequate communications, the Umatilla County EOC Communications Coordinator will request assistance from the agencies involved for personnel to operate the various radio systems, work the message center, answer telephones, and run messages requesting needed communications equipment and technical assistance in bringing the communications center to operational status.

Umatilla County is responsible for maintaining a warning capability to include a National Warning System (NAWAS) telephone, located in the County's Dispatch Center; County radio net; teletype; mutual aid radio frequency; and other telephones.

Upon receipt of an alert or warning, the Dispatcher at the dispatch center will verify the information before disseminating it to other agencies. The dispatcher will record the source of the warning or alert. The dispatcher will disseminate the warning information to the appropriate agency via telephone, radio, or electronic means.

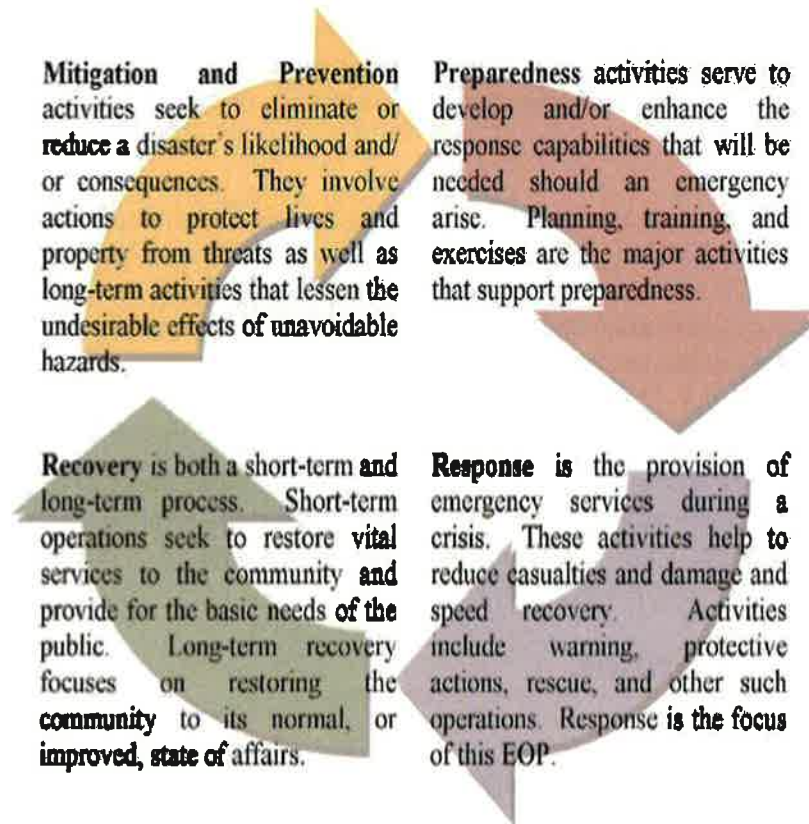
Each affected agency(s) is responsible for calling its own response personnel.

Notifications will be appropriate to the anticipated event. If an event is only expected to occur in an isolated area of the County, then notification should be issued first for that location, with subsequent notifications to any other areas that may be affected.

4.3 Phases of Emergency Management

This plan adheres to the emergency management principle of all-hazards planning, which is predicated on the fact that most responsibilities and functions performed during an emergency are not hazard-specific. It should be noted that this is an Emergency Operations Plan rather than a Comprehensive Emergency Management Plan, as its emphasis is on incident management rather than on program management. That said, this EOP impacts and is informed by activities conducted before and after any emergency operations take place. A brief description of the four phases of emergency management is provided below.

Figure 4-1 Phases of Emergency Management



Additionally, this plan is implemented within the context of a continuous stream of incidents, events, and occurrences, any of which may develop into an emergency. Constant situational awareness is essential to maintaining a forward-leaning posture that facilitates rapid response. Situational awareness refers to the ongoing process of collecting, analyzing, and disseminating intelligence, information, and knowledge to allow organizations and individuals to anticipate requirements and to react quickly and

effectively. Situational awareness comprises an interactive process of sharing and evaluating information from multiple sources, integrating communications and reporting activities, and activities to forecast or predict incidents to detect and monitor threats and hazards. These activities are the basis for advice, alert and warning, intelligence and information-sharing, technical assistance, consultations, notifications, and informed decision making at all interagency and intergovernmental levels, as well as on the part of the private sector and the public.

4.4 Incident Levels

Incident levels assist response agencies in recognizing the degree of intensity and potential impact of a particular situation. Emergency situations will not always fit neatly into these levels, and any incident has the potential to intensify and expand. Special circumstances or external pressures may warrant outside assistance for relatively minor incidents.

4.4.1 Level 1

Level 1 situations are often referred to as “routine” crisis management or emergency situations that can be handled using resources available at the incident location. For these situations, it may not be necessary to implement an emergency plan. Outside assistance is usually not required.

4.4.2 Level 2

Level 2 situations are characterized by a need for response assistance from outside agencies (specialized equipment or personnel, insufficient, or inadequate on-site resources, etc.). Requests for assistance related to Level 2 situations often take the form of a 911 call for police, fire, or medical assistance. Examples include hazardous materials spills and traffic incidents with multiple injuries. The IC may activate selected portions of the County EOP.

4.4.3 Level 3

Level 3 situations are major incidents that require application of a broad range of community resources to save lives and protect property. Examples of such situations include an airliner crash in a populated area, a major earthquake, etc. Emergency plans should be implemented, and the EOC will be activated to coordinate response and recovery activities.

