EMERGENCY OPERATIONS PLAN

CITY OF BEND

May 2025

City of Bend
710 NW Wall Street
Bend, Oregon 97701

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Preface

This Emergency Operations Plan (EOP) is an all-hazard plan describing how the City of Bend would organize and respond to emergencies in the community. It is based on, and is compatible with, Federal, State of Oregon, and other applicable laws, regulations, plans, and policies, including the Robert T. Stafford Disaster Relief and Emergency Assistance Act (as amended), the National Response Framework Fourth Edition 2019, the National Preparedness Goal Second Edition 2015, National Disaster Recovery Framework Second Edition 2016, State of Oregon Emergency Operations Plan Volume III 2024, and the Deschutes County Emergency Operations Plan 2023. This plan is compliant with the National Incident Management System (NIMS) 2017 and incorporates the principles set forth in the Incident Command System (ICS). Collectively, these documents support the foundation for the City of Bend EOP.

A primary responsibility of government is to respond to emergency conditions to maximize the safety of the public, minimize property damage, and mitigate environmental consequences. The goal of the City of Bend is to respond to emergencies in an organized, efficient, and effective manner. To aid in accomplishing this goal, the City of Bend is promulgating this plan and formally adopting the principles of NIMS, including ICS, the National Response Framework, and the National Disaster Recovery Framework.

The EOP is designed to be flexible, adaptable, and scalable. It provides a framework for coordinated response and recovery activities during a large-scale emergency. It is intended to be used in conjunction with other internal documents including Emergency Support Function Annexes, Incident Annexes, Operational Annexes, Recovery Support Function Annexes and Support Annexes. The plan describes how various agencies and organizations in the City of Bend will coordinate resources and activities with our Federal, State, local, tribal, and private-sector partners.

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Letter of Promulgation

To all Recipients:

Promulgated herewith is the revised Emergency Operations Plan for the City of Bend, known as the Bend Emergency Operations Plan. This plan supersedes any previous plans. It provides a framework within which the City of Bend can plan and perform its emergency functions during an significant incident.

This Emergency Operations Plan is a component of the City's comprehensive approach to ensure the City is prepared to prevent, protect against, mitigate, respond to, and recover from the hazards and threats posing the greatest risk to the City.

Focused on response and short-term recovery activities, this plan identifies key roles and responsibilities, the primary and support departments, and organizations, and how to coordinate with response partners in alignment with the National Incident Management System. In addition to this plan, primary and supporting departments and organizations will prepare and maintain their own procedures and guidelines to carry out the necessary activities in support of plan development, maintenance, and implementation.

This plan has been approved by the City of Bend with promulgation documents on file with the City. It will be revised and updated as required. All recipients are requested to advise the Director of Risk & Emergency Management of any changes resulting in plan improvement or increase in usefulness. Plan changes will be transmitted to all addressees on the distribution list.

If any portion of this plan is held invalid by judicial or administrative ruling, such ruling shall not affect the validity of the remaining portions of this plan.

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RESOLUTION NO. 3424

**A RESOLUTION OF THE CITY COUNCIL ADOPTING THE CITY OF BEND 2025
EMERGENCY OPERATIONS PLAN**

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Findings

A.   The City of Bend recognizes the threat that natural and human-caused hazards pose to people, property, and infrastructure within our community.

B.   The City Council acknowledges that the City of Bend is subject to earthquakes, wildfires, windstorms, severe winter storms, and other natural hazards that can damage properties, close businesses, disrupt traffic, and present hazardous conditions.

C.   The City of Bend Emergency Operations Plan provides a framework to guide departments, agencies, and organizations in response actions to an emergency or disaster.

D.   Bend Code Chapter 1.60 provides procedures and standards for dealing with emergencies in the City of Bend.

E.   The City Council has previously adopted an Emergency Operations Plan, and a revised Emergency Operations Plan dated May 2025 has been prepared and submitted to Council for adoption as authorized by Bend Code 1.60.020.

Now, therefore, based on these findings,

THE CITY COUNCIL OF THE CITY OF BEND RESOLVES AS FOLLOWS:

1.   The City of Bend adopts the Emergency Operations Plan dated May 2025 as an official plan of the City of Bend.

Adopted by the Bend City Council on May 7, 2025.

        YES: Kebler, Franzosa, Méndez, Norris, Perkins, Platt, Riley
   NO:
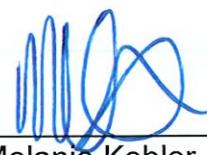
_____
Melanie Kebler, Mayor

Attest:

_____
Ashley Bontje, City Recorder's Office

Approved as to form:
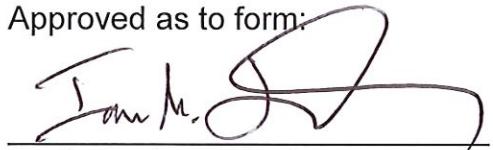
Ian Leitheiser, City Attorney

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Plan Administration

The City of Bend Emergency Manager or designee will coordinate review, revision, and re-promulgation of this plan as outlined in Chapter 6. Changes to the annexes and appendices, and non-substantive changes to the Base Plan, may be made without formal City Council approval.

Record of Plan Changes

All updates and revisions to the plan will be tracked and recorded (record maintained separately by the Emergency Manager). This process will ensure the most recent version of the plan is disseminated to and implemented by emergency response personnel.

Plan Distribution List

Copies of this Emergency Operations Plan (EOP) will be provided to appropriate City departments, jurisdictions, agencies, and persons electronically. The Distribution List will be maintained by the Risk & Emergency Management Department. Updates will be provided electronically, when available. Recipients will be responsible for updating their departmental/agency copies when they receive changes. Bend Risk & Emergency Management is ultimately responsible for dissemination of all plan updates. Annexes and Appendices to the Base Plan are considered and marked For Official Use Only (FOUO) and should not be distributed without prior approval from Emergency Management.

Department/Agency	Title/Name
City Council	Mayor
Administrative Services	City Manager
City Attorney's Office	City Attorney
Communications & Engagement	Director
Community & Economic Development	Director
Engineering	Director
Equity & Inclusion	Director
Finance	Director
Fire & Rescue	Chief
Housing	Division Manager
Information Technology	Director
Police Department	Chief

Real Estate	Director
Risk & Emergency Management	Director
Transportation & Mobility	Director
Water Services	Director
Deschutes County Sheriff's Office - Emergency Management	Emergency Services Manager
Deschutes County 9-1-1	Director

Emergency Operations Plan Review Assignments

A list of departments responsible for regular review of specific plan sections and annexes to ensure accuracy is maintained separately from this plan by the Emergency Manager. Changes will be forwarded to the Emergency Manager for revision and dissemination.

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Base Plan

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1 Introduction

1.1 General

The City of Bend Emergency Operations Plan (EOP) provides the structure and mechanism to respond to and recover from significant disasters or emergencies. Efficient response and recovery are supported by resource collaboration and operational coordination within and between the City of Bend, Deschutes County, and the State of Oregon. The EOP provides the framework for the City to augment jurisdictional capabilities, while preserving territorial authority. The City of Bend's emergency management mission is to coordinate and integrate prevention, mitigation, preparedness, response, and recovery activities to increase the City's capabilities to minimize loss of life and reduce impacts from disasters or significant emergencies.

Emergencies are handled effectively in the City every day. These "routine" emergencies are managed by responders as part of their day-to-day responsibilities and are the most common emergency management activities the City encounters. For the most part, these emergencies are handled by individual responders or a team of responders who work together regularly to save lives, stabilize incidents, and protect property. While the principles described in this EOP can also be applied to these daily responses, the plan is primarily designed to offer guidance for larger or more complex incidents related to a broad spectrum of hazards exceeding the response capability and/or resources of responders.

Consistent with the [Robert T. Stafford Disaster Relief and Emergency Assistance Act,](#) as amended, the National Response Framework (NRF), National Disaster Recovery Framework (NDRF), and the National Incident Management System (NIMS), this EOP can be partially or fully implemented in the context of an emergency as defined in the Bend Municipal Code, Chapter 1.60 Emergencies. Although no plan can anticipate all situations and conditions arising during an emergency, this plan attempts to provide the foundation and guidance to effectively manage and support response and recovery from a citywide or multi-jurisdictional emergency. The Base Plan and its attachments are intended to work as a framework or guideline; however, the EOP may not represent actual actions taken by the City before, during, or after a disaster due to the unpredictability and chaos associated with emergency response.

This plan describes resource collaboration utilizing multiple jurisdictions, government assets, and systems vulnerable to numerous natural and technological hazards. Because of the complexity and variability, an emergency could result in a Countywide or Statewide disruption of service(s) requiring varying levels of response and collaboration among different stakeholders, response partners, and jurisdictions. Each response is based on the situation, information, and resources at the time of the disaster or emergency, with the understanding no plan can produce the perfect response. The City of Bend has developed this EOP and is making a significant effort to prepare the City to respond to disasters or emergencies. The City is using the concepts and principles described in the NRF, NDRF, and NIMS to improve our response and recovery capabilities.

No guarantee of a perfect response system is expressed or implied by this plan, implementing instructions, or procedures. City government assets and systems may be overwhelmed by natural and technological disasters. The City can only attempt to make reasonable efforts to respond based on the situation, information, and resources available at the time of disaster.

1.1.1 Whole Community Planning

The 'Whole Community' planning approach requires all aspects of a community to effectively prepare for, protect against, respond to, recover from, and mitigate against any disaster. This includes all emergency management partners; both traditional and nontraditional such as volunteer, faith-based, and community-based organizations; the private sector; and the public.

Every person who lives or works in the Bend area shares responsibility for minimizing the impact of disasters on our community. These individual responsibilities include hazard awareness, knowledge of appropriate protective actions, taking proactive steps to mitigate the impact of anticipated hazards, and preparations for personal and family safety and self-sufficiency.

To the extent possible, the City may assist the community by providing preparedness and basic training through whole community outreach. To some extent, the City will rely on knowledgeable and prepared community members making significant contributions toward their personal survival and community resiliency.

1.1.2 Access and Functional Needs Populations

The City of Bend recognizes, throughout all mission areas and phases of emergency management, the government must consider the needs of the whole community. Members of the community may have needs before, during, and after an emergency in access and functional areas, including but not limited to,

maintaining independence, communication, transportation, supervision, and medical care.

When considering those with access and functional needs and others who are at risk, emergency management preparedness planning includes outreach and education to these populations to increase their survival and self-reliance.

1.2 Purpose and Scope

1.2.1 Purpose

The purpose of the EOP is to establish a comprehensive, all-hazards approach to protect the safety, health, and welfare of the community. The EOP provides a framework for interaction between the City of Bend (City), Deschutes County (County), the State of Oregon (State), and the Federal Government, as well as public and private organizations following a significant event. The EOP provides the following:

- A list of the types of disasters or emergencies likely to impact the City.

- A framework (NIMS) for multi-discipline and multi-jurisdictional coordination and collaboration.

- An overview of the capabilities required to prevent, protect against, mitigate, respond to, and recover from the threats and hazards that pose the greatest risk.

The EOP also:

- Designates the NIMS as the operational framework, Incident Command System (ICS) /Emergency Support Function (ESF) Hybrid model as the Emergency Operations Center (EOC) management structure, and ICS as the incident command structure.

- Identifies roles and responsibilities of City departments, offices, and personnel in emergency operations, as well as those of cooperating public- and private-sector agencies.

- Provides guidelines and procedures for requesting and allocating resources to support single jurisdiction and multi-jurisdiction response and recovery activities.

- Outlines guidelines and procedures to manage information internally and support the timely release of emergency public information.

1.2.2 Scope

The EOP incorporates a broad range of complex and constantly changing operational requirements in anticipation of or in response to threats or acts of terrorism, major disasters, and other natural or human-caused emergencies. This plan is intended to guide the City emergency operations while complementing the emergency plans and procedures of responding agencies, other local governments, special districts, and other public and private sector entities in support of the City's priorities.

The EOP describes the scope of work for the response of the City and supporting entities. City operations and coordination may involve the direct response of County, State, regional, and private-sector entities. The scope of the EOP applies to all City departments, agencies, and emergency partners who may be requested to support or aid in an emergency.

Using this framework, City departments and agencies operating under this plan are expected to develop and keep current standard operating procedures (SOPs) describing how emergency tasks will be performed. Additional responsibilities include ensuring necessary training and equipment for response are in place.

The City does not relinquish or transfer their legal responsibilities to respond to emergencies as they deem appropriate. Any transfer of authority must be in writing e.g., a delegation of authority as in the case of an incident management team (IMT).

1.3 Plan Activation

The EOP is activated when the City must respond to an emergency incident or planned event, with a size or complexity beyond the capability of normal routine operations. Once promulgated, this EOP is in effect and may be implemented in whole or in part to respond to emergencies or other significant threats affecting the public safety and health of the City of Bend.

An emergency declaration is not required to implement the EOP. The Emergency Manager may implement the EOP as deemed appropriate for the situation.

1.4 Plan Organization

This plan is consistent with FEMA's Comprehensive Preparedness Guide 101 Version 3.0 2021. The City EOP is composed of six main elements, under continual development:

- Base Plan

- Emergency Support Function Annexes (ESFs)

- Incident Annexes (IAs)

- Operational Annexes (OAs)

- Recovery Support Function Annexes (RSFs)

- Support Annexes (SAs)

Figure 1-1 City of Bend Emergency Operations Plan Organization
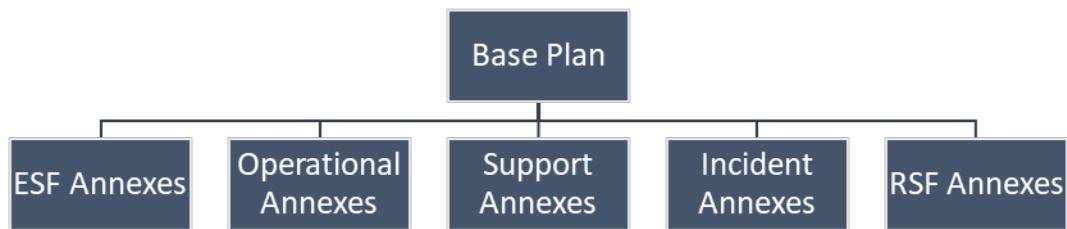
1.4.1 Base Plan

The purpose of the Base Plan is to:

- Provide a description of the legal authorities upon which the City has structured its Emergency Management Organization (EMO), including the emergency declaration process, activation of mutual aid agreements, and requests for resources and emergency spending powers.

- Describe the context under which the City will respond to an incident.

- Provide a community profile and identify hazards and threats facing the community.

- Assign and describe roles and responsibilities for the City's employees tasked with emergency preparedness, response, and recovery functions.

- Describe a concept of operations for the City defining how the jurisdiction will conduct its emergency operations and coordinate with other agencies, jurisdictions, and adjunctive organizations.

- Describe the City's emergency response structure, including activation and operation of the EOC.

> ▪ Discuss the protocols for maintaining and reviewing this EOP, including training, exercise, and public education.