4.5 Response Priorities

1. Lifesaving/Protection of Property:

This is a focus on efforts to save lives of persons other than City employees and their dependents. It may include prevention or mitigation of major property damage if results of such damage would likely present an immediate danger to human life.

2. Incident Stabilization:

This is a focus on protection of mobile response resources, isolation of the impacted area, and of the incident, if possible.

3. Property Conservation:

This is a focus on the protection of public facilities essential to life safety/emergency response, protection of the environment whenever public safety is threatened, and protection of private property.

4.6 Incident Management

4.6.1 Activation

When an emergency situation arises and it is determined that the normal organization and functions of County government are insufficient to effectively meet response requirements, the Emergency Manager (or designee) will activate and implement all or part of this EOP. In addition, the Emergency Manager will partially or fully activate and staff the County EOC based on an emergency's type, size, severity, and anticipated duration.

4.6.2 Initial Actions

Upon activation of all or part of this EOP, the Emergency Manager (or designee) will implement the following actions immediately:

- Alert threatened populations and initiate evacuation as necessary. *See Annex ESF 2 – Communications for more details.*
- Initiate emergency sheltering procedures with the American Red Cross and other community partners if evacuation procedures are activated. *See Annex ESF 6 – Mass Care, Emergency Services, Housing, and Human Services for more detailed information and specific procedures associated with sheltering, mass care, and related human services.*
- Instruct appropriate County emergency services to activate necessary resources.
- Assign radio frequencies and communications equipment, implement a communications plan, and confirm interoperability among EOC staff and response agencies. *See Annex ESF 2 – Communications for more detailed information and specific procedures.*
- When local resources will not meet the needs of local and County emergency operations, request the BOC to prepare and submit a formal declaration of emergency to OEM. The official declaration may be preceded by a verbal statement.
- Prepare to staff the County EOC as appropriate for the incident with maximum 12-hour shifts.

4.6.3 Communications, Notification and Warning

Traditional communication lines, such as landline telephones, cellular phones, faxes, pagers, internet/e-mail, and radio, will be used by County response personnel throughout the duration of response activities. *See ESF 2 – Communications for more details.*

A public warning and broadcast system (Emergency Alert System (EAS)) is established for the County to provide emergency information and instructions during a pending or actual emergency incident or disaster. The Emergency Manager shall provide the public with educational/instructional materials and presentations on subjects regarding safety practices and survival tactics for the first 72 hours of a disaster. ESF 2 provides detailed information on how these systems are accessed, managed, and operated throughout an emergency's duration. Emergency notification procedures are established among the response community, and call-down lists are updated and maintained through each

individual agency. External partners can be activated and coordinated through the County EOC or through the Multi-Agency Coordination System (MACS).

4.6.4 Direction and Control

Direction and control of County emergency operations will be conducted via ICS and the MACS, as described in Section 5, Command and Control.

The County EMO is responsible for maintaining the readiness of the EOC and identifying and training support staff. County departments will be requested to designate personnel who can be made available to be trained by County Emergency Management and to work in the EOC during a major disaster. Other departments may be requested to provide assistance in a major emergency.

The ultimate responsibility for emergency management in Umatilla County lies with the BOC. However, there are several other highly-developed emergency management organizations within the County. Besides the county itself, the Confederated Tribes of the Umatilla Indian Reservation (CTUIR), the Umatilla National Forest, Oregon State Department of Forestry, and cities within the County all have well-developed emergency management plans and programs for their areas of jurisdiction. These organizations will exercise full authority over emergency operations when the emergency situation exists entirely within the boundaries of their jurisdictions. Major emergencies in any other part of the County will be managed by County-level emergency operations.

4.6.5 Demobilization

As the emergency situation progresses and the immediate response subsides, a transition period will occur during which emergency responders will hand responsibility for active coordination of the response to agencies or organizations involved with short- and long-term recovery operations.

4.6.6 Transition to Recovery

The recovery process encompasses steps the County will take after an emergency to restore government function and community services to levels existing prior to the emergency. Recovery is both a short- and long-term process. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public, such as bringing necessary lifeline systems (e.g., power, communication, water and sewage, disposal of solid and hazardous wastes, or removal of debris) to an acceptable standard while providing for basic human needs (e.g., food, clothing, and shelter). Once stability is achieved, the County can concentrate on long-term recovery efforts, which focus on restoring the community to a normal or improved state of affairs. The recovery period is also an opportune time to institute mitigation measures, particularly those related to the recent emergency. This is also the phase for reassessing the applications, processes, and functions of all annexes of this disaster plan for deficiencies. Restoration to upgrade damaged areas is possible if it can be shown that extra repairs will mitigate or lessen the chances of, or damages caused by, similar disasters in the future.

See ESF-14 - Long-Term Community Recovery for more details.

4.7 Inter-jurisdictional Coordination

4.7.1 Municipalities

The Chief Executive(s) of the incorporated cities within the County are responsible for the direction and control of their local resources during emergencies, including requesting additional resources not covered under mutual aid for emergency operations. Such requests will be directed to the County EMO. Should the County be unable to support the request, a County Declaration of Emergency will be forwarded to the State.

Under the provisions of ORS 401.305, each city may establish an emergency management agency and appoint an emergency program manager. Cities that do so shall notify the County of the individual responsible for emergency management activities in their respective jurisdictions. Any city choosing not to establish an emergency management agency may develop a cooperative intergovernmental agreement with the County, specifying the emergency management activities to be accomplished at each level. If a City takes no action to increase its emergency management capability, it will be covered under County planning, and County response resources will be deployed under the direction of the County, should emergency conditions arise that threaten that city's residents.