1.4.2 Emergency Support Function Annexes

To facilitate effective preparedness and operational activities, this EOP groups the types of assistance to be provided into 15 Emergency Support Functions (ESFs). These ESFs emulate the Federal ESFs. Each ESF is the responsibility of a primary City department, division, or program selected based on its authorities, resources, and capabilities. The primary department, division, or program assigns a representative to manage each ESF's function in the EOC when activated. An ESF Annex to this EOP is provided for each ESF as a guide to the primary department, division, or program for training and preparing to accomplish its roles and functions. The ESF Annexes to this EOP are not intended to act as or replace departmental standard operating procedures. City ESF representatives may work with ESF organizations at the Federal, State, County, internal and external Department Operation Centers (DOCs), and adjunctive organizations to conduct, support, and coordinate actions, and locate and acquire resources and services.

The City of Bend incorporates the Hybrid ICS/ESF Model into the EOC standard operating procedures (SOPs). The ESF Annexes are separate, stand-alone documents supplemental to the Base Plan. ESF Annexes will be developed and/or updated and added to this EOP according to the schedule shown in Table 6-1. Table 1-1 identifies the ESF Annexes included in this plan and Table 1-2 identifies the primary and supporting City departments for each ESF.

Table 1-1 Emergency Support Functions

Annex	Function
ESF 1	Transportation
ESF 2	Communications
ESF 3	Public Works and Engineering
ESF 4	Firefighting
ESF 5	Information and Planning
ESF 6	Mass Care, Emergency Assistance, Temporary Housing, and Human Services
ESF 7	Logistics
ESF 8	Public Health and Medical Services
ESF 9	Search and Rescue
ESF 10	Oil and Hazardous Materials Response
ESF 11	Agriculture and Natural Resources

Table 1-1 Emergency Support Functions

Annex	Function
ESF 12	Energy
ESF 13	Public Safety and Security
ESF 14	Cross-Sector Business and Infrastructure
ESF 15	External Affairs
NOTE: The State of Oregon ESFs include three additional ESFs. ESF 16 – Volunteers and Donations, ESF 17 – Cyber and Critical Infrastructure, and ESF 18 – Military Support.	

Table 1-2   ESF Responsibility Matrix – Primary and Support Departments and Divisions

Key: P – Primary S – Support	1 – Transportation	2 – Communications	3 – Public Works and Engineering	4 – Firefighting	5 – Information and Planning	6 – Mass Care, Emergency Assistance, Temporary Housing, and Human Services	7 – Logistics	8 – Public Health and Medical Services	9 – Search and Rescue	10 – Oil and Hazardous Materials	11 – Agriculture and Natural Resources	12 – Energy	13 – Public Safety and Security	14 – Cross-Sector Business and Infrastructure	15 – External Affairs
City of Bend															
Administration	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
City Attorney's Office	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
City Manager's Office		S		S	S	S	S	S	S	S				S	**P**
Communications & Engagement														S	**P**
Community and Economic Development			S		S	S							S	**P**	S
Risk & Emergency Management	S	S	S	S	**P**	S	**P**	S	S	S	S	S	S	S	S
Engineering	**P**	S	**P**		S										
Equity & Inclusion	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
Facilities	S	S	S	S	S	S	**P**	S	S	S	S	S	S	S	S
Bend Fire & Rescue		S	S	**P**	S	S		**P**	**P**	**P**			S	S	S
Finance	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S

Table 1-2   ESF Responsibility Matrix – Primary and Support Departments and Divisions

Key: P – Primary S – Support	1 – Transportation	2 – Communications	3 – Public Works and Engineering	4 – Firefighting	5 – Information and Planning	6 – Mass Care, Emergency Assistance, Temporary Housing, and Human Services	7 – Logistics	8 – Public Health and Medical Services	9 – Search and Rescue	10 – Oil and Hazardous Materials	11 – Agriculture and Natural Resources	12 – Energy	13 – Public Safety and Security	14 – Cross-Sector Business and Infrastructure	15 – External Affairs
Fleet	S	S	S	S	S	S	**P**	S	S	S	S	**P**	S	S	S
Housing						**P**								S	
Human Resources	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
Information Security (State ESF 17)	S	**P**	S	S	S	S	S	S	S	S	S	S	S	S	S
Information Technology	S	**P**	S	S	S	S	S	S	S	S	S	S	S	S	S
Office of Performance Management	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
Bend Police		S	S		S	S			S				**P**	S	S
Project Management Office	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
Transportation & Mobility	P		**P**	S									**S**		
Water Services			**P**		S			S						S	

1.4.3 Operational Annexes

Operational Annexes (OAs) outline the business practices and guidelines for the specific roles of EOC response to an emergency. OAs should be used in any instance of EOC activation. Table 1-3 identifies the OAs included in this plan.

Table 1-3 Operational Annexes

Annex	Function	Primary Departments
OA 1	EOC Activation/Operations	Risk & Emergency Management
OA 2	EOC Position Roles and Responsibilities	Risk & Emergency Management
OA 3	Disaster/Emergency Declaration Process	Risk & Emergency Management City Attorney's Office
OA 4	EOC Resource Management	Finance Risk & Emergency Management
OA 5	Planning Management	Risk & Emergency Management
OA 6	EOC Information Management	Risk & Emergency Management
OA 7	Public Information and Protective Actions	Communications & Engagement Bend Police Bend Fire & Rescue

1.4.4 Support Annexes

Support Annexes (SAs) are separate, stand-alone, functional documents used to supplement the Base Plan. They describe how governments, the private sector, volunteer organizations, and non-governmental organizations coordinate processes and administrative requirements necessary to effectively manage specific aspects of an emergency.

Each annex is managed by one coordinating department, division, or program and is supported by various cooperating entities. SAs should be used in response to a disaster or across multiple types of significant incidents when the EOC is activated. Table 1-4 identifies the SAs included in this plan.

Table 1-4 Support Annexes

Annex	Function	Primary Departments or Divisions
SA 1	Incident Command System	Risk & Emergency Management
SA 2	Incident Information Management	Risk & Emergency Management
SA 3	Emergency Communications	Information Technology
SA 4	Continuity of Government	City Manager's Office
SA 5	Employee Services	Human Resources
SA 6	Business and Economic Stabilization	City Manager's Office Community & Economic Development
SA 7	Debris Management	Transportation & Mobility
SA 8	Damage Assessment Infrastructure	Community & Economic Development Engineering
SA 9	Mass Evacuation	Police Risk & Emergency Management
SA 10	Planned Events	Communications & Engagement
SA 11	Deschutes County Community Organizations Active in Disaster (COAD)	COAD (to be developed)
SA 12	Mass Fatality Management	Bend Fire & Rescue
SA 13	Volunteer and Donations Management	City Manager's Office
SA 14	Sensitive Information	Risk & Emergency Management
SA 15	Reunification	Risk & Emergency Management

1.4.5 Incident Annexes

Incident Annexes (IAs) provide the EOC with basic details and information to assist EOC staff in understanding some of the challenges faced by on-scene responders. They provide tactical information and critical tasks unique to specific hazards for the EOC staff to consider. Applicable EOC staff are encouraged to review the IAs, consider the relevant tasking recommended by the IA, and act on the checklists when appropriate to assist the Incident Commander (IC) or Department Operations Center (DOC) for each hazard through the pre-incident, response, and recovery phases of an emergency. IAs may identify some operational practices but do not establish standard

operational procedures for on scene/field responders. IAs should be used for emergencies when the EOC is activated. Table 1-5 identifies the IAs included in this plan.

Table 1-5 Incident Annexes

Annex	Function	Primary Departments or Divisions
IA 1	Civil Unrest	Police
IA 2	Cyber	Information Security Information Technology
IA 3	Drought	Water Services
IA 4	Earthquake/CSZ	Risk & Emergency Management
IA 5	Epidemic/Pandemic	Fire & Rescue
IA 6	Flood/Dam Failure	Water Services Transportation & Mobility
IA 7	Hazardous Materials	Fire & Rescue
IA 8	Infectious Diseases	Fire & Rescue
IA 9	Severe Weather (Windstorm, Winter Storm)	Transportation & Mobility
IA 10	Smoke & Heat	City Manager's Office Housing
IA 11	Terrorism	Police
IA 12	Transportation Disruption	Airport Transportation & Mobility Fire & Rescue
IA 13	Utility Disruption	Water Services
IA 14	Volcano	Risk & Emergency Management
IA 15	Wildfire /Major Fire	Fire & Rescue

1.4.6 Recovery Support Functions

Recovery Support Functions provide a structure to facilitate problem solving, improve access to resources, and foster coordination among local, State and Federal agencies, nongovernmental partners, and stakeholders. Table 1-6 identifies the RSF Annexes included in this plan.

Table 1-6 Recovery Support Functions

Annex	Function	Primary Department or Division
RSF 1	Infrastructure Systems	Engineering
RSF 2	Economic	Community & Economic Development
RSF 3	Natural & Cultural Resources	Community & Economic Development Water Services
RSF 4	Health & Social Services	Human Resources Housing
RSF 5	Community Assistance	City Manager's Office
RSF 6	Housing	Housing

1.5 Relationship to Other Plans

The EOP is supported by several area directives or plans containing information and resources useful in all phases of emergency management. Significant documents are listed and linked below.

1.5.1 Federal Plans

- Presidential Policy Directive 8 (PPD-8). Everyone—not just the government—needs to be involved in a systematic effort to keep the nation safe from harm and resilient when struck by hazards like natural disasters, acts of terrorism, and pandemics. Preparedness is a shared responsibility, and the directive calls on all levels of government to work with the whole community to prepare for the threats and hazards posing the greatest risk to the security of the United States.

- The National Preparedness Goal describes the Nation's security and resilience posture through identifying key mission areas and core capabilities necessary to deal with the greatest risks, using an integrated, layered, and all-of-Nation approach as its foundation.

- National Preparedness System outlined in the Homeland Security Presidential Directive 5 (HSPD-5) provides an organized process for

everyone in the whole community to move forward with their preparedness activities and achieve the National Preparedness Goal.

- National Incident Management System (2017) provides a consistent nationwide framework and comprehensive approach to enable government at all levels, the private sector, and nongovernmental organizations to work together to prepare for, prevent, respond to, recover from, and mitigate the effects of incidents regardless of their cause, size, location, or complexity.

- The National Planning Frameworks, one for each of the preparedness mission area (Prevention, Protection, Mitigation, Response, and Disaster Recovery), describe how the whole community works together to achieve the National Preparedness Goal.

- Region 10 Cascadia Subduction Zone (CSZ) Earthquake and Tsunami Plan describes how Region 10 will conduct a scalable response and short-term recovery activities in response to a CSZ earthquake and tsunami requiring a federal response in FEMA Region 10. This plan centers on the timely delivery of lifesaving and life sustaining capabilities to stabilize the community lifelines and provide support to survivors within the impacted communities.

- National Infrastructure Protection Plan 2013 (NIPP) provides the foundation for an integrated and collaborative approach to achieve the vision of: *"[a] Nation in which physical and cyber critical infrastructure remain secure and resilient, with vulnerabilities reduced, consequences minimized, threats identified and disrupted, and response and recovery hastened."*

1.5.2 State Plans

The following State plans guide emergency preparedness, response, and recovery at the State level and provide support and guidance for local operations.

- State of Oregon Comprehensive Emergency Management Plan (CEMP) is developed, revised, and published by the Director of Oregon Department of Emergency Management (ODEM) under the provisions of Oregon Revised Statutes (ORS) 401.092, which are designed to coordinate the activities of all public and private organizations providing 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 ODEM advises the Governor and coordinates the State's response to an emergency or disaster. The Oregon CEMP consists of four volumes:

- Volume I: Natural Hazards Mitigation Plan (NHMP) (2020) (revision in development) identifies natural hazards and vulnerabilities in Oregon, proposes a strategy to mitigate risk, and addresses recurring disasters and repetitive losses. The Natural Hazards Mitigation Plan is coordinated by the Oregon Department of Land Conservation and Development and the State Interagency Hazard Mitigation Team.

- Volume II: State Preparedness Plan (2018) provides requirements and guidance for each step of the emergency preparedness cycle, including planning, organization, training, exercise, and evaluation and improvement.

- Volume III: Emergency Operations Plan (EOP) (2024) is the primary document for the response mission area. The State EOP consists of a Base Plan, State Emergency Support Function (SESFs) annexes, incident annexes, and support annexes. Each SESF is performed by a group of state agencies, with one or two as primary and several supporting.

- Volume IV: State Recovery Plan (2018) (revision in development) describes the organization used by the State to assist communities recovering from disasters. State support to recovery operations is divided into seven State Recovery Functions (SRFs).

- The Oregon Fuel Action Plan (2017) outlines the Oregon Department of Energy's response to severe or long-term petroleum shortages or disruptions that could affect our state. This plan addresses how we would access gasoline and diesel in Oregon, and how we would distribute fuel to state emergency services such as law enforcement, fire, and medical services, and to essential service providers that include utilities, telecommunications, public works, public transit, and sanitation services.

- The Oregon Resilience Plan (2013) reviews policy options, summarizes relevant reports, and studies by state agencies, and makes recommendations on policy direction to protect lives and keep commerce flowing during and after a Cascadia earthquake (CSZ) and tsunami. Oregon Seismic Safety Policy Advisory Commission (OSSPAC) assembled eight task groups, comprising volunteer subject-matter experts from government, universities, the private sector, and the general public. An Advisory Group of public- and private-sector leaders oversaw the Task Groups' work, assembled in the portfolio of chapters that make up the plan. To build upon the 2013 plan and to protect Oregon's communities and economy, the Resilience 2025: Improving Our Readiness for the Cascadia Earthquake and Tsunami

policy agenda was developed in 2018 to continue to improve Oregon's resilience to a CSZ event.

- The Central Cascades Volcano Coordination Plan (2019) and the Mount Hood Volcano Coordination Plan (2013) provide vital volcanic event response information for areas most likely to be affected by a volcanic event. This information can aid planning efforts for several Oregon counties, multiple State and Federal agencies, the Confederated Tribes of the Warm Springs Reservation, and the Klamath Tribes.

- The State of Oregon Debris Management Plan (2011) provides a framework for State agencies and municipalities to facilitate and coordinate the evaluation, removal, collection, and disposal of debris following a disaster. Implementation of the Debris Management Plan will be coordinated through the State's Emergency Coordination Center (ECC), utilizing State agencies working under emergency operations, through State Agency Mission Assignments.

1.5.3 County Plans

The following Deschutes County plans guide emergency preparedness, response, and recovery at the County level and provide support and guidance for local operations.

- The Deschutes County Emergency Operations Plan (2024) is an all-hazard plan describing how the County will organize and respond to events occurring in individual cities, across the County, and in the surrounding region. The plan describes how various agencies and organizations in the County will coordinate resources and activities with other Federal, State, local, tribal, and private-sector partners. The use of NIMS/ICS is a key element in the overall County response structure and operations.

- The Deschutes County Multi-Jurisdictional Natural Hazards Mitigation Plan (2021) creates a framework for risk-based decision making to reduce deaths and injuries, property damage, and the economic impact from future disasters. Mitigation plans form the foundation for a community's long-term strategy to reduce disaster losses and break the cycle of disaster damage, reconstruction, and repeated damage. Hazard mitigation is sustained action taken to reduce or eliminate long-term risk to people and their property from hazards. The City of Bend addendum to this plan identifies the natural hazard risks and mitigation action items specific to Bend.