4.7.2 Mutual Aid

State law (ORS 402.010 and 402.015) authorizes the County to enter into Cooperative Assistance Agreements with public and private agencies in accordance with their needs. Personnel, supplies, and services may be used by a requesting agency if the granting agency cooperates and extends such services.

State law (ORS 402.210) authorizes the creation of an intrastate mutual assistance compact among local governments within the State. The compact streamlines the process by which a local government requests assistance and temporarily acquires resources.

4.7.3 Special Service Districts

These districts provide services such as fire protection and water delivery systems that are not available from City or County government. Each is governed by an elected Board of Directors and has policies separate from City and County government. They often overlap City and County boundary lines and thus may serve as primary responders to emergencies within their service districts.

4.7.4 Private Sector

Disaster response by local government agencies may be augmented by business, industry, and volunteer organizations. The Emergency Manager (or designee) will coordinate response efforts with the private sector, including providing assistance as appropriate. Schools, hospitals, assisted living facilities, and other institutional facilities are required by Federal, State, or local regulations to have disaster plans.

The Emergency Manager will work with voluntary organizations to provide certain services in emergency situations, typically through previously established agreements. In the preparedness context, essential training programs will be coordinated by the sponsoring agencies of such organizations as the American Red Cross, Salvation Army, faith-based groups, amateur radio clubs, and Community Emergency Response Teams. Finally, the Emergency Manager shall provide the public

with educational and instructional materials and presentations on subjects regarding safety practices and survival tactics for the first 72 hours of a disaster with emphasis of 2 weeks preparedness.

4.7.5 State Government

The State emergency organization, as defined in the State of Oregon EMP, can be activated through the Oregon Military Department, OEM. This department provides a duty officer at all times. The State provides direct State agency support to the local level and serves as a channel for obtaining resources from within and outside the State structure, including the assistance provided by Federal agencies. Local resources (personnel, equipment, funds, etc.) should be exhausted or projected to be exhausted before a county requests State assistance.

4.7.6 Federal Government

The County shall issue requests for Federal disaster assistance to OEM. Federal resources may be requested and provided prior to the formal declaration of a disaster in emergency response situations. A Presidential Disaster Declaration makes available extensive disaster response and recovery assistance, including financial support to governments, businesses, and individual citizens.

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5 Command and Control

5.1 General

The Emergency Manager for Umatilla County is responsible for ensuring that coordinated and effective emergency response systems are developed and maintained. Existing agencies of government will perform emergency activities closely related to those they perform routinely. Specific positions and agencies are responsible for fulfilling their obligations as presented in the Basic Plan and its annexes. As the EOC Manager, the Emergency Manager will provide overall direction of response activities of all County departments. Department heads will retain control over their employees and equipment unless directed otherwise by the Emergency Manager. Each agency will be responsible for having its own SOPs to be followed during response operations.

Outside assistance, whether from other political jurisdictions or from organized volunteer groups, will be requested and used only as an adjunct to existing County services, and then only when the situation threatens to expand beyond the County's response capabilities.

5.2 Emergency Operations Center

Response activities will be coordinated from an EOC, which will be activated upon notification of a possible or actual emergency. During large-scale emergencies the EOC will become the seat of government for the duration of the crisis. The EOC will serve as a MACS, as described in Section 5.4 of this Basic Plan.

See ESF 5 – Emergency Management for more details.