- The Greater Bend Area Community Wildfire Protection Plan (2021) (CWPP) is the result of a countywide effort to reduce wildland fire risk to communities, the environment, and the quality of life within the County. Community members, fire districts, County staff, elected

officials, and agency representatives have worked together to create a plan to implement fuels reduction projects, fire prevention education campaigns, and other fire related programs.

- The Guide to Disaster Fuel Operations (FOUO) identified the various fuel points of distribution throughout Deschutes County and the prioritization structure that could be implemented to disseminate fuel to critical partners throughout the county during a disaster.

- The Deschutes County Long Term Recovery Plan (FOUO) identifies strategies for whole community recovery in the months and years following a disaster.

- Deschutes County Health Services is responsible for developing plans to address how public health personnel plan for, respond to, and recover from all hazards with the potential to impact public health, including communicable disease, pandemic scenarios, chemical incidents, radiological incidents, and bioterrorism. The Deschutes County Health Services department maintains the Public Health All-Hazard Emergency Operations Plan (FOUO).

1.5.4   Regional and Metropolitan Plans

The following regional and metropolitan plans guide emergency preparedness, response, and recovery at the regional level and provide support and guidance for local operations.

- The Metropolitan Transportation Plan (MTP), a 20-year plan for prioritized transportation investments within the Bend area transportation system. Updated every 5 years.

- The Metropolitan Transportation Improvement Program (MTIP), discusses the near-term (4-year) allocation of federal and state transportation funds to projects. Updated every 2-3 years.

1.5.5   City Plans

The following City of Bend plans guide emergency preparedness, response, and recovery at the City level and provide support and guidance for local operations.

- The Community Climate Action Plan (CCAP) (2020, update in progress) is a set of strategies to guide the City and community as we work together to reduce our fossil fuel usage. This Plan is a roadmap for the Bend community in making decisions to support a sustainable, healthy future for all.

- The Integrated Stormwater Management Program Document (2023) describes a framework for the City's planned activities to minimize

pollutants from reaching surface and groundwater sources including the Deschutes River and Deschutes Aquifer. This ISWMP contains best management practices (BMPs), which outline the specific tasks the City will conduct to prevent and reduce stormwater pollution to the maximum extent practicable, to protect water quality, and satisfy the requirements of the National Pollutant Discharge Elimination System Municipal Separate Storm Sewer System Permit.

- The City of Bend Stormwater Master Plan (2014) (under revision) provides the strategy for addressing stormwater in different regions throughout the City, including recommended stormwater infrastructure improvement projects over a 20-year period.

- The Water Management and Conservation Plan (2021) is organized into five sections, each addressing specific requirements of OAR Chapter 690, Division 86. Section 2 is a self-evaluation of the City's water supply, water use, water rights, and water system.

- The Integrated Water System Master Plan (2021) (iWSMP) serves as a guiding document for the City's water system improvements. The iWSMP documents key water system information and provides analysis and recommendations to inform infrastructure investments and system operations to continue providing high quality water to existing and future customers.

- The Bend Comprehensive Plan (2016) expresses what the community hopes and wants Bend to be like in the future. The goals set forth in the plan provide general guidance for improving the character and quality of the Bend area as growth occurs. The plan address topics like the economy, transportation systems, public facilities, growth, and natural forces.

1.5.6 Local Service District Emergency Plans

Local service districts (e.g., mass transit, water, and electricity districts per ORS 174.116, 2017) provide primary emergency response for incidents in their areas using their own plans, policies, and procedures. Generally special district emergency response is limited to activities directly related to the service(s) they provide, and in this role, they may continue to support emergency management by offering services, equipment, and facilities to augment response and recovery needs for the community. However, in some cases a special district may ask the EOC for support and resources because of an emergency. Local service districts are encouraged to establish Department Operations Centers (DOC). The Bend EOC when activated expects DOCs will communicate with their jurisdictional EOC to provide them with information and resource management status. Public information would be provided to the Joint Information Center (JIC).

Liaison officers established within the special districts, physically reporting to the City EOC to coordinate emergency response activities with City emergency response and recovery efforts when needed, are preferred when possible.

1.6 Government Structure

Bend is a charter city operating under council-manager form of government, with the council enacting policy and the City Manager is responsible for day-to-day operations of the City.

1.7 Continuity of Government

1.7.1 Lines of Succession

To maintain City operations and ensure the orderly continuation of leadership in an emergency, the following order of responsibility has been established for the jurisdiction, illustrated in Table 1-7.

Table 1-7 Lines of Succession

Emergency Coordination	Emergency Policy and Governance

1. City Manager
2. Assistant City Managers
   a. Chief Operations Officer
   b. Chief Innovation Officer
3. Fire & Rescue Chief
4. Police Chief
5. City Attorney
	1. Mayor
	2. Mayor Pro Tem
	3. Council members (in order of position)

City departments are responsible for pre-identifying staffing patterns showing the line of succession in management's absence. All employees shall be trained on the protocols and contingency plans required to maintain leadership within their departments. The Emergency Manager will provide guidance and direction to department heads to maintain continuity of government and operations during an emergency. City department directors are responsible for developing and implementing continuation of operations plans to ensure continued delivery of vital services during an emergency. In addition, the Bend Charter, states, "the council may appoint, and may authorize the municipal judge to appoint, municipal judges pro-tem for terms of office set by the council or the judge."

1.7.2 Preservation of Vital Records

City departments must provide for the protection, accessibility, and recovery of the City's vital records, systems, and equipment. These are records, systems, and equipment, if lost or damaged, will impair the City's ability to conduct business or carry out essential functions. The Information Technology department is responsible for maintaining and preserving electronic data and systems. Each department is responsible for protection of non-electronic records, taking into account the cost of protecting or reconstructing records weighed against the necessity of the information to achieving the agency mission.

1.8 Safety of Employees and Family

Maintaining a resilient workforce is essential to providing overall response and recovery activities. All City departments and employees may be expected to contribute to emergency response and recovery efforts. While all City 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. Personal and household preparedness enable employees to rapidly return or remain at work to support the City emergency response and recovery efforts. Each employee is encouraged to develop family emergency plans and supplies to facilitate family safety and self-sufficiency.

All department heads or designees are responsible for the safety of employees. Employees should attempt to contact their supervisors and managers as soon as possible following an emergency. Departments are tasked with developing their respective Continuity of Operations Plans (COOP) establishing alternate facilities and staff locations as needed. Each department will attempt to follow its established procedures to notify employees of their duty assignments in the event of an emergency.

1.9 Emergency Operations Center Administration

Information on EOC administration can be found in OA 2 – EOC Position Roles and Responsibilities and in departmental operating procedures.

2 Situation and Planning Assumptions

2.1 Situation

The State of Oregon Risk Assessment identifies vulnerability to the effects of natural, human-caused, and technological hazards. The state's location in the western U.S., its proximity to the Pacific Ocean, and its geological and topographical features make it vulnerable to several significant natural hazards, including drought, Cascadia Subduction Zone (CSZ) earthquake, flood, tsunami, volcano, and wildfire. Climate change has also had an impact on Oregon, worsening existing vulnerabilities. Communities across Oregon continue to witness devastating and increasing impacts of floods, drought, coastal hazards, and extreme weather events. Oregon's wildfire activity has steadily increased over the past decade and the fire season has extended in duration and severity. Furthermore, the state is home to significant infrastructure, population, and government functions that place it at risk for intentional acts meant to cause physical damage, casualties, or operational disruptions. These risks have the potential to overwhelm the State's response and recovery efforts, testing the State's resilience in all 32 core capabilities identified in the National Preparedness Goal.

The City of Bend is exposed to multiple hazards with the potential to disrupt the community, cause damage, and create casualties; there is significant risk and potential for disasters or significant incidents to occur with or without warning. The unpredictable nature of emergencies, combined with the vulnerability of the area's critical infrastructure, key resources, and population, can cause human suffering, injury, death, property damage, environmental degradation, loss of essential services, and economic hardship for the community. Factors affecting the extent of casualties and damage include the type of disaster or significant incident, the timing of the event, weather conditions, population density, and the potential for events to "cascade" or trigger interdependent support system failures. City leadership is committed to preparing for and is working to help prevent, protect, mitigate, respond to, and recover from, disasters and significant incidents before and after they occur.

2.1.1 Community Profile

Bend is located on the eastern edge of the Cascade Range along the Deschutes River. The Ponderosa Pine forests found on the west side of Bend transition into high desert to the east side where the City is characterized by arid land, junipers, sagebrush, and bitterbrush. The City would like to acknowledge that the beautiful land known as Bend, Oregon north to the Columbia River is the original

homelands of the Confederated Tribes of Warm Springs. The Confederated Tribes ceded this land in the Treaty of 1855 while retaining regular and customary hunting, fishing, and gathering rights. The Wana Łama (Warm Springs), Wasq'ú (Wasco) and Northern Paiute people inhabited this area in certain seasonal times that clearly established their presence. It is also important to note that the Klamath Trail ran north through this region to the great Celilo Falls trading grounds. This trade route expanded the impact of commerce between Tribal nations. The City acknowledges and thanks the original stewards of this land. It is our hope that guests continue to honor and care for this land. The City of Bend was incorporated in 1905. Economically, it started as a logging town but is now identified as a gateway for many outdoor sports, including mountain biking, fishing, hiking, camping, rock climbing, white-water rafting, skiing, and golf.

Located in the geographic center of Oregon, the City of Bend has an area of 35.04 square miles. Bend summers are marked by their very large diurnal temperature ranges, with typical daily temperatures ranging from 39 to 96 °F, and the potential for hard frosts. Autumn usually brings warm, dry days and cooler nights. According to the National Weather Service Climate Statistics, the mean of the monthly average maximum temperatures in July, the hottest month in Bend, between 2000 and 2024 was 96 °F.

The area's natural features make the environment and population vulnerable to natural disasters including earthquakes, wildfires, severe winter storms, windstorms, and potential volcanic activity. It is impossible to predict exactly when these disasters will occur, or the extent to which they will affect the City.

Bend is the largest city in Central Oregon and is 3,623 feet above sea level. The City is 175 miles from Portland, 22 miles from Mount Bachelor, and 15 miles from Roberts Field Redmond airport (RDM) and is surrounded by public lands. (See Figure 2-1 and Addendum A - Maps)

Figure 2-1 Map of the City of Bend
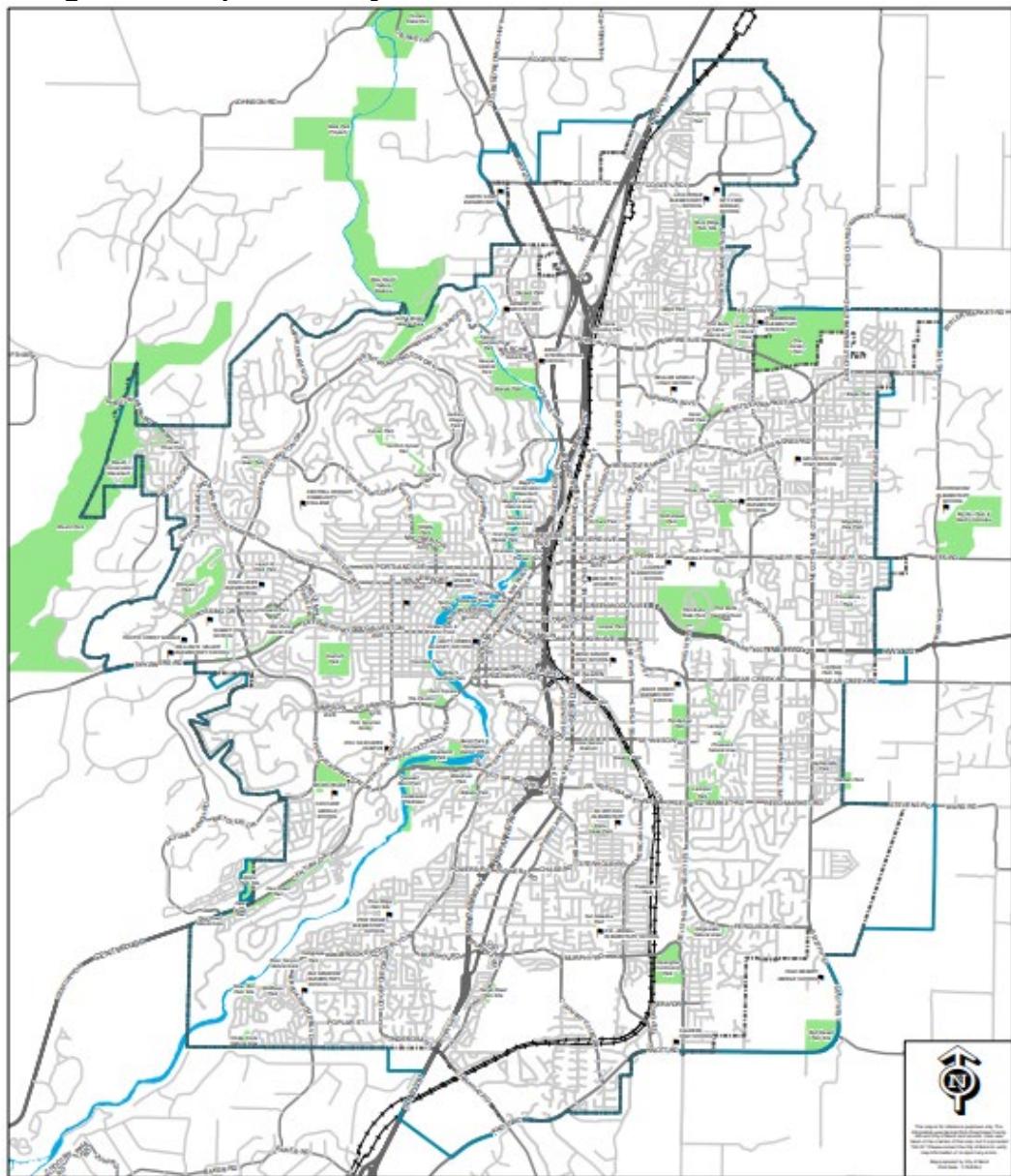
2.1.2 Population and Demographics

Bend is a City in, and the seat of Deschutes County, Oregon, United States, and the principal City of the Bend Oregon Metropolitan Statistical Area. Population forecasts from the Population Research Center at Portland State University completed in 2022, estimate 160,361 people will live in Bend by 2050.

The Bend-Prineville Combined Statistical Area (CSA) includes the Bend metropolitan area (Deschutes County) and the Prineville micropolitan area (Crook County), which had a combined estimated population of 260,919 by the United

States Census Bureau in 2020. In 2024, the Portland State University certified estimate of the Bend population was 104,089 making it the sixth most populous city in the State.

Disaster impacts (in terms of loss and the ability to recover) vary among population groups following a disaster. Historically, 80% of the disaster burden falls on the public. Of this number, a disproportionate burden is placed upon groups with access and function-based needs, particularly children, the elderly, people with disabilities, minorities, and those with low-income. Table 2-1 provides estimates from the 2020 Census and 2020 American Community Survey for demographic characteristics of the population of Bend.