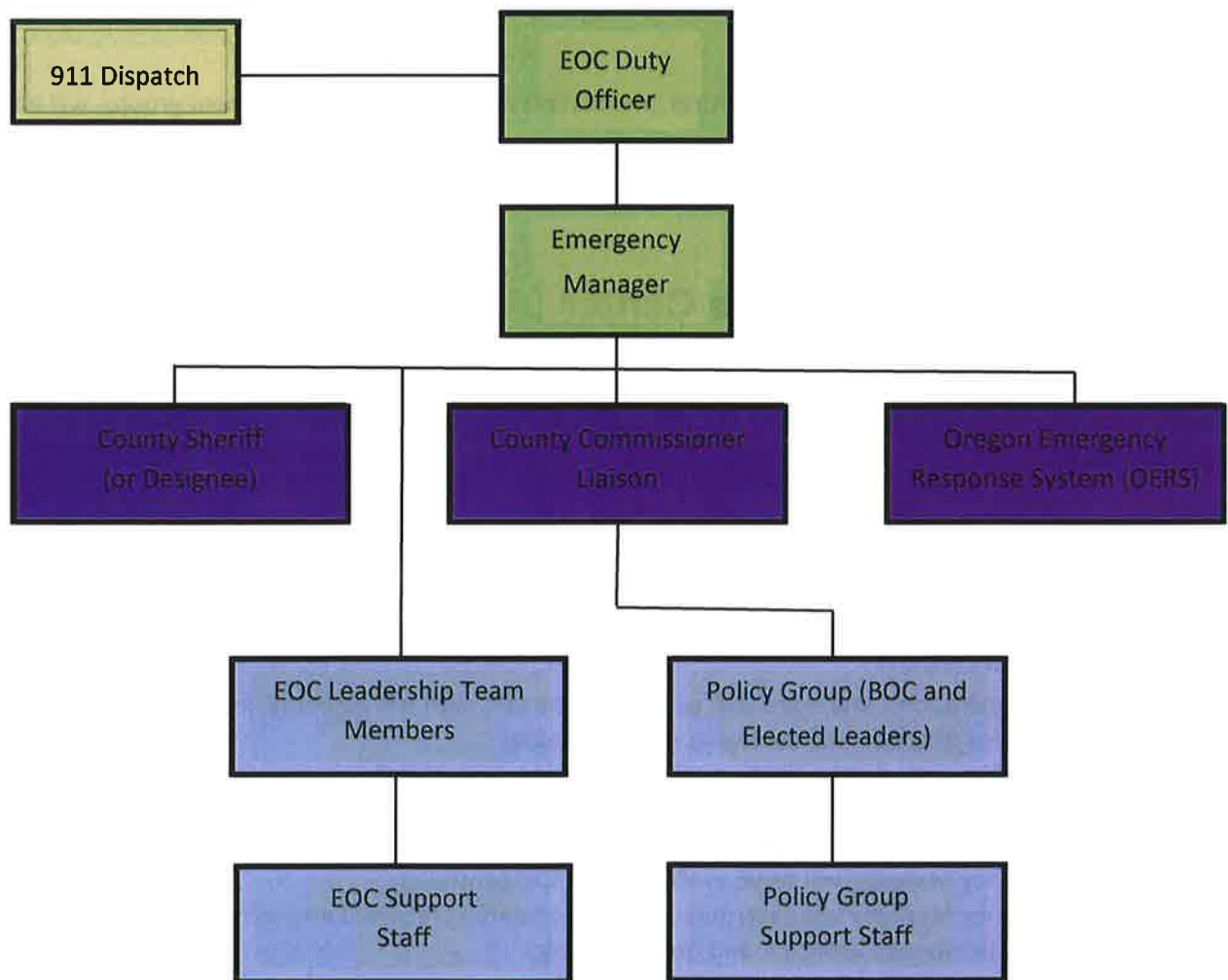
5.2.1 EOC Activation

During emergency operations, and upon EOC activation, the EOC staff will assemble as outlined in EOC SOPs and exercise direction and control as outlined below.

- The EOC will be activated by the Emergency Manager, or designee.
- The Emergency Manager will assume responsibility for all operational coordination and direction and control of EOC support functions.
- The Emergency Manager will serve as the overall EOC controller.
- The Emergency Manager will determine the level of staffing required and will alert the appropriate personnel, agencies, and organizations;
- Emergency operations will be conducted by County departments, augmented as required by trained reserves, volunteer groups, and forces supplied through MAAs. State and Federal support will be requested if the situation dictates.

- Communications equipment in the EOC will be used to receive information, disseminate instructions, and coordinate emergency operations.
- The Emergency Manager (or Duty Officer) may establish (or liaison with) an on-scene command post at the scene to maintain close contact and coordination with the EOC.
- Department heads and organization leaders are responsible for emergency functions assigned to their activities, as outlined in their appropriate annexes
- The EOC during activation, will normally operate on a 24-hour basis, rotating on 12-hour shifts, or as determined necessary by the EOC controller.
- The Emergency Manager will immediately notify the State Emergency Management office upon activation. Periodic updates will be made as the situation requires.

Figure 5-1 Emergency Call Down Process



5.2.2 Emergency Operations Center Location

The primary location for the Umatilla County EOC is:

Umatilla County Justice Center
4700 NW Pioneer Place
Pendleton, Oregon 97801

If necessary, the alternate location for the County EOC is:

Eastern Oregon Trade and Event Center (EOTEC)
1705 E Airport Road,
Hermiston, Oregon 97801

To avoid jeopardizing operations, care must be taken to locate the EOC away from dangers associated with the event.

5.3 Incident Command System

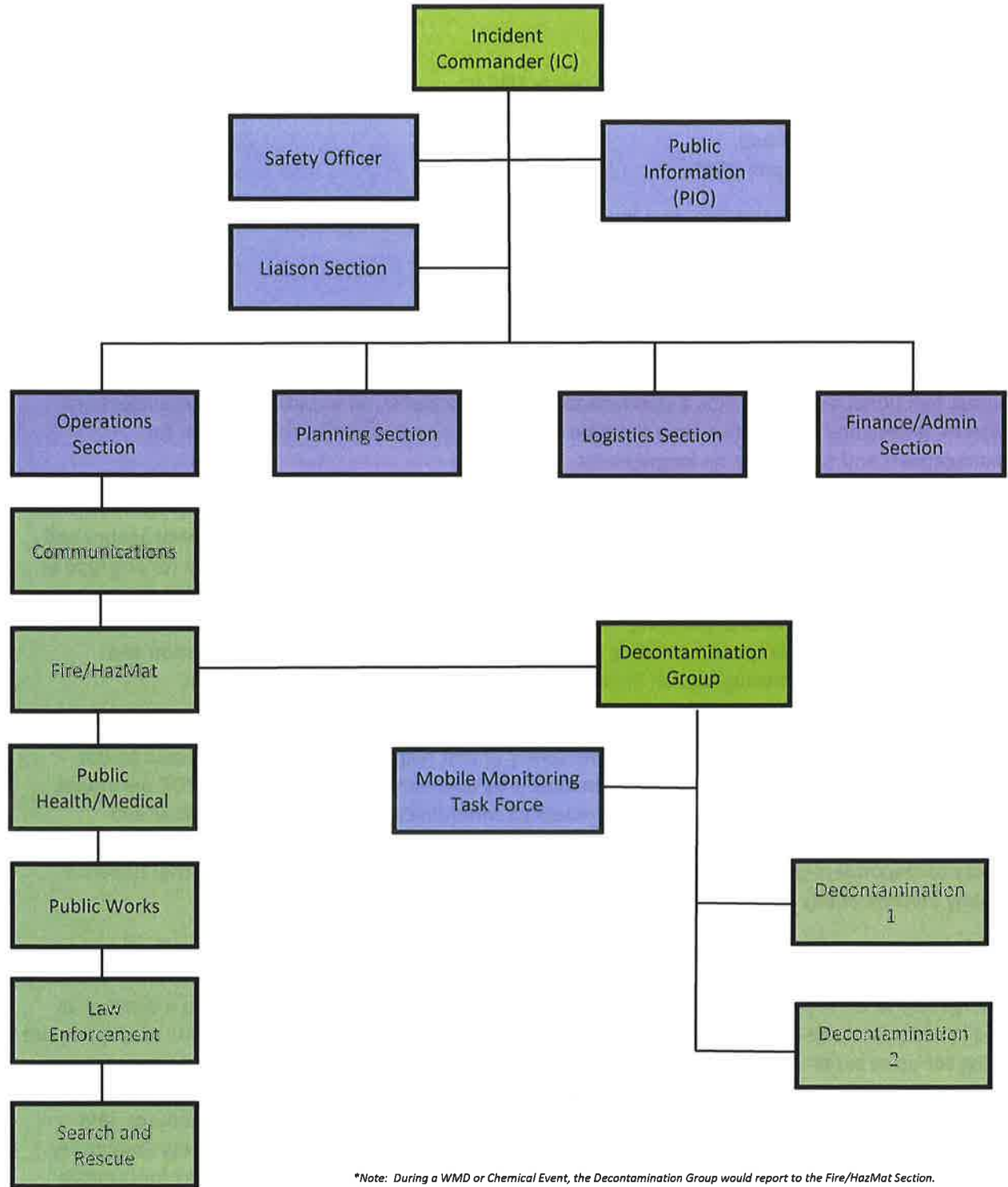
In Oregon, implementation of NIMS and ICS is mandatory during an emergency incident. The NIMS is a comprehensive, national approach to incident management applicable to all jurisdictional levels and across functional disciplines. ICS, a standardized, flexible, scalable, all-hazard incident management system, is designed to be active from the time an incident occurs until the requirement for management and operations no longer exists.