Table 2-1 Demographic Characteristics

Population Group	Percent
Less than 18 years old	20.8%
Over 65 years old	17.0%
Persons who reported a disability	10.4%
Individuals identifying as a race other than white	11.7%
Persons in Poverty	9.5%
Severe Rent Burden	25.3%

2.1.3 Transportation

The City of Bend lies at the intersection of U.S. Route 20 and U.S. Route 97 in Central Oregon. U.S. Route 97 has an expressway through the City known as the Bend Parkway and a business route along 3rd Street. The City is also served by the Century Drive Highway Number 372 which provides access to Mount Bachelor.

The nearest commercial airport is Roberts Field in Redmond, 18 miles (29 km) north of Bend on US Highway 97. The U.S. Forest Service operates an air base and training center for firefighting and Butler Aircraft and provides Fixed Base Operator and firefighting services. Bend Municipal Airport (KBDN) is located 5 miles (8.0 km) northeast of the City and serves general aviation. Several significant general aviation companies are based at the Bend Airport.

The City of Bend is served by Cascades East Transit. The Bend Hawthorne Transit Center is a hub for the Cascades East Transit center with connections to intercity bus services including the High Desert Point, Eastern Point, and the Central Oregon Breeze. Bend Area Transit (BAT) provides services to the general public within the Bend City limits. The service operates Monday through Saturday. Residents with a disability can access public transportation options through Bend Dial-A-Ride.

Burlington Northern Santa Fe (BNSF) owns and operates a north-south railway through Bend with numerous spurs off the mainline which serve industrial rail and freight customers. The closest Amtrak train service is in the town of Chemult, approximately 65 miles (105 km) to the south. Amtrak provides bus service to connect directly to the Chemult train station, which is served by the Coast Starlight route.

2.1.4 Protection of Critical Infrastructure and Key Resources

Presidential Policy Directive 21 (PPD-21) defines sixteen Critical Infrastructure and Key Resources (CIKR) Sectors, whose assets, systems, and networks, whether physical or virtual, are considered so vital to the United States their incapacitation or destruction would have a debilitating effect on national economic security, public health or safety, or any combination thereof. Some of the CIKR Sectors have elements represented within the Bend area. Local infrastructure is owned and operated by the City or partners and supports the delivery of critical and essential services at the local level. These resources are necessary to ensure the City of Bend's security, public health and safety, and economic vitality.

Disruption of these resources could significantly impact vital services, produce cascading effects, and result in large-scale human suffering, property destruction, economic loss, and damage to public confidence and morale. Key facilities considered in infrastructure protection planning should include:

- Structures or facilities that produce, use, or store highly volatile, flammable, explosive, toxic, and/or water-reactive materials.

- Government facilities, such as departments, agencies, and offices.

- Hospitals, nursing homes, and housing likely to contain occupants who may not be sufficiently mobile to avoid death or injury during an emergency.

- Police and Sheriff stations, fire stations, vehicle, and equipment storage facilities, and Emergency Operations Centers(EOC) needed for disaster response before, during, and after emergencies.

- Public and private utilities and infrastructure vital to maintaining or restoring normal services to areas damaged by emergencies.

- Communications and cyber systems, assets, and networks such as secure City servers and fiber optic communications lines.

2.1.5 Community Lifelines

FEMA created Community Lifelines to reframe incident information, understand and communicate incident impacts using plain language, and promote unity of effort across the whole community to prioritize efforts to stabilize the lifelines during incident response. While lifelines were developed to support response planning and operations, the concept can be applied across the entire preparedness cycle. Efforts to protect lifelines, prevent and mitigate potential impacts to them, and build back stronger and smarter during recovery will drive overall resilience of the nation.

Community lifelines were tested and validated by federal, state, local, tribal and territorial partners in the aftermath of hurricanes Michael (Oct. 2018), Florence (Sept. 2018) and Dorian (Aug. 2019), Super Typhoon Yutu (Oct. 2018), the Alaska earthquake (Dec. 2018) and the coronavirus (COVID-19) pandemic (2020). They were formalized in the National Response Framework, 4th Edition.

2.2 Threat/Hazard Identification

A wide range of natural and human-caused hazards have the potential to disrupt the Bend community, causing casualties, damaging property, and damaging the environment. The following section is a hazard and threat overview describing the hazards, occurrence, and impact to the City of Bend. This overview does not address all potential threats or hazards. More information specific to natural hazards can be found in the Deschutes County Multi-Jurisdictional Natural Hazards Mitigation Plan 2021.

- **Civil Disturbance:** An incident which disrupts a community and requires intervention to protect life safety and property. Examples include violent and non-violent group acts and isolated and sporadic acts of violence.

- **Cyber Incident:** An event occurring on or conducted through a computer network that actually or imminently jeopardizes the confidentiality, integrity, or availability of computers, information or communications systems or networks, physical or virtual infrastructure controlled by computer or information systems, or information resident thereon.

- **Dam Safety:** The Bend community is located within the proximity of high hazard dams (Wickiup, Crane Prairie, and North Canal Diversion as defined in the National Inventory of Dams) and the probability of earthquake and landslide hazards in the region can contribute to the potential for dam failure and resultant flooding.

- **Drought:** Generally defined as a long period with no rain, especially during a planting season. Oregon's Legislative Assembly further describes drought as a lack of water resources threatening the availability of essential services and jeopardizing the peace, health, safety, and welfare of

the people of Oregon. A severe drought could require that strict conservation measures (more than odd/even watering restrictions) be implemented to assure an adequate supply of potable water for the Bend service area.

- **Earthquake:** Bend has little recorded data of significant earthquake activity. Over the past 30 years the Central Oregon area has had many small earthquakes measuring 2.0 magnitude or less. Seismic events do, however, pose a threat. A major earthquake along the Cascadia Subduction Zone has the potential to result in a major disruption in the City due to impacts to community lifeline infrastructure and systems.

- **Flood:** Flooding in Bend includes the rapid rise of creeks and ice jams on the Deschutes River, overloaded stormwater systems, and canal system breach or failure. This hazard is generally of short duration and could be compounded by rain on snow or frozen soil events. Bend has a history of flooding events although most have been minor in nature and typically have affected small areas in the community.

- **Geomagnetic Disturbance (GMD):** A major disturbance of earth's magnetosphere from a very efficient exchange of energy from solar wind into the space environment surrounding earth causes a GMD. This hazard can disrupt navigation systems such as the Global Navigation Satellite System and create harmful geomagnetic induced currents in the power grid and pipelines.

- **Hazardous Materials:** A release of hazardous materials posing a serious threat to life, property, and/or the environment. The release may also generate long- term contamination or toxicity problems. A hazardous materials incident can be associated with a transportation accident (highway, rail, waterway, or pipeline), but may also arise from accidents at fixed facilities. Hazardous materials can be found throughout Bend and the community's Hazmat Regional Response Team is in Salem, Oregon. Bend has a history of minor hazardous materials incidents.

- **Landslide:** The severity or extent of landslides is typically a function of geology and the landslide triggering mechanism. Rainfall-initiated landslides tend to be smaller than earthquake-induced landslides, which may be very large. Even small slides can cause property damage and result in injuries or loss of life. There is no history of major landslides in Bend however small debris falls have occurred without major disruptions in normal activity.

- **Pandemic/Infectious Disease:** Large-scale outbreaks of infectious disease that can greatly increase morbidity and mortality over a wide geographic area and cause significant economic, social, and political disruption. The National Library of Medicine reported that evidence suggests the likelihood of pandemics has increased over the past century because of

increased global travel and integration, urbanization, changes in land use, and greater exploitation of the natural environment. The potential for pandemics and the possibility of bioterrorism together generate the threat of a major health emergency in the area. Major threats include flu outbreaks and food/waterborne illness. This type of hazard has occurred in Bend (COVID-19).

▪ **Terrorism:** Terrorism is the use of force or violence against persons or property in violation of the criminal laws of the United States for purposes of intimidation, coercion, or ransom. Terrorists often use threats to create fear among the public and to get immediate publicity for their causes. Bend has no history of terrorism rising to the level of major emergency or disaster but the potential for such an incident exists.

▪ **Transportation Disruption:** This hazard includes major incidents involving motor vehicles, trains, or aircraft. Bend's location increases the potential for risk for several reasons. The flight path of the Redmond airport and the increase in flights due to demand, the location of Highway 97 one of the busiest highways in the state and a major north/south alternate route for Interstate 5, and the Burlington Northern Sante Fe (BNSF) railway bisects the community core. Transportation disruptions occur regularly in Central Oregon.

▪ **Utility Disruption (power, water, wastewater):** Utility emergencies involve infrastructure disruptions or impacts associated with electrical, telephone, computer, water, fuel/natural gas, sewer, or sanitation systems and may impact large populations within the area. This hazard increases significantly if the incident includes a fire or explosion, a release of hazardous materials, or a large number of casualties. Regular outages, primarily of power, coupled with the isolation of the City and the potential for winter weather makes utility disruption of particular concern for Bend.

▪ **Volcano:** The Cascade Range of the Pacific Northwest has more than a dozen active volcanoes. No eruptions have occurred in the past 1,000 years however the Three Sisters and Newberry Volcano have had eruptions in the last 15,000 years. Volcano-related hazards most likely to affect Bend are volcanic ash but we have the potential to experience large-scale regional lava flows from Newberry and the Three Sisters volcanoes.

▪ **Wildfire:** Fire is an essential part of Oregon's ecosystem, but it is also a serious threat to life and property. The wildfire hazard in the Bend area is primarily located where forested areas interface directly with homes, businesses, and infrastructure (wildland urban interface also known as the WUI). Wildfire is exacerbated by drought and wind in central Oregon and there is a history of wildfire in Bend, most notably the 1990 Awbrey Hall Fire.

- **Windstorm**: This hazard is typically of short duration and involves straight-line winds and/or gusts in excess of 50 mph but can be longer in duration when associated with thunderstorms. Impacts include power outages, transportation and economic disruptions, significant property damage, and high risk for injuries and loss of life. Bend is affected by this hazard annually with the most destructive storms occurring once or twice a decade.

- **Winter Storm:** Destructive winter storms producing heavy snow, ice, rain, freezing rain, and high winds typically originate in the Gulf of Alaska or in the central Pacific Ocean. These storms are most common from October through March. The recurrence interval for severe winter storms throughout Oregon is about every 2.9 years; however, many localized storms may occur between these periods. Impacts include power outages, transportation and economic disruptions, significant property damage, and risk for injuries and loss of life.

In the Hazard Analysis, some of the hazards and threats described above are scored, see Table 2-2 below, using a formula incorporating three rating criteria (capacity, vulnerability, and probability) and three levels of severity (low, moderate, and high). For each hazard, the risk for a given hazard is identified by multiplying the vulnerability of the community to a hazard by the probability of the hazard's occurrence divided by the community's capacity to cope with the impacts resulting from the hazard. Note that while many hazards may occur together or as a consequence of others (e.g., dam failures cause flooding, and earthquakes may cause landslides), this analysis considers each hazard as a singular event.

Table 2-2 Risk Matrix

Hazard	Vulnerability High = 3 Moderate = 2 Low = 1	Capacity High = 3 Moderate = 2 Low = 1	Probability High = 3 Moderate = 2 Low = 1	Risk Total <1.5 = Low 1.5-3.0 = Moderate 3.1-4.5 = High >4.5 = Very High	Risk
Civil Disturbance	2	2	3	3	Moderate
Cyber Incident	1.75	2	2.5	2.188	Moderate
Drought	1	3	3	1	Low
Earthquake (CSZ)	3	1	2	6	Very High
Earthquake (Crustal)	2	1	1	2	Moderate
Epidemic/Pandemic	3	2	1	1.5	Low
Flood-Riverine	3	3	3	3	Moderate
Flood-Stormwater	3	3	3	3	Moderate
Hazardous Materials	3	1	2	6	Very High
Infectious Disease	3	2	2	3	Moderate
Landslide	2	3	1	.667	Low
Terrorism	2	1	1	2	Moderate
Transportation Disruption	1.667	1	1	1.667	Moderate
Utility Disruption-Energy	2	2	3	3	Moderate
Utility Disruption-Water	2	2	2	2	Moderate
Volcano	3	1	1	3	Moderate
Wildfire	3	1	3	9	Very High
Windstorm	2	2	2	2	Moderate
Winter storm	3	2	3	4.5	High

Source: 2021 Multi-Jurisdictional Natural Hazard Mitigation Plan and City of Bend 2024 THIRA

Table 2-3 Risk Rating Criteria

Vulnerability	
High = 3	More than 50% of population or assets to be affected
Moderate = 2	10% – 49% of population or assets to be affected
Low = 1	Less than 9% of population or assets to be affected
Capacity	
High = 3	No outside resources needed
Moderate = 2	Less than 49 outside resources needed
Low = 1	More than 50 outside resources needed
Probability	
High = 3	One incident within a 10-year period
Moderate = 2	One incident within a 50-year period
Low = 1	One incident within a 100-year period

Source: City of Bend 2024 THIRA

2.2.1 Capability Assessment

The availability of the City's physical and staff resources may limit its capability to conduct short- and long-term response actions on an independent basis. City response capabilities are also limited during periods when essential staff are on vacation, sick, or under furlough due to budgetary constraints.

The City of Bend uses the Department of Homeland Security's National Preparedness Goal core capabilities to assess the emergency management program and identify areas for improvement. The City collaborates with Deschutes County to develop plans, agreements, procedures, exercises, and critical tasks needed for strengthening regional capabilities.

Each year the City of Bend conducts a capability assessment to ensure best practices in emergency management are incorporated into the program, plans, and activities. A capability assessment is a low impact systematic approach to evaluate the City's emergency plan and capability to respond to hazards. The City assesses the capability of its emergency management program against the Federal Emergency Management Agency's core capabilities. This information is gathered and maintained in a web-based capability assessment tool administered by the Oregon Department of Emergency Management. Feedback provided by the City contributes to preparation of the annual State Preparedness Report.

2.3 Assumptions

This Emergency Operations Plan (EOP) is based on the following assumptions and limitations:

- Emergencies typically begin and end locally and are managed daily at the lowest possible geographical, organizational, and jurisdictional level.

- The City will retain its autonomy and will handle emergencies at the local level. Some emergencies may reach a size and scope requiring involvement of multiple jurisdictions, levels of government, functional agencies, emergency response disciplines, and/or resource collaboration to provide a more efficient response.

- Local emergency planning efforts focus on accommodating residents while preparing for changes in population trends throughout the year. However, significant increases to the local population may introduce challenges in meeting the needs of non-residents and other travelers during an emergency.

- Significant numbers of personnel may be unable or unavailable to report to work.

- Capabilities may be impaired by a lack of critical personnel.

- Operations or services may be unavailable due to blocked access or damage to facilities.

- Communications may be impaired due to damaged or overwhelmed information technology, electrical distribution, fuel network, and communications systems.

- Lack of advanced warning of a disaster or emergency can complicate the City's ability to organize and implement response and notification efforts.

- Non-essential operations may be curtailed and redirected to provide resources to respond and recover from an emergency.

- Privately owned and operated critical infrastructure, including water, fuel, and power utilities, if inoperable or depleted, may delay response and recovery efforts.

- An emergency could exceed the emergency response capabilities of the City, County, and State. Additional resources may be required from other local agencies, the State, or the Federal Government to achieve an effective response.

- The Bend community and visitors may need to utilize their own resources and be self-sufficient following some emergencies for two weeks or more.

- Vulnerable populations may require additional resources to meet access and functional needs.

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3 Roles and Responsibilities

3.1 General

Local agencies and response partners may have various roles and responsibilities throughout an emergency's duration. It is particularly important a local command structure be established to support response and recovery efforts and maintain a significant amount of flexibility to adapt to the incident. Typical duties and roles may vary depending on the incident's size and severity, as well as the availability of local resources. Thus, it is imperative to develop and maintain a depth of trained staff within the response community.

The City conducts emergency management in accordance with the National Incident Management System (NIMS). Response agencies and departments are responsible for ensuring critical staff are identified and trained in the NIMS, in the Incident Command System (ICS), and to effectively execute existing response plans, procedures, and policies.

During a City-declared emergency, control is not relinquished to County or State authority but remains at the local level for the duration of the incident. City departments have emergency support functions in addition to their normal duties. Each department is responsible for developing and maintaining emergency management procedures in alignment with this plan to ensure staff are trained and ready to respond in an emergency. Specific responsibilities are outlined below, as well as in individual annexes.

3.2 Emergency Management Organization (EMO)

The City EMO consists of employees from many levels of City government. The Mayor, City Council, City Manager, Executive Leadership, City Attorney, and individual departments have certain responsibilities within the various phases of emergency management for the City of Bend.

The City EMO implements the National Preparedness Goal (NPG) for all potential hazards affecting the health, well-being, and interests of the community. The NPG is made up of the following mission areas:

- Preventing, avoiding, or stopping a threatened or an actual act of terrorism.

- Protecting our community members, residents, visitors, assets, systems, and networks against the greatest threats and hazards in a manner that allows our interests, aspirations, and way of life to thrive.

- Mitigating the loss of life and property by lessening the impact of future disasters.

- Responding quickly to save lives, protect property and the environment, and meet basic human needs in the aftermath of a catastrophic incident.

- Recovering with a focus on the timely restoration, strengthening, and revitalization of infrastructure, housing, and a sustainable economy, as well as the health, social, cultural, historic, and environmental fabric of communities affected by a catastrophic incident.

The City of Bend has established the following EMO operational priorities:

- Ensure the preservation of human life and safety.

- Protect property and the environment.

- Facilitate incident stabilization.

- Facilitate community lifeline stabilization.

- Repair and restore essential systems and services.

- Provide a basis for the direction and control of emergency operations.

- Provide for the protection, use, and distribution of remaining resources.

- Provide for continuity of government.

- Ensure recovery activities.

- Coordinate resource collaboration with other jurisdictions when necessary.

- Practice fiscal responsibility.

3.3 Assignment of Responsibilities

An overview of the key functions and procedures the City of Bend will strive to accomplish while preventing, protecting, mitigating, responding to, or recovering from an emergency are provided in this section. The Emergency Operations Plan (EOP) is built upon the idea, but does not mandate, the City follow their established procedures regardless of the level or duration of an emergency.

3.3.1 Mayor and City Council

The ultimate responsibility for policy, budget, and political direction for the City of Bend government is borne by the City Council. During emergencies, this responsibility includes encouraging public involvement and assistance, issuing policy statements as needed to support actions and activities of response and recovery efforts, and providing a political contact for visiting State and Federal officials.

Mayor and City Council general responsibilities include:

- Convene the City Council for emergency session(s). (*Mayor*)

- Assist in communication and coordination efforts with elected officials of other governmental entities. (*Mayor*)

- Ensure the line of succession. (*Mayor, Mayor Pro Tem, and City Council*)

- Be available to address the community and act as a conduit of communication and support to constituents. (*Mayor and City Council*)

- Review emergency expenditures and ensure adequate appropriation of financial resources to meet emergency expenses. (*Mayor and City Council*)

- Expropriate or reallocate current budgets or appropriate reserves for emergency expenditures. (*Mayor and City Council*)

- Coordinate emergency public information with City Manager's Office staff and Lead Public Information Officer (PIO) assigned to the Emergency Operations Center (EOC). (*Mayor and City Council*)

- Meet as needed to provide policy direction and enact ordinances to reduce the impact to the community. Examples may include land use and development codes and anti-price-gouging ordinances. (*Mayor and City Council*)

- Adopt an EOP and other emergency management-related resolutions. (*Mayor and City Council*)

3.3.2 City Manager

The City Manager is responsible for continuity of government, overall direction of the City emergency operations, and dissemination of public information.

City Manager responsibilities include:

- Ensuring continuity of government.

- Assisting the Mayor and City Council with their responsibilities.

- Recommending any ordinances, policies, procedures, and budgetary requirements to the City Council and other City officials to assist in the performance of their duties in preventing, protecting against, mitigating, responding to, and recovering from an emergency.

- Declaring a State of Emergency, requesting assistance from or through Deschutes County, the State, and the Federal Government.

- Ensuring, through the City Recorder, plans are in place for the protection and preservation of City records.

3.3.3 Executive Team

The City Manager will determine, based on the nature of an emergency, which Executive Team member will staff the policy room(s). Executive Team members not immediately reporting to the EOC will either report to their respective departments to provide staff assistance or prepare to take a later shift as part of the Executive Team. The City Attorney's role is to advise other members of the Executive Team regarding legal matters and aid in presenting emergency ordinances to the City Council for adoption. Members of the Executive Team will determine which legal measures are to be processed by the City Council.

Executive Team responsibilities include:

- Provide resources to ensure staff receive necessary training and other resources for managing emergency events, including maintenance of this EOP.

- Maintain communication with and support the Mayor and City Council; stay informed of the event status.

- Determine City services to be curtailed or modified during an emergency, including determining an appropriate time to restore City services.

- Provide policy guidance to the EOC Manager.

- Determine priorities for City resources.

- Recommend emergency ordinances to the City Council.

- Review ordinances for legal and liability issues.

- When the EOC is activated, monitor resources to avoid early depletion or over commitment of resources to nonessential work and or mutual aid.

- Provide personnel and other resources to support EOC operations.

3.3.4 Emergency Manager

The City of Bend has a designated emergency manager. The purpose of the emergency manager position is to ensure the day-to-day functions of the Emergency Management Organization (EMO) are performed and to maintain situational awareness of potential threats or hazards to the City. The emergency manager works with the Executive Team to ensure unified objectives for the City's emergency plans and activities, including coordinating all aspects of the City's capabilities.

The emergency manager's responsibilities include:

- Supporting all City departments in developing, maintaining, and exercising their respective Emergency Support Functions, annexes, and appendices to this plan.

- Serving as staff advisor to the City Manager for emergency matters.

- Updating the EOP.

- Providing coordination of emergency plans, programs, and operations with the County, neighboring jurisdictions, and other public and private agencies with emergency services responsibilities.

- Establishing a cadre of qualified staff to serve as the EOC Manager during activations.

- Maintaining operational readiness of the EOC(s).

- Training and exercising key personnel for critical positions in the EOC and Department Operations Center(s) (DOCs).

- Review critical press releases prior to release.

- Serving as day-to-day liaison between Bend, the County, public, volunteer, private, and other agencies for emergency planning.

- Convening the City of Bend Emergency Management Committee (EMC), and other committee meetings.

3.3.5 Department Directors

Individual departments are an integral part of the EMO. City Departments shall retain their identity and autonomy during a declared state of emergency. While some departments are comprised of first responders, the majority focus on providing support and/or on providing continuity of services to the public. All

departments share planning responsibilities in all phases and all types of emergencies and will work cooperatively to achieve the overall objectives set by the EMO.

Department directors and their staff are responsible for developing, planning, and training on internal policies and procedures for response and recovery. Department directors without a specific emergency function will be prepared to make their resources available for emergency duty at the direction of the City Manager.

City department director responsibilities include:

- Supporting EOC operations to ensure the City is providing for the safety and protection of the community it serves.

- Establishing, in writing, a line of succession for the authority held by each department; this document must be made known to department employees, and a copy must be filed with the Emergency Manager.

- Tracking incident-related costs, in coordination with the EOC Finance Section if activated, incurred by the department and submit expenditure reports in accordance with financial management practices. Incident-related costs may occur during response or recovery phases and may include personnel overtime, equipment used/expended, and contracts initiated.

- Developing and implementing procedures for protecting vital records, materials, and facilities.

- Ensuring staff complete any National Incident Management System (NIMS) required training.

- Ensuring department plans and Standard Operating Procedures incorporate NIMS components, principles, and policies.

- Dedicating staff time for preparedness training and participation in exercises.

- Preparing and maintaining supporting Standard Operating Procedures (SOPs) and annexes to the EOP.

3.3.6 Emergency Committees

The City of Bend has developed a committee to oversee the design, development, and implementation of emergency management activities. The Bend Emergency Management Committee (EMC) is an interdepartmental internal team established by the Risk and Emergency Management Department.

The EMC responsibilities include:

- Ensuring staff have completed required training.

- Ensuring employee participation in emergency management exercises.

- Encouraging employees to prepare their homes and families for emergencies.

- Participating in regularly scheduled meetings.

- Helping to ensure the primary and alternative EOC locations are in a state of operational readiness.

- Ensuring their departments are accountable for fulfilling their essential functions outlined in their standard operating policies and procedures.

- Helping to identify departmental staff who will assume positions in the EOC and DOC(s), when activated.

- Updating appropriate EOP annexes.

The EMC seeks to reduce Bend's vulnerability to hazards with the potential to result in loss of life, injury to persons, damage to property, damage to the built and natural environments, and loss of economic vitality through effective strategies and practices of mitigation, preparation, response, and recovery and fostering individual, community, and City resilience.

3.4 Private Sector

Private-sector organizations play a key role before, during, and after emergencies. For the purposes of the EMO, the term private sector includes the business community and not-for-profit nongovernmental organizations (NGOs) offering critical emergency services. Together, government agencies and the private sector form a partnership. Often, NGOs collaborate with first responders, governments at all levels, and other agencies and organizations providing relief services to sustain life, reduce physical and emotional distress, and promote recovery of disaster survivors.

In addition, owners/operators of certain regulated facilities or hazardous operations may bear responsibilities under the law for preparing for and preventing incidents from occurring and responding to an incident once it occurs. Partnership with private industry is crucial for a whole community emergency response concept and is provided in part through the Tri-County Local Emergency Planning Committee.

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 impacting private-sector infrastructure and facilities.

- Collaborating with emergency management personnel before an incident occurs to ascertain what assistance may be necessary and how private-sector organizations can help.

- Developing and exercising emergency plans before an incident occurs.

- Where appropriate, establishing mutual aid and assistance agreements to provide specific response capabilities.

- Providing assistance to support local emergency management and public awareness during response and throughout the recovery process.

- Training and managing volunteer resources.

- Identifying shelter locations and needed supplies.

3.5 Individuals and Households

Although not formally a part of City emergency operations, individuals and households play an important role in the overall emergency management strategy.

Individuals and households can contribute by:

- Reducing risk in and around their homes.

- Preparing emergency supply kits and household emergency plans that consider all members of the household, including children and pets.

- Monitoring emergency communications and following directions.

- Reducing demands on landline and cellular communications.

- Taking care of themselves and neighbors until first responders arrive.

- Volunteering with established organizations.

In these ways, individuals and households can become part of the emergency management system and ensure their efforts are directed to where they are

most needed. As volunteers they can develop skills to take care of themselves and their families.

Community Organizations Active in Disaster (COAD) when established can bring together a broad array of community organizations. A COAD coordinates member organizations' activities in relation to emergency response. It is a support to county and city emergency managers but is not run by emergency management personnel. A COAD helps with sharing information, resources, and expertise with the intent to know what resources COAD members potentially have to offer during emergency or disaster response.

3.6 County, State, and Federal Response Partners

Local government (city and/or county), with jurisdictional authority, have responsibility for the safety of its community. The City of Bend Emergency Management Program provides for a coordinated response to a major emergency and may deploy resources to respond should emergency conditions exist.

3.6.1 Deschutes County

The Deschutes County Emergency Services supports the City of Bend's response to a major emergency and may, in extreme cases or when requested, deploy their resources to respond should disaster or emergency conditions threaten the community of Bend.

3.6.1.1 Deschutes County Fire Defense Board

The mission of the Deschutes County Fire Defense Board is to increase firefighter safety, increase public safety, reduce property damage due to fire or hazardous material situations, and oversee emergency medical response throughout Deschutes County. In addition, the Board's mission is:

- To provide organizational structure and operational procedures for the mobilization and direction of the firefighting forces who are members of the Deschutes County Mutual Assistance Agreement when an incident, disaster, or emergency has or may exceed the capabilities of one or more district/department's fire defenses.

- To develop, enact, and maintain policy for the benefit of the members of the Deschutes County Fire Defense Board and the organizations in its jurisdiction.

- To provide a medium in which to interact and solve the fire service problems relating to Deschutes County.

- To conform to, and implement when required, the Oregon State Fire Service Plan.

3.6.2 State of Oregon

Under Oregon statutes and the provisions of ORS 401.035, the Governor has broad responsibilities for the direction and control of all emergency activities in a State-declared emergency. The State of Oregon Department of Emergency Management (ODEM) staffs a duty officer at all times. The Director of ODEM is delegated authority by ORS 401.052 to 401.092 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. State government serves as the point of contact between local governments and the Federal Government.

Under the direction and control of department heads, agencies of State government represent the State emergency operations organization. Responsibility for managing State-wide Emergency Support Functions (SESF) is assigned by the Governor to the State-level departments best suited to carry out each function applicable to the emergency. These departments coordinate with their ESF counterparts at the local and national levels.

3.6.3 Federal

Federal response partners are typically requested by ODEM if 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 EOP and the National Response Framework.

3.6.3.1   Central Oregon Fire Management Service (COFMS)

The Central Oregon Fire Management Service (COFMS) area includes the Deschutes National Forest, the Ochoco National Forest, the Crooked River National Grassland, and the Prineville District BLM. These four units are managed cooperatively under combined leadership, with decision makers from both the United States Forest Service and the Bureau of Land Management.

The COFMS boundary has been divided into five planning units called Divisions (Cascade, Newberry, Crescent, Rivers, and Prairie) to facilitate fire suppression and fire management activities. Although the areas work together to complete projects and suppress fires, each Division has its own Fire

Management Officer (FMO), Assistant Fire Management Officer (AFMO) and staff.

COFMS also partners with the Oregon Department of Forestry for fire protection and has a central dispatching facility serving as a communications hub for fire and fuels operations. Central Oregon also hosts several National Resources such as smokejumpers, two hotshot crews, and several airtankers, as well as several Regional Resources such as rappelers and helicopters.