The ICS structure can be expanded or contracted, depending on the incident's changing conditions. ICS positions can be staffed and operated by qualified personnel from any emergency service agency and may involve personnel from a variety of disciplines. As such, the system can be utilized for any type or size of emergency, ranging from a minor incident involving a single unit to a major emergency involving several agencies and spanning numerous jurisdictions. ICS allows agencies to communicate using common terminology and operating procedures and allow for effective coordination and allocation of resources throughout an incident's duration.

Plain language will be used during a multi-jurisdictional emergency response occurring in the County and is essential to public safety, especially the safety of first responders and those affected by the incident. The use of common terminology enables area commanders, State and local EOC personnel, Federal operational coordinators, and responders to communicate clearly with each other and effectively coordinate response activities, regardless of an incident's size, scope, or complexity. The ability of responders from different jurisdictions and different disciplines to work together depends greatly on their ability to communicate with each other.

The ICS organization is built around an IC and the command and general staff positions. The four primary general staff positions are Operations, Logistics, Planning, and Finance; these apply in a routine emergency, when organizing for a major event, or when managing a major response to a disaster. In small incidents, these general staff positions may be managed by the IC. Larger incidents usually require being set up as separate sections within the ICS organization, with each section overseen by a general staff member (commonly referred to as a "Section Chief") who reports directly to the IC. The County EOC has established a command structure, supporting activation and operational procedures, and position checklists compliant with NIMS/ICS. This information is available through County Emergency Management and is located at the EOC in hardcopy format. The ICS organizational chart for Umatilla County is included in Figure 5-2.

Figure 5-2 Example of an ICS for the County



**Note: During a WMD or Chemical Event, the Decontamination Group would report to the Fire/HazMat Section.*

In certain instances, more than one ICS position may be managed by a single staff person due to limited personnel and resources available in the County. Thus, it is imperative that all primary and alternate EOC staff be trained on ICS functions other than those in their areas of expertise. Regularly exercising ICS, including sub-functions and liaison roles with volunteers and other support staff, will improve overall EOC operation efficiency and add depth to existing County emergency management and response organizations.

See ESF 5 for more detailed information on the County's EMO command structure.

5.3.2 Policy and Operations Groups

5.3.2.1 Policy/Coordination Group

The ultimate authority for emergency management in Umatilla County is the Chairperson of the County BOC, who heads the Policy/Coordination Group. The Policy/Coordination group exercises broad control over emergency operations, gives guidance on matters of basic policy, and provides official information and instructions to the public. The group also analyzes all available information on the situation, develops and refines a joint response and recovery strategy, plans the deployment of field units to ensure the availability of appropriate force to deal with the situation at particular locations, and ensures that the operating forces of various agencies work together in a mutually supportive way.

The Policy/Coordination Group may/should include the following parties:

- The BOC.
- Sheriff.
- County Counsel.
- PIO.
- Mayors, City Managers, and/or Council Representatives of Municipalities.
- CTUIR Representative.
- Emergency Manager.
- District Fire Chief.
- Public Works Director.
- Public Health Administrator.
- Mental Health Director.
- County Budget Officer.
- Education Service District Superintendent.
- American Red Cross Representative.
- Liaison Representative of other local, State, and Federal agencies, as needed.

5.3.2.2 Operations Group

The Operations Group implements the strategy and plans of the Policy/Coordination Group. It communicates with field forces and keeps a record of their status; it issues instructions to particular units and keeps track of their progress in carrying out the instructions. The Operation Group members are operations personnel at the various departments and agencies involved. The Emergency Manager (or designee) acts as the County ICS Liaison Officer to provide coordination among all involved entities.