3.7   Integration of Response Partners

Effective response to and recovery from an emergency requires the active involvement of numerous partners. As the response effort unfolds, and additional resources and personnel are requested to augment existing capabilities. Liaisons from the City of Bend and other local, State, or Federal agencies will attempt to establish communications with their partner agency counterparts and may report to partner agency EOCs to enhance emergency response and recovery.

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4 | Concept of Operations

4.1 General

City government has a responsibility to first, protect public health and safety, then preserve property, stabilize the incident, and conserve the environment from the effects of an emergency to the extent possible. In keeping with the foundational emergency management principle "all disasters are local," each jurisdiction is responsible for preparing for and responding to all hazards affecting the community. City government is also responsible for organizing, training, and equipping emergency personnel, including providing them with suitable warning and communications systems.

This Emergency Operations Plan (EOP) will be used when the City or individual emergency response agencies are reaching or have exceeded their capabilities to respond to an emergency. It may also be used during non-routine incidents or pre-planned events where City resources are limited and/or have been expended. All or part of this plan may be activated in response to an emergency. The Emergency Operations Center (EOC) may be activated based on the type, size, severity, and expected duration of the emergency.

4.2 Incident Management Response Framework

From routine emergencies handled by a single City resource to a disaster impacting the entire City, County or region, all emergency response operations adhere to the principles of the National Incident Management System (NIMS). In Oregon, implementation of NIMS and its integral components are mandatory during an emergency incident.

4.3 Emergency Management Mission Areas

Based on the NIMS guidance the City of Bend undertakes a year-round approach to ensure City personnel and the community are prepared for an emergency, regardless of size or severity. City departments and partner agencies develop operational capabilities to facilitate response in the event of an emergency.

Although this EOP primarily focuses on response and short-term recovery activities, the overall emergency management mission as defined by the National Preparedness Goal includes the following mission areas and associated activities called core capabilities that address the greatest risks to

the nation. Common to each mission area are the core capabilities of Planning, Public Information and Warning, and Operational Coordination.

4.3.1 Prevention

Prevention comprises the capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism. It is focused on ensuring we are optimally prepared to prevent an imminent terrorist attack within the United States. Prevention core capabilities include:

- Forensics and Attribution

- Intelligence and Information Sharing

- Interdiction and Disruption

- Screening, Search, and Detection

4.3.2 Protection

Protection includes the capabilities to safeguard the homeland against acts of terrorism and human-caused or natural disasters. It focuses on actions to protect the people, vital interests, and way of life of our communities and nation. Protection core capabilities include:

- Access Control and Identity Verification

- Cybersecurity

- Intelligence and Information Sharing

- Interdiction and Disruption

- Physical Protective Measures

- Risk Management for Protection Programs and Activities

- Screening, Search, and Detection

- Supply Chain Integrity and Security

4.3.3 Mitigation

Mitigation is an action to reduce or eliminate long-term risk to people, property, the environment, and the economy from natural and technological hazards. Hazard mitigation activities focus on reducing the vulnerability of critical infrastructure or stopping an incident from occurring. This EOP, in conjunction with the Deschutes County Multi-Jurisdictional Natural Hazards

Mitigation Plan, provides policy guidance for hazard mitigation in Bend. Mitigation core capabilities include:

- Community Resilience

- Long-Term Vulnerability Reduction

- Risk and Disaster Resilience Assessment

- Threats and Hazards Identification

4.3.4 Response

Response activities address the short-term, direct effects of an emergency. Response includes immediate actions to preserve life, property, and the environment. In addition, response actions also address basic human needs by maintaining the social, economic, and political structure of the community. Response core capabilities include:

- Critical Transportation

- Environmental Response/Health and Safety

- Fatality Management Services

- Fire Management and Suppression

- Logistics and Supply Chain Management

- Infrastructure Systems

- Mass Care Services

- Mass Search and Rescue Operations

- On-Scene Security, Protection, and Law Enforcement

- Operational Communications

- Public Health, Healthcare, and Medical Services

- Situational Assessment

4.3.5 Recovery

Recovery activities consist of both short-term and long-term efforts. Short-term recovery can best be defined as the actions taken by responders to address and provide for the essential and immediate needs of the community members in the aftermath of a disaster.

Long-term recovery focuses on restoring communities. This is accomplished by assisting property owners in repairing or rebuilding homes and businesses and assisting local governments, school districts, and other public nonprofit agencies in restoring or reconstructing damaged infrastructure. Recovery Support Functions are:

- Economic Recovery

- Health Services

- Social Services

- Disaster Housing

- Infrastructure Systems

- Natural and Cultural Resources.

4.4   Response and Coordination

4.4.1   Jurisdictional Response Authority

Responsibility for responding to emergencies rests with local government. Neighboring jurisdictions, State, and Federal agencies do not assume authority or responsibility for responding to any disaster or emergency, unless local response thresholds are exceeded, or terrorism is involved. When requested, these agencies may provide support to local jurisdictions. The city in which the emergency occurs maintains jurisdictional authority and primary responsibility for managing the resulting response. There is one official EOC for the City of Bend, which has the responsibility to convey requests for resources to Deschutes County on behalf of the City.

In addition, Local Service Districts and City Departments use Department Operations Centers (DOC) to coordinate, inward facing, command level response within their agencies or departments. When a DOC is operational:

- The DOC will establish an interface with an EOC, if the EOC is operational.

- DOCs, when anticipating EOC support may be needed, should request the EOC open as soon as possible to allow the EOC time to respond.

- DOCs will interface with Incident Command (IC), Unified Command (UC), or an Incident Management Team (IMT) as appropriate.

- When the Incident Commander is collocated within a DOC the DOC will interface with the Operations Section Chief at the Incident Command level. If the IC is collocated with the EOC the DOC will house the

Operations Section Chief and interface with the Branch Director(s) at the Incident command level.

- The DOC Manager may be selected based on the overall emphasis of the response operations. In the absence of a DOC, the EOC, when established, interfaces with field operations.

4.4.2 Incident Management

Operational direction and tactical control of response activities within local jurisdictions is conducted by on-scene the Incident Commander(s) who provides situational awareness to and request resources through their DOCs and the EOC when activated. Depending on the size and scope of an emergency an Incident Commander may be assigned to oversee multiple branches, divisions, or groups. In this case the IC may be collocated within a DOC or the EOC. When this occurs the corresponding DOC or EOC where the IC co-locates will support the IC as though they were an on-scene commander.

4.4.3 Incident Complexity

The NIMS Incident Complexity Guide: Planning, Preparedness and Training (2021) provides a consistent method to describe incident complexity principles. It also establishes a framework for determining the incident complexity level to inform emergency planning, preparedness, and training, and to improve operational readiness to respond to real events and incidents.

The City of Bend EOP is based on the premise emergency functions, for various City and regional response agencies involved in emergency management, will generally parallel normal day-to-day functions. As an emergency becomes more complex, lead response departments will determine the need for additional resources and request them as needed. The complexity of an emergency may impact the ability to provide services, which may require a change in the operational level of the City and/or the County.

The activation status of the City's EOC and the response level of the Emergency Management Organization (EMO) do not necessarily reflect or indicate the operating status of the City government as a whole or any individual department. The incident types and their indicators are described below in Table 4-1.

Table 4-1   NIMS Incident Complexity Levels (Indicators)

Type 5	- The incident can be handled with one or two single resources with up to six personnel. - Command and General Staff positions (other than the Incident Commander) are not activated. - No written Incident Action Plan (IAP) is required. - The incident is contained within the first operational period and often within an hour to a few hours after resources arrive on scene. - Examples include a vehicle fire, an injured person, or a police traffic stop.
Type 4	- Incident may extend from several hours to 24 hours. - Several resources are required to mitigate the incident. - Multiple kinds and types of resources may be needed. - The agency administrator may have briefings and ensure the complexity analysis and delegation of authority are updated. - No written IAP is required, but a documented operational briefing will be completed for all incoming resources. - Examples include a barricaded suspect, spill on a roadway, or a large commercial fire.
Type 3	- When capabilities exceed initial attack, the appropriate Incident Command System (ICS) positions should be added to match the complexity of the incident. - Some or all Command and General Staff positions may be activated, as well as Division/Group Supervisor and/or Unit Leader level positions. - A Type 3 Incident Management Team or Incident Command organization manages an initial actions incident with a significant number of resources, an extended attack incident until containment/control is achieved, or an expanding incident until transition to a Type 1 or 2 team. - The incident may extend into multiple operational periods. - A written IAP may be required for each operational period. - Examples include a natural hazard impacting a small portion of a city, the evacuation of a neighborhood due a hazardous materials, or an active shooter.

Table 4-1   NIMS Incident Complexity Levels (Indicators)

Type 2	• This incident extends beyond the capabilities for local control and is expected to go into multiple operational periods. • A Type 2 incident may require the response of resources out of area, including regional and/or national resources, to effectively manage the operations, command, and general staffing. • Most or all of the Command and General Staff positions are filled. • A written IAP is required for each operational period. • Many of the functional units are needed and staffed. • Operations personnel normally do not exceed 200 per operational period and total incident personnel do not exceed 500 (guidelines only). • The agency administrator is responsible for the incident complexity analysis, agency administrator briefings, and the written delegation of authority.
Type 1	• This type of incident is the most complex, requiring national resources to safely and effectively manage and operate. • All Command and General Staff positions are activated. • Operations personnel often exceed 500 per operational period, and total personnel will usually exceed 1,000. • Branches need to be established. • The agency administrator will hold briefings and ensure that the complexity analysis and delegation of authority are updated. • Use of resource advisors at the incident base is recommended. • There is a high impact on the local jurisdiction, requiring additional staff for office administrative and support functions.

The incident complexity level indicators (above) are further defined below. The levels provide a shared understanding of how to define incident complexity. Using a common approach and consistent method for determining complexity level improves the effectiveness and implementation of NIMS and the National Preparedness System. The complexity levels below inform the EMO response and the EOC activation categories described in section 5.1.1 Emergency Operations Center Activation Categories.

4.4.3.1 Type 5 Incident

A Type 5 incident is the least complex emergency, limited to one jurisdiction, and handled within normal organizational procedures. There are no adverse impacts on community lifelines or critical infrastructure and key resources. Appropriate response is typically achievable with the resources of a single

department, though it may include minor support from other departments. The incident is typically resolved within a few hours. EOC activation is unnecessary.

4.4.3.2 Type 4 Incident

A Type 4 incident is a routine emergency generally limited to one jurisdiction and is handled within the normal organizational procedures. There may be impacts to critical infrastructure and key resources, but mitigation and management measures are not complex. Appropriate response is typically achievable with the resources of a single department, though it may include expanded support from other departments. The EOC may be activated at a limited capacity.

4.4.3.3 Type 3 Incident

A Type 3 Incident affects the population within and immediately surrounding the incident and may require the evacuation or shelter in place of the impacted community and surrounding area. A Type 3 Incident exceeds the resources of a single City department and requires support from several departments. It is an occurrence generally limited to one jurisdiction and is an incident or planned event generally supported at the ICP or DOC level. The incident may include activating resources of other agencies through existing mutual aid agreements and typically extends into multiple operational periods. There may be impacts to critical infrastructure and key resources and incident mitigation actions may expand into multiple operational periods. The EOC may be activated.

4.4.3.4 Type 2 Incident

A Type 2 Incident affects a large portion of the population, property, and critical services in Bend. The incident likely requires the activation of the EOC and multi-agency response not normally serving the area. This incident is an actual or threatened disaster or emergency leading to significant damage, injury, or loss of life or property. There may be destruction of critical infrastructure and key resources, and mitigation actions require considerable coordination. A Level 2 response likely involves a local declaration and may include a State emergency declaration. Long-term recovery efforts are not likely to exceed three years. Some City departments may have DOC operations to support the EOC.

4.4.3.5 Type 1 Incident

A Type 1 Incident is catastrophic and likely to result in widespread severe damage, injury, and loss of life or property. This type of incident will overwhelm local response capabilities and mutual aid leading to long-term impacts on the incident area. Incident response will likely require a full

activation of the EOC and involve the County. Local, State, and Federal declarations would likely occur as a result of the incident. Damage or destruction of numerous critical infrastructure and key resources is likely. Mitigation actions for damage or destruction require long-term planning and extensive coordination. Long-term recovery efforts are likely to exceed three years. Most, if not all, City departments, at some point in the response, will have DOC operations to support the incident response.

4.5   Response Priorities

The City of Bend has pre-established response strategies and actions to be taken immediately before, during, or directly after an emergency occurs to first address life safety, then incident and community lifeline stabilization, property preservation, environmental concerns and enhance the effectiveness of disaster recovery and business resumption. (See expanded list in Section 3.1.)

4.6   Community Lifelines

Community Lifeline services enable the continuous operation of critical government and business functions and are essential to human health and safety or economic security. Community Lifelines are present throughout Bend and mitigating impacts to lifelines prior to an incident will enable the community to recover more quickly following an emergency. Similarly, when Community Lifelines receive priority attention for stabilization once impacted, it will enable the community to recover more quickly.

During steady-state operations, lifeline services are provided by public, private, and nonprofit entities within a community. They include a range of critical day-to-day services communities rely on to protect life and property. While most disruptions to these services are directly resolved by the local lifeline service providers (e.g., power and utility companies), the priority of emergency response operations following an incident is to stabilize the lifeline services by the most effective means (e.g., providing temporary power or performing temporary emergency repairs) when they are destroyed or significantly disrupted by emergencies.

During an emergency, the primary objective of Community Lifelines is to ensure the delivery of critical services to alleviate immediate threats to life and property when communities are impacted by emergencies. As seen in Figure 4-1, Community Lifelines include eight fundamental and critical capabilities and services provided to a community that enable all other aspects of society to function. The Community Lifelines construct provides an outcome-based, survivor-centric frame of reference to assist responders with the following:

- Rapidly determining the scale and complexity of an incident.

- Identifying the severity, root causes, and interdependencies of impacts to basic, critical lifesaving, and life-sustaining services within the impacted areas.

- Developing operational priorities and objectives for response focusing on the delivery of these services by the most effective means available.

- Communicating disaster-related information across all levels of public, private, and nonprofit sectors using a commonly understood plain language vocabulary.

- Guiding response operations to support and facilitate their integration across mission areas.

Each Community Lifeline is composed of multiple components and subcomponents that are assessed to determine the condition of each lifeline. Figure 4-1 illustrates the standardized components that make up each lifeline.

Figure 4-1: Community Lifelines and Associated Components

Community Lifelines Implementation Toolkit

4.6.1   Evaluating Community Lifeline Status

Emergency Support Functions (ESFs), in collaboration with federal, state, and local partners, will evaluate and document the status of each subcomponent to

determine the condition of each lifeline component and the overall status of each community lifeline in the City of Bend. The EOC will report to Deschutes County or directly to the Oregon Department of Emergency Management (ODEM) through regional coordinators on the status of each component. ODEM will utilize its private-public-partnerships program and regional coordinators to gather information from private-sector organizations and impacted jurisdictions. The status of Community Lifelines, their components, and subcomponents will be compiled and distributed by ODEM.

4.6.2 Lifeline Stabilization

After an incident, initial assessments of the Community Lifelines (e.g., whether they are impacted and to what extent) help establish incident priorities and objectives that drive response actions. Continuously reassessing the status of Community Lifelines enables incident command to adjust operations to accelerate incident stabilization.

The lifeline structure enables emergency response personnel to quickly assess whether critical services are disrupted and determine which capabilities are required to deliver and re-establish those disrupted critical services. Lifeline conditions are assessed from the perspective of the impacted community and individual disaster survivor in terms of how services are received and the ability to maintain and sustain their delivery. This enables the EOC to:

- Determine the severity of impact on communities and critical infrastructure.

- Identify limiting factors and gaps to address those impacts.

- Quickly prioritize solutions to alleviate threats to life and property.

Disruption to lifeline services may cause significant threats to life and property. During the initial response, priority efforts focus on life safety, stabilizing the incident and lifelines, and property preservation and environmental conservation. During emergencies, the EOC, working through the ESFs, will prioritize the re-establishment of critical lifeline services. In some instances, lifeline stabilization is achieved through contingency response solutions (e.g., power generators, emergency communications, emergency sheltering, and emergency food and hydration efforts).

Response activities organized around the Community Lifelines allow local, state, and federal government emergency managers, along with private sector and nongovernmental partners, to better align, sequence, and prioritize limited public and private sector resources. The intent is to efficiently stabilize the incident by anticipating, resourcing, and managing immediate threats to life and property and to support longer-term infrastructure restoration and economic and community recovery. Stabilization is the priority focus during

initial response efforts and a step towards accomplishing longer-term outcomes achieved in recovery.

4.6.3 Lines of Effort

Lines of Effort (LOEs) are the specific mission sets (functions and activities) performed to stabilize Community Lifelines. For City operations, LOEs are activities performed at the local level and requested of County EOC and State Emergency Coordination Center (ECC) to fill capability gaps in managing an incident. Examples of LOEs include damage assessment, debris management, hazardous waste, public information and warning, search and rescue, or shelter operations. Incident-specific LOEs will be identified based on impacts to Community Lifelines and resource needs of the impacted sectors.

4.7 Response Coordination

The escalation of an emergency may impact the City's' ability to provide services, which may require a change in the operational level of the City's response systems. When an emergency occurs short-term movement of mutual or automatic aid may be necessary. Generally, the City's current agreements address the need for unhampered access to mutual aid resources during the first 24-hour window following an emergency. As this escalation is occurring lead response department DOCs or Incident Commanders (IC) will determine the need for additional assistance and resources, and request and access them as needed through their departmental mutual aid, procurement, or internal supplies.

When the EOC is activated, resources can be requested and acquired through the EOC Operations Section. The EOC, on behalf of the DOC(s) or IC(s), may at their discretion and within their budgetary constraints acquire resources through private sector vendors, NGOs, mutual aid, Oregon Resource Coordination Assistance Agreement (ORCAA), an emergency declaration process, and/or Emergency Management Assistance Compact (EMAC) as needed. To elevate requests to the county or State, local resources must be exhausted or expected to be exhausted.

During an emergency resources may be limited and it is important to centralize resource acquisition and tracking to avoid early depletion, over commitment, and decreasing the City's capability to respond to an emergency. Understanding current City resource capabilities is essential to strategic decision making by executive leadership (policy group) and the EOC. For this reason, it is imperative City departments requesting or providing resources to other departments or agencies report this activity to the EOC Operations Section as soon as possible.

An EOC activation extending beyond the first 24-hour window of an emergency should transition to a centralized resource request process where all City, outside agency, and adjunctive organization requests for resources are routed through the EOC. The centralized process accounts for personnel, documents liability, supports fiscal responsibility, and ensures a common operating picture.

4.8 Recovery

Recovery operations are the actions taken to help impacted areas of the City meet basic needs and resume self-sufficiency after an emergency. Concurrent with the immediate response to an emergency, departments, agencies, or organizations involved with short- and long-term recovery operations may need to be activated to provide for ongoing social needs, planning, and rebuilding damaged infrastructure. Short-term recovery involves the restoration of critical services such as communications, water supply, sewage service, emergency medical capabilities, and power, as well as garbage and debris removal. These functions must recover early in the incident to support the life, health, and safety of the population, and response missions.

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5 Direction, Control, and Coordination

5.1 General

The ultimate responsibility for command and control of City departments and resources lies with the City Manager. Direction and control of City emergency operations will be conducted via the Incident Command System (ICS) and the Multi-Agency Coordination System (MACS). The City Emergency Management Organization (EMO) is responsible for maintaining the readiness of the Emergency Operations Center (EOC) and identifying and training staff. City departments will be requested to designate personnel who can be made available to be trained by City Emergency Management and to work in the EOC during a major disaster. Other departments may be requested to provide assistance in a major emergency.

During a City-declared emergency, control is not relinquished to State authority but remains at the local level for the duration of the event.

5.2 Emergency Operations Center

The City of Bend operates an EOC based on the size and complexity of the emergency. The EOC is used to support and coordinate response to emergency situations within the City. The EOC staffing structure uses an ICS-like structure (Hybrid ICS/Emergency Support Functions (ESF) model) mirroring some of the ICS components used by field response organizations/operations. Generally, the EOC does not have an incident command and control role and EOC staff do not replace the field ICS positions except when the Incident Commander (IC) is collocated in the EOC.

The EOC Manager oversees the functional operations of the EOC to ensure response and recovery activities are performed in accordance with National Incident Management System (NIMS) and ICS principles. These EOC functional operations include:

- Maintain city-wide situational awareness.
- Coordinate communications.
- Obtain and coordinate resources.
- Facilitate multi-jurisdictional resource collaboration.
- Provide crisis communications and public information.

- Evaluate hazards and formulate contingency plans.

- Perform advanced planning functions.

- Support continuity of operations for essential City functions.

- Facilitate recovery processes.

The City of Bend operates a "cold" EOC designed to be activated and minimally staffed within two-to-four hours. Several locations have been identified as alternative EOC sites throughout the City and are listed in the appropriate annex within the For Official Use Only (FOUO) sections of the EOP.

Figure 5-1 EOC Staffing Structure

This organization chart does not depict all functional subsets. The EOC Manager may activate additional subsets as needed to support and coordinate the response.

5.2.1 Emergency Operations Center Activation Thresholds

EOC operations are dictated by the size and complexity of an emergency and generally fall into four categories of EOC activation. These categories may be modified as the situation dictates. The general categories of operation are:

5.2.1.1 Minor

The EOC is not typically activated and there are no emergency declarations in either the City or Deschutes County. Incidents within the City are identified as either Type 4 or Type 5 Incidents. The Emergency Manager or staff generally have no interaction or knowledge of a routine emergency, but if they do, they may choose to monitor.

5.2.1.2 Assessing, Coordinating, Monitoring, and Supporting

The EOC may be activated for monitoring and assessment to assess or support, the City, another community, or partner in locating or acquiring resources on a small scale, an incident where a department needs additional resources, or an event with the potential to escalate rapidly, such as a weather event or wildfire. The EOC during this level of activation would be primarily staffed with City emergency management personnel.

Emergency management staff may, or may not, have interaction or knowledge of a Type 4 Incident, a developing incident which may impact the City, or a planned event. However, if aware the Emergency Manager may, at their discretion, use emergency management resources to assess, coordinate, monitor, and support:

- The need for resources within and between City departments or other agencies to support responders in locating and acquiring resources on a small scale.

- Planned events likely to escalate into a significant incident such as sporting events, parades, and protests.

- Incidents such as a localized wind events, structural fires, or power outages with potential to escalate.

Generally, an emergency declaration for the City or County is unlikely.

5.2.1.3 Partial

Partial activation provides support and coordination to an emergency requiring more coordination and resources than a single Incident Command Post (ICP) or Department Operations Center (DOC) can facilitate and/or if more than one ICP or DOC is established.

A Type 3 incident may trigger a Partial EOC activation, while a Type 2 incident will require either a Partial or Full EOC activation. This approach may be optimal for planned public events, emergencies of moderate size and scope, or incidents requiring specialized resource support. The EOC

Manager will determine staffing levels and the functional areas of the EOC to activate. Partial activations in many cases will likely result in a local emergency declaration but may not include a state or federal declaration.

5.2.1.4 Full

Full EOC activation is for emergencies requiring the application of a broad range of resources to first address life safety, then community lifeline and incident stabilization, property preservation, and environmental concerns. Type 2 incidents may require full EOC activation, while Type 1 incidents shall require full activation. Most DOCs will be operational at some point in the response and/or recovery operations but may have significant challenges due to a severely degraded environment. Full EOC activations will generate a local declaration and will likely be followed by state and federal declarations. Emergency plans will be implemented to coordinate response and recovery activities.

5.2.2 Declaration and Emergency Operations Center Activation

An emergency situation as defined in City of Bend Code 1.60.005 and meeting the definition of a Type 3 or higher incident under the City's Emergency Operations Plan may trigger a declaration of "State of Emergency" which in turn will trigger the activation of the City EOC to a partial or full status.

If a declaration is made, the City Manager may appoint an Incident Commander (IC) to command and control the entire City-wide response. In this case the IC will then be imbedded with the EOC Manager at the EOC/ICP. The emergency manager, or designee, is the primary EOC Manager. In all cases the EOC Manager or their designee will become the primary EOC/ICP Manager. The EOC will in this case support the IC.

The following briefly describes but does not limit the duties of individuals after a declaration:

The City Manager will:
- Coordinate with City Council as required by City Emergency Code 1.60.015.
- Coordinate the writing of the declaration of a "State of Emergency" with the City Attorney and the EOC Manager.
- Convey the activation status of the EOC to City personnel, Executive Team, and Council and the media (in conjunction with the Public Information Officer (PIO)).
- Convene a Policy Group (Executive Team) and set additional priorities if needed for the EOC.

The EOC Manager will:
- Determine the level of EOC staffing, location, shifts, and the functional areas of the EOC. The EOC may operate on a 24-hour basis or as needed.
- Alert and/or otherwise notify the initial cadre of EOC personnel. Those individuals will be selected by City Department Directors.
- Alert the State of Oregon, Deschutes County, local service districts, and any critical stakeholders to the emergency status of the City. Periodic updates, in the form of an EOC Action Plan (EOC AP) or Situation Report, will be issued as the emergency requires.
- Alert and maintain contact with known active EOCs operating in the regional area when multi-jurisdictional resource collaboration is active.
- Assume responsibility for coordinating and prioritizing resource management, information management, and planning in support of emergency operations.

City Department Directors will:
- Assign personnel responsible for their department Emergency Support Functions (ESF) or other personnel to staff the ESFs in the EOC as outlined in the Base Plan, Section 1.

Incident Commanders or DOC Managers will:
- Establish and maintain close contact and coordination with the EOC.

Depending on the scope and size of the emergency whoever is the on-scene Incident Commander, Section Chief, Branch Director, or Division /Group Supervisor, etc., according to the circumstances, retains tactical control of the emergency.

5.2.3 Emergency Operations Activation Authority

Table 5-1, shown below, illustrates the City staff having the authority to activate the EOC.

Table 5-1 Emergency Operations Center Full Activation Authority

City of Bend
1. City Manager (or designee)

2. Assistant City Managers
       a.   Chief Operations Officer
       b.   Chief Innovation Officer

3. Fire & Rescue Chief
4. Police Chief
5. Emergency Manager

5.2.4   Emergency Operations Center Organization

The EOC is organized using an ICS-like structure with a hybrid of ICS and ESF planning models. The functional areas outlined below align with any field commands the EOC supports.

5.2.4.1 EOC Management Staff

Policy Group

The City Manager, or designee, and Executive Team provide overall direction and control for emergency actions to first address life safety, then incident and community lifeline stabilization, property preservation, and environmental concerns and provide relief to the community overtaken by such occurrences. In addition, the Policy Group may identify additional priorities for the EOC. (See an expanded priority list in Section 3.1.)

Whenever an emergency occurs requiring a partial or full activation of the EOC, the Executive Team will be activated, in whole or part, to assess the situation and oversee City department actions. The City Manager (or designee) makes recommendations to the Mayor and City Council on actions for consideration.

Emergency Operations Center Manager

In general, the EOC Manager is responsible for all functions of the EOC and in some cases the EOC/ICP when they are co-located. Specific initial responsibilities include:

- Coordinating with the City Executive Team/leadership.
- Confirming the financial delegations of authority and limits.
- Determining EOC priorities and objectives.
- Coordinating activities supporting the emergency response.
- Maintaining the ongoing operations and processes of the EOC.
- Establishing a Lead Public Information Officer (PIO).
- Establishing Joint Information Center when needed (JIC).
- Approving the release of public information.
- Approving and supporting the preparation of an EOC Action Plan (EAP).
- Ensure the EOC operates within NIMS and ICS principles and guidance.

EOC Safety Officer

In general, the EOC Safety Officer is responsible for advising on all matters relating to operations safety, including the health and safety of emergency responders. The EOC Safety Officer responsibilities include:

- Regularly advising the EOC Manager concerning safety.

- Attending planning meetings and developing EOC objectives.

- Providing support to on-scene Safety Officers and Incident Commands with safety related situational updates, for example, weather, traffic, and other risk factors.

- Ensuring the EOC, EOC Staging Areas, JIC, shelters, and reunification centers etc. have Safety Officers.

- Investigating and keeping Finance Section Compensation and Claims Unit informed of any accidents or injuries associated with field operations, the EOC, and EOC Staging Areas.

- Ensuring safety briefings for EOC operational areas (such as the EOC, EOC Staging Area, JIC, shelters, and reunification centers etc.) occur at the beginning of each operational period and when vital safety information becomes available.

- Preparing and implementing an emergency Health and Safety Plan.

- Providing safety updates and identifying safety issues or concerns, as necessary.

- Exercising emergency authority to prevent or stop unsafe acts.

EOC Public Information Officer (ESF 15)

A Lead PIO within the EOC will likely coordinate and manage a larger public information network called the Joint Information System (JIS). The JIS may represent City, County, regional, and State agencies, political officials, and stakeholders. The Lead PIO responsibilities include:

- Coordinating information sharing among the public information network using a Joint Information System (JIS).

- Managing media expectations and requests by ensuring media questions are relevant for and directed toward the appropriate and knowledgeable City staff.

- Opening and staffing a physical or virtual Joint Information Center (JIC).

- Preparing leadership, IC, and EOC Manager for media press conferences by updating them on the current situation and unanswered questions identified during previous media sessions or briefings.

- Attending the planning meetings and developing EOC objectives as needed.

- Developing and coordinating release of information to incident personnel, media, and the public.

- Implementing information approval processes with the EOC Manager.

- Conducting and/or managing media briefings and implementing media monitoring activities.

- Issuing Protective Actions, such as notifications to the public regarding evacuations or sheltering in place.

- The Lead PIO may embed a PIO support into the EOC Situation Unit to assist with providing situational awareness to the JIC/JIS.

EOC Liaison Officer

In general, the Liaison Officer is responsible for coordinating with representatives from cooperating and assisting agencies or organizations. The Liaison Officer is also designated as the Equity Officer, responsible for evaluating EOC-sponsored actions to ensure fair treatment, equality of opportunity, alignment with the American Disabilities Act, language access, and fairness in access to information and resources for all City employees and the "whole community" affected by an incident. The Liaison Officer responsibilities include:

- When requested by the EOC Manager, attending planning meetings and developing EOC objectives.