5.3.3 Command Staff

5.3.3.1 Incident Commander

The IC is responsible for the operations of the EOC when it is activated and has overall responsibility for accomplishing the EOC mission. In general, the EOC Controller is responsible for:

- Approving and supporting implementation of an Incident Action Plan (IAP).
- Coordinating activities supporting the incident or event.
- Approving release of information through the PIO.
- Performing the duties of the following command staff if no one is assigned to the position:
 - Safety Officer,
 - PIO, and
 - Liaison Officer.

5.3.3.2 Safety Officer

The Safety Officer is generally responsible for:

- Identifying initial hazards, determining personal protective equipment requirements, and defining decontamination areas.
- Implementing site control measures.
- Monitoring and assessing the health and safety of response personnel and support staff (including EOC staff).
- Preparing and implementing a site Health and Safety Plan and updating the IC on safety issues or concerns as necessary.
- Exercising emergency authority to prevent or stop unsafe acts.

5.3.3.3 Public Information Officer

A lead PIO will most likely coordinate and manage a larger public information network representing local, County, regional, and State agencies; tribal entities; political officials; and other emergency management stakeholders. The PIO's duties include:

- Developing and coordinating release of information to incident personnel, media, and the general public.
- Coordinating information sharing among the public information network through the use of a Joint Information System and, if applicable, establishing and staffing a Joint Information Center (JIC).
- Implementing information clearance processes with the IC.
- Conducting and/or managing media briefings and implementing media-monitoring activities.

5.3.3.4 Liaison Officer

Specific liaison roles may be incorporated into the command structure established at the City and/or County EOC, depending on the type of emergency incident that has occurred. Liaisons represent entities and organizations such as hospitals, school districts, tribes, public works/utility companies, and volunteer services such as the American Red Cross. The following responsibilities are typically included in a liaison role:

- Serve as the contact point for local government officials, agency or tribal representatives, and stakeholders.
- Coordinate information and incident updates among interagency contacts, including the public information network.
- Provide resource status updates and limitations among personnel, capabilities, equipment, and facilities to the IC, government officials, and stakeholders.

The annexes attached to this plan contain general guidelines for the City governmental entities, organizations, and County officials/departments to carry out responsibilities assigned at the City EOC or other designated facility where response efforts will be coordinated.

5.3.4 General Staff

5.3.4.1 Operations Section

The Operations Chief position is typically filled by the lead agency managing response activities for a specific type of incident. The Operations section is organized into functional units representing agencies involved in tactical operations. Agencies typically included in the Operations Section are: 1) Fire (emergencies dealing with fire, earthquake with rescue, or hazardous materials); 2) Law enforcement (incident(s) involving civil disorder/disturbance, significant security/public safety concerns, transportation-related accidents, and/or criminal investigations); 3) Public health officials (contamination issues, disease outbreaks, and/or emergency incidents posing threats to human, animal, and environmental health); and 4) Public works (incidents resulting in major utility disruptions, damage to critical infrastructure, and building collapse). Private entities, companies, and NGOs may also support the Operations section. The Operations Chief is responsible for:

- Providing organizational support and directing implementation of unit operational plans and field response activities.
- Developing and coordinating tactical operations to carry out the IAP.
- Managing and coordinating various liaisons representing community response partners and stakeholders.
- Directing IAP tactical implementation.
- Requesting resources needed to support the IAP.

5.3.4.2 Planning Section

The Planning section is responsible for forecasting future needs and events of the response effort while ensuring that implementation of appropriate procedures and processes are accomplished. This section is typically supported by four primary units: Resources, Situation, Documentation, and Demobilization. The Planning Chief is responsible for:

- Collecting, evaluating, and distributing information on the incident, and providing a status summary.
- Preparing and disseminating the IAP.
- Conducting planning meetings and developing alternatives for tactical operations.
- Maintaining resource status.

5.3.4.3 Logistics Section

The Logistics section is typically supported by the following units: Supply, Food, Communications, Medical, Facilities, and Ground Support. Depending on the incident's type and size, these units can be divided into two branches: Service and Support. The Logistics Chief is responsible for:

- Providing and managing resources to meet the needs of incident personnel.
- Managing various coordinators of particular resources, such as transportation-related equipment, EOC staff support services, supplies, facilities, and personnel.
- Estimating future support and resource requirements.
- Assisting with development and preparation of the IAP.

5.3.4.4 Finance/Administration Section

The Finance/Administration section is specific to the incident type and severity of resulting impacts. In some instances, agencies may not require assistance, or only a specific function of the section may be needed, which can be staffed by a technical specialist in the Planning section. Potential units assigned to this section include: Compensation/Claims, Procurement, Cost, and Time. The Finance and Administration Chief is responsible for:

- Monitoring costs related to the incident.
- Maintaining accounting, procurement, and personnel time records.
- Conducting cost analysis.

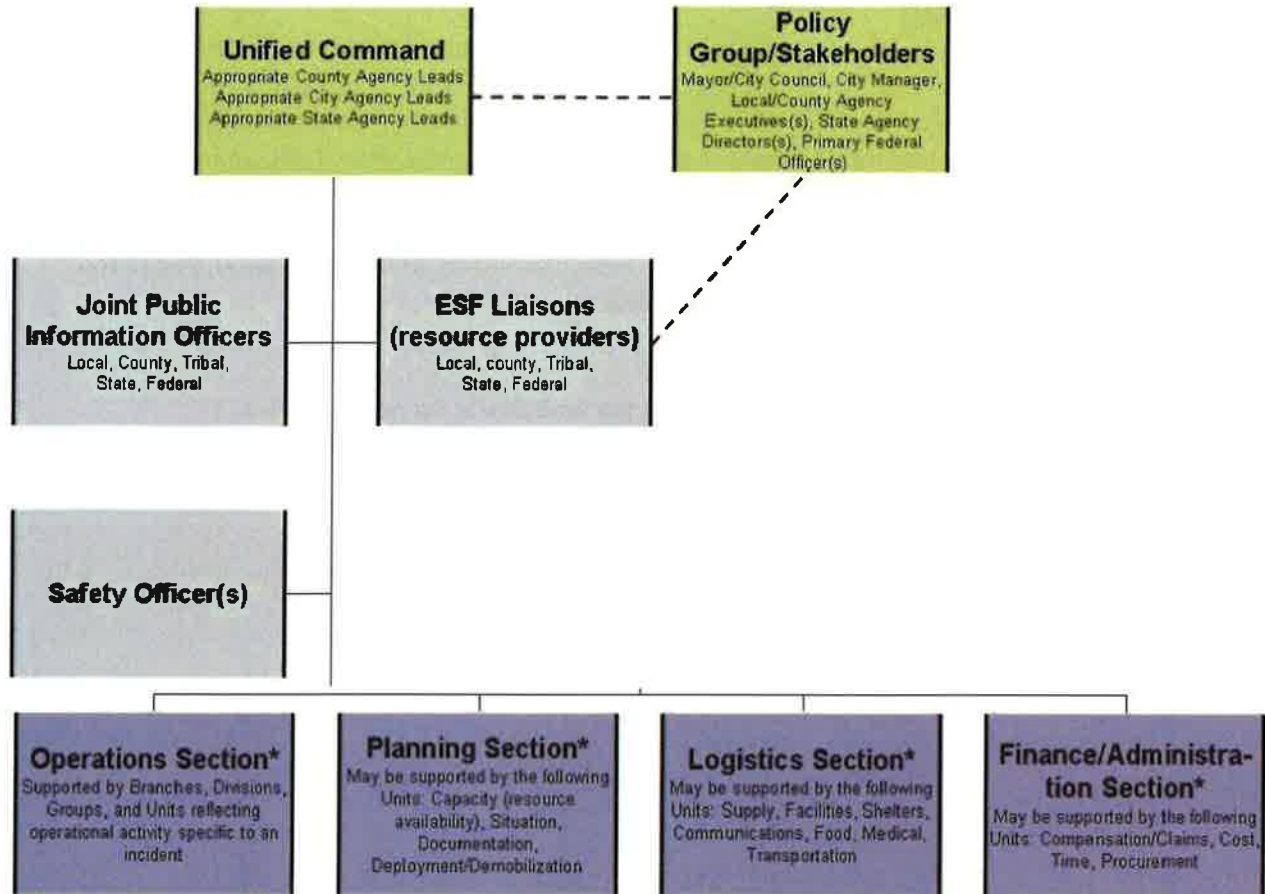
5.3.5 Unified Command

In some incidents, several organizations may share response authority. ICS has the advantage of combining different local, county, regional, state, and Federal agencies into the same organizational system, maximizing coordination of response activities, and avoiding duplication of efforts. A structure called Unified Command (UC) allows the IC position to be shared among several agencies and organizations that maintain jurisdiction. UC members retain their original authority but work to resolve issues in a cooperative fashion to enable a more efficient response and recovery.

In a large incident involving multiple jurisdictions and/or regional, state, and Federal response partners, a UC may replace a single organization IC. Each of the four primary ICS sections may be further subdivided, as needed. In smaller situations that do not require additional persons, the IC will directly manage all aspects of the incident organization.

Figure 5-3 is an example of a UC organizational chart for the County. It provides operational flexibility to expand or contract staffing depending on an incident's nature and size.

Figure 5-3 Example of Unified Command for the County



*Note: In any type of incident a Section Chief may be assigned a Deputy. In addition, an Intelligence Section would be incorporated into the command structure in response to incidents of national significance or those presumed or confirmed to be terrorist-related.

5.6 Multi Agency Coordination System

Multi-Agency Coordination between emergency services agencies is an ongoing process for Umatilla County and its partner agencies. Representatives and/or their alternatives from various local, state, and federal agencies involved in public protection propose to meet regularly as the Umatilla County MACS group. This group will serve as a forum to review and discuss matters of mutual interest and to develop plans to ensure a coordinated approach to public protection from all hazards. State mobilization plans provide direction to agency managers for movement of state resources and maintenance of statewide response capabilities.

The local MACS and staff in the local EOC's are responsible for coordination, hazard analysis, planning/intelligence, and public information for each individual jurisdiction. The Umatilla County MAC group will be utilized when critical resources, overall community objectives and monitoring and reentry priorities must be established. The Umatilla county MAC organization and plan will be utilized for all hazard emergency response.

5.7 Special Districts

For emergency management planning purposes, specific areas of Umatilla County are recognized as having special status, jurisdiction, or emergency planning requirements. These special planning and operations areas may be incorporated municipalities, regions that include both incorporated and unincorporated areas, unincorporated parts of the County, fire districts, the CTUIR, ambulance service areas, or large institutions such as State or Federal facilities and military installations. The special planning and operations areas of Umatilla County include the following:

- Incorporated cities of Adams, Athena, Echo, Helix, Hermiston, Milton-Freewater, Pendleton, Pilot Rock, Stanfield, Ukiah, Umatilla, and Weston.
- The CTUIR.
- The Fire Districts of Umatilla County.
- The Ambulance Service Areas, as defined by the Ambulance Service Area Plan.
- The Emergency Plan Zone and the Ingestion Plan of the Hanford Emergency Plan.
- Eastern Oregon Correctional Institution.
- Two Rivers Correctional Institution.
- Designated flood plains.
- Inundation areas of McNary, McKay, and Cold Springs Dams.
- The Umatilla National Forest.

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6 Plan Development, Maintenance and Implementation

6.1 Plan Review and Maintenance

At a minimum, this EOP will be formally reviewed and re-promulgated every five years to comply with State requirements. This review will be coordinated by the Umatilla County Emergency Manager and will include participation by members from each of the departments assigned as lead agencies in this EOP and its supporting annexes. This review will:

- Verify contact information.
- Review the status of resources noted in the plan.
- Evaluate the procedures outlined in this plan to ensure their continued viability.

In addition, lead agencies will review the annexes and appendices assigned to their respective departments. A more frequent schedule for plan review and revision may be necessary.

Recommended changes should be forwarded to:

Umatilla County Emergency Management
ATTN: Emergency Manager
Umatilla Justice Center
4700 Pioneer Place
Pendleton, OR 97801

6.2 Training Program

The County Emergency Manager specifically coordinates training for County personnel and encourages them to participate in trainings hosted by other jurisdictions throughout the region.

Current training and operational requirements set forth under NIMS have been adopted and implemented by the County.

The development of NIMS and the National Response Framework (NRF) are principal components of the HSPD-5 directives.

Umatilla County will use the NIMS National Standard Curriculum Development Guidance to determine the level of training needed for County staff/officials who will be engaged during incident response. In addition to the NIMS standard, Umatilla County emergency management will support staff in becoming qualified for specific ICS positions. Emergency Management staff will be encouraged to fulfill the qualifications to become certified or “red carded.” Currently, NIMS does not provide a certification qualifications format for ICS positions, so the National Wildfire Coordinating Group qualifications will be used until NIMS adopts ICS individual qualifications.

Each County Department maintains records and lists of training received by County personnel. Training requirements apply to all first responders and disaster workers, including first-line supervisors, middle management, and command and general staff. NIMS identifies these positions as follows:

- EMS personnel.
- Firefighters.
- Law enforcement personnel.
- Public works/utility personnel.
- Skilled support personnel.
- Other emergency management response personnel.
- Support/volunteer personnel at all levels.

Table 6-1 provides the minimum training requirements for the County’s emergency personnel.

Table 6-1 Minimum Training Requirements

Emergency Personnel	Training Required
Emergency Managers and Incident Commanders	IS-100, IS-200, ICS-300, ICS-400, IS-700, IS-701, IS-703, IS-704, IS-800
Other Command Staff, Section Chiefs, and Deputy Section Chiefs	IS-100, IS-200, ICS-300, IS-700, IS-701, IS-703, IS-704 (IS-702 for PIOs)
All other EOC personnel and first responders	IS-100, IS-200, IS-700, IS-701, IS-703, IS-704
All other emergency response personnel, including volunteers	IS-100, IS-700
<i>Independent study courses can be found at http://training.fema.gov/IS/crslist.asp.</i>	<i>*IS=Independent Study (Online Course) *ICS Course is in Person Training</i>

6.2.1 ICS Training for New Employees

All new Umatilla County employees who have a role in emergency response will be required to complete ICS courses related to their positions and responder levels. New employees will be advised at employee orientation that they will need to complete the basic ICS courses or provide a copy of the course certificates. Umatilla County job descriptions will be updated to include the necessary NIMS training for the position. Copies of completed NIMS courses or certificates will be placed in the employee’s file located at Human Resources.

All new personnel in Emergency Management, the Sheriff’s Office, and the Health Department should complete the “Entry Level” courses IS 700 and ICS 100 during their probationary period. After completing the “Entry Level” courses, new employees will need to complete further courses as required for their professions or responder positions. Umatilla Public Health Department staff are required by the Oregon Health Division Program Element 12 to complete ICS 100, 200 and IS 700. The Sheriff’s Office requires IS 100, IS 200, IS 700 and IS 800 for dispatchers, deputies, and reserve officers.

The Emergency Management Department will require all new personnel to complete IS 700, IS 800, ICS 100, and ICS 200 as part of their probationary period, usually three to six months. Within 18 months of the hire date, all Emergency Management personnel will complete IS 300 (if available in

Oregon and Washington), G 290 Basic PIO, and the Basic Applied Practices Series and the Professional Development Series.

6.3 Exercise Program

The County will conduct exercises throughout the year to continually test and evaluate this EOP. Whenever feasible, the County will coordinate with neighboring jurisdictions and State and Federal governments, to participate in joint exercises. These exercises will consist of a variety of tabletop exercises, drills, functional exercises, and full-scale exercises.

As appropriate, the County will use Homeland Security Exercise and Evaluation Program (HSEEP) procedures and tools to develop, conduct, and evaluate these exercises. Information on the HSEEP program can be found at <https://www.fema.gov/emergency-managers/national-preparedness/exercises/hseep>

The Emergency Manager will work with other County departments to identify and implement corrective actions and mitigation measures, based on exercises conducted through Emergency Management.

6.4 Event Critique and After-Action Reporting

In order to document and track lessons learned from exercises, the Emergency Manager will conduct a review, or “hot wash,” with exercise participants after each exercise. The Emergency Manager will also coordinate an After-Action Report (AAR), which will describe the objectives of the exercise and document the results of the evaluation. Similarly, reviews and AARs will be facilitated after an actual disaster that will document activities of the incident to improve the readiness of the County.

6.5 Community Outreach and Preparedness Education

Educational tools are used to teach the public about threats, disasters, and what to do when an emergency occurs. The County maintains an active community preparedness program and recognizes that citizen preparedness and education are vital components of the County’s overall readiness. Information about the County’s public education programs, hazard and mitigation information, and other emergency management and emergency services can be found at:

<https://www.co.umatilla.or.us/sheriff/departments/sheriff/emergency-management>