- Acting as the main point of contact in the EOC for agency representatives from cooperating and assisting agencies or adjunctive organizations.

- Coordinating the flow of information between agency representatives and the EOC.

- Collecting and sharing information regarding resources from cooperating and assisting agencies.

- Providing the Operations Section with status updates regarding the resources of assisting and cooperating agencies, including personnel capabilities and limitations, equipment, and facilities.

- Upon identification of barriers to the implementation of an action plan, coordinate with appropriate sections and / or departments to mitigate/remove barriers, as time/resources allow.

5.2.4.2 EOC General Staff

The EOC General Staff operate under the direction and control of the EOC Manager or Deputy Manager.

EOC Operations Section Chief

The lead department managing response activities for a specific type of incident typically fills the EOC Operations Section Chief position. The EOC Operations Section is typically organized into ESFs representing City departments involved in operations, such as fire, law enforcement, and public works. Adjunctive organizations (private entities, companies, and nongovernmental organizations) may also support the EOC Operations Section. The EOC Operations Chief responsibilities include:

- Monitoring the EOC resource management process throughout the operational period.

- Attending planning meetings and developing EOC objectives.

- Engaging, when needed and or possible, with government entities, special service districts, and adjunctive organizations.

- Implementing EOC Action Plan priorities and objectives.

- Locating and requesting resources including technical resources to support the EOC AP and field operations.

- Expanding, contracting, and/or moving human resources within the Section to meet the needs of the situation.

- Completing the required documentation requested by the Planning Section Chief to produce the EOC Action Plan for the next operational period.

EOC Logistics Chief

The Logistics Section (ESF 7) is typically supported by the units responsible for supplies, food, communications, medical services, facilities, and ground support. Depending on the type and size of the incident, these units can be divided into two branches: Service and Support. The EOC Logistics Chief responsibilities include:

- Monitoring the EOC resource management process throughout the operational period.

- Managing various resources to meet the needs of incident personnel, such as transportation-related equipment, EOC staff support services, supplies, facilities, and personnel.

- Coordinating with the Planning Section to estimate future support and resource requirements.

- Attending planning meetings and developing EOC objectives.

- Expanding, contracting, and/or moving human resources within the Section to meet the needs of the situation.

- EOC and JIC personnel acquisition, mobilization, housing, medical treatment, feeding, and resource supplying based on staffing approved by EOC Manager.

- Supporting the resource acquisition needs through supply and procurement of resources to meet the EOC Operations Section mission needs.

- Completing the required documentation requested by the Planning Section Chief to produce the EOC Action Plan for the next operational period.

EOC Finance/Administration Chief

The Finance/Administration Section is activated for large-scale incidents or incidents requiring emergency funding or use of specialized services and equipment not within the City's resources or capabilities. Potential units assigned to this section include Compensation/Claims, Procurement, Cost, and Time. Conversely, during some incidents, responding agencies may not require outside assistance, or relatively minor finance or administrative operations are required. The EOC Finance/Administration Chief responsibilities include:

- Monitoring the EOC resource management process throughout the operational period.

- Conducting cost accounting and analyses.

- Displaying, logging, and tracking burn rates.

- Tracking department expenditures from City departments or their DOCs.

- Attending planning meetings and developing EOC objectives.

- Maintaining accounting for personnel time records.

- Supporting EOC Logistics Section.

- Supporting the EOC Logistics Section using contracts, mutual aid, letters of intent, reimbursements and projected reimbursements, budgets, and donated monies to meet the needs of the logistics section based on current spending limitations and or existing delegations of authority.

- Completing the required documentation requested by the Planning Section Chief to produce the EOC Action Plan for the next operational period.

EOC Planning Chief

The EOC Planning Section Chief (ESF 5) is responsible for forecasting future needs and threats to the response effort while ensuring the implementation and documentation of appropriate procedures and processes. This section is typically supported by four primary units: Resources, Situation, Documentation, and Demobilization. The EOC Planning Chief responsibilities include:

- Monitoring the EOC resource status and management process throughout the operational period.
- Collecting, evaluating, distributing information on the emergency, and providing status/situation reports and summaries.
- Collecting and evaluating information and distributing incident information through status summaries and situation reports, including:
  - Weather, maps, and data collection
  - For terrorist incidents, liaise with the State Fusion Center
- Preparing and disseminating the EOC AP.
- Conducting planning meetings and status updates for the EOC.
- Developing and monitoring the situational awareness and common operating picture of the emergency.
- Maintaining resource accounting audit trails and status, starting with delivery to EOC staging area, through deployment, and ending with demobilization.

Emergency Support Functions

The ESFs are activated as needed, based upon the type, size, and complexity of the emergency. When possible, the EOC will be staffed with representatives of the departments responsible for each ESF. This provides a structure to activate subject matter experts with the capabilities needed to best address the requirements of the emergency.

5.2.5 Initial Action

Upon activation of all or part of this plan, the EOC will initially take specific actions to:

- Develop an initial communications plan.
- Establish an ICS/EOC interface.
- Coordinate with regional, County, and State Emergency Management.

- Implement planning processes.

- Implement resource management processes.

- Implement information management processes.

- Review EOC staffing patterns and adjust if necessary.

- Establish security for the EOC.

5.3   Disaster or Emergency Declaration Process

5.3.1   Declaration Authority

The City Manager may declare a State of Emergency for the jurisdiction, as defined in Bend Municipal Code 1.60.015. Declaring a State of Emergency gives the City Manager authority to take specific emergency measures. This includes officially requesting and obtaining resources from higher levels of government.

The necessity for a declaration will depend upon the scope and magnitude of the emergency, the impact to essential services, and recognizing resource capabilities are, or will be, overwhelmed. The City may, without prejudice, declare a State of Emergency for its jurisdiction to ensure emergency measures are invoked and authorized based on the municipal code.

5.3.2   Declaration Process

The Declaration process is based on the legal framework contained in the Bend Municipal Code and State statues. The process is described in detail in Operational Annex (OA) 3–Disaster/Emergency Declaration Process.

The declaration of a local emergency must include a description of the situation and existing conditions warranting the declaration and must include:

- The type of emergency.

- The location(s) affected.

- Deaths, injuries, and population still at risk.

- The current emergency conditions or threat.

- An initial estimate of the damage and impacts.

- Specific information about the assistance being requested.

- Estimate the length of time during which the designated area will remain in an emergency status.

▪ Actions taken and resources committed by City government.

The declaration of emergency will be written based upon the best information available at the time. It may be amended, based upon additional information or changes in the situation.

5.3.3   Submission to the County

The City Manager or EOC Manager will send the Emergency Declaration to the Deschutes County Emergency Services Program Manager (Emergency Manager) to bring to the Deschutes County Commissioners. Declaring an emergency is the first step for the City to formally request resources, aid, and support from the County and the State.

When an emergency occurs, and the City of Bend has responded to the best of its ability and is, or will become, overwhelmed by the emergency, the City may request assistance from Deschutes County. The initial effective period for the local emergency declaration is specified. The emergency period can be extended if emergency conditions still exist after the effective period expires.

5.3.4   State and Federal Declaration

State assistance may be provided after local resources are exhausted, nearing depletion, or projected to be inadequate. If a county is unable to provide the assistance requested by a city, the county may declare a local State of Emergency and request the Governor declare a State of Emergency. Requests for a Governor's "Declaration of Emergency" are made by the Executive Officer of the requesting County. The County may add its support to the request, request additional geographic areas or jurisdictions be included, or pass the request through to the State without comment.

In the event the capabilities of the State are insufficient to meet the requirements, as determined by the Governor, Federal assistance may be requested by the Governor. FEMA coordinates the Governor's Presidential request for assistance in accordance with the National Response Framework.

5.4   Resource Coordination

As emergencies expand, response organization(s)/department(s) will determine the need for additional assistance and resources and request them as needed. The escalation of an emergency may impact the City's ability to provide services, which may require a change in the operational level of the City's response system.

5.4.1   Resource Requests, Allocations, Distributions

Resource requests and Emergency Declarations must be submitted by the City EMO to the County EMO according to provisions outlined under Oregon Revised Statutes (ORS) Chapter 401. The City is responsible for the direction and control of City resources during an emergency and for requesting any additional resources required for emergency operations. Any jurisdiction requesting resources is responsible for the tracking, resource typing, and recovery of the requested resource. There is no obligation for a jurisdiction to fulfill a resource request.

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6 Plan Development and Maintenance

6.1 Plan Review and Maintenance

To be effective, a plan and its contents must be known and understood by those who are responsible for its implementation. The City emergency manager will brief the appropriate public and private officials concerning their roles in emergency management and ensure proper distribution of the plan, including any amendments made to the plan.

The Emergency Operations Plan (EOP) will be reviewed, revised, and promulgated at a minimum of every two years from the date of last publication. ESFs and other annexes will also be revised on a staggered two-year cycle.

Notwithstanding the regular update schedule, the EOP may be reviewed on an annual basis, gathering updates from other sources such as local, State, and Federal agencies or emergency activations. EOP review will also focus on integration of NIMS guidance.

EOP sections are scheduled for rewrite, completion, or update in the years identified in Table 6-1.

Table 6-1 Plan Development and Update Schedule (Calendar Year)

SECTION	2025	2026	2027	2028	2029	2030	2031
Base Plan	X		X		X		X
Emergency Support Function Annexes		X		X		X	
Operational Annexes	X		X		X		X
Support Annexes		X		X		X	
Incident Annexes			X		X		X
Recovery Support Functions				X		X	

Each department is expected to develop and maintain departmental procedures, updates, and trainings for its employees' tactical response and operations before, during, and after an emergency. In addition, certain work groups have been designated as "Primary" or "Lead" for implementing one or more of the annexes to this EOP. Departments so designated are responsible to maintain such annexes to the EOP as required. Emergency Management staff are responsible for incorporating new Presidential Directives, legislative changes, and procedural changes based on lessons learned from exercises and actual emergencies.

6.2   Training Program

Emergency Management-specific training is managed through individual departments based on guidance from emergency management. All City staff are required to complete some level of training. Table 6-2 provides the minimum training requirements for City staff.

Table 6-2 Staff Minimum Training Requirements

Position	Independent Study	Classroom
All Staff	IS-100, IS-700	N/A
All Supervisors/Managers/ Directors	IS-100, IS-700 IS-200, IS-800	N/A
Operational Supervisors/Managers (Role in Incident Command Post)	IS-100, IS-700 IS-200, IS-800	E/L/G0300

6. Plan Development, Maintenance, and Implementation

Table 6-2 Staff Minimum Training Requirements

Position	Independent Study	Classroom
Emergency Management Committee Members and Designated staff (Role in the Emergency Operations Center)	IS-100, IS-700, IS-200, IS-800, IS-2200, G0191	E/L/G0300 E/L/G0400
Executives (Exec Team, Council, Mayor) - (Role in the MAC Group)	N/A	G0402 Emergency Manager Briefing
Designated Communications Staff (PIO)	IS-100, IS-700, IS-200, IS-800, IS-2200, G0191, IS-29	E/L/G0300 E/L/G0400 Basic PIO Advanced PIO

**Figure 6-1 Recommended Training Matrix**
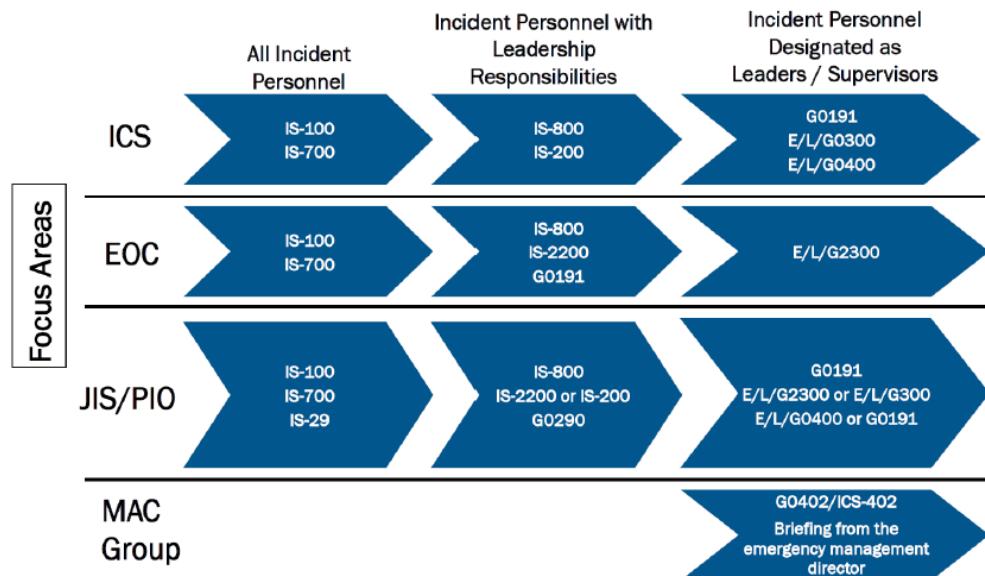
Figure 6-1 identifies the State of Oregon's recommended training requirements for emergency response by focus area. Emergency Management training is tracked using the City's learning management system and is monitored by supervisors and managers to ensure requirements are met.

6.3   Exercises

The City will conduct exercises throughout the year to test and evaluate the EOP. When feasible, the City will conduct an Integrated Preparedness Planning Workshop (IPPW) in conjunction with Deschutes County to coordinate training and exercises among local, state, and federal governments.

6.4   Improvement Planning

To document and track lessons learned from exercises, the Emergency Manager or exercise director conducts a review, or "hot wash," with exercise participants after each exercise. The Emergency Manager also coordinates the development of an After-Action Report (AAR), which describes the objectives of the exercise and documents the results of the evaluation. Similarly, reviews and AARs will be completed after an actual emergency or significant event to document activities of the incident and improve readiness. The AAR should describe actions taken, identify shortcomings and strengths, and recommend ways to address shortcomings to improve operational readiness. The Emergency Manager will endeavor to ensure equipment, facilities, planning, and training shortfalls identified following an exercise or emergency are addressed by the City Emergency Management Organization (EMO).

6.5   Community Outreach

The whole community approach requires EMOs to make efforts to involve the community in emergency planning. As the EOP and annexes are developed and maintained, the City will continue to reach out to community groups and agencies.

Additionally, the City will educate the public about threats, disasters, and what to do when an emergency occurs. The City maintains an active community preparedness program and recognizes individual, household, and business preparedness education is vital to the City's overall readiness.

6.6   Funding and Sustainment

It is a priority of the City to fund and maintain an EMO to ensure the City can respond to and recover from disasters. The Emergency Manager will work with City Council and community stakeholders to:

- Identify funding sources for emergency management programs, personnel, and equipment.

- Ensure Council is informed of progress toward building emergency response and recovery capabilities and is aware of gaps to be addressed.

- Leverage partnerships with local, regional, and State partners to maximize use of scarce resources.

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A | Maps

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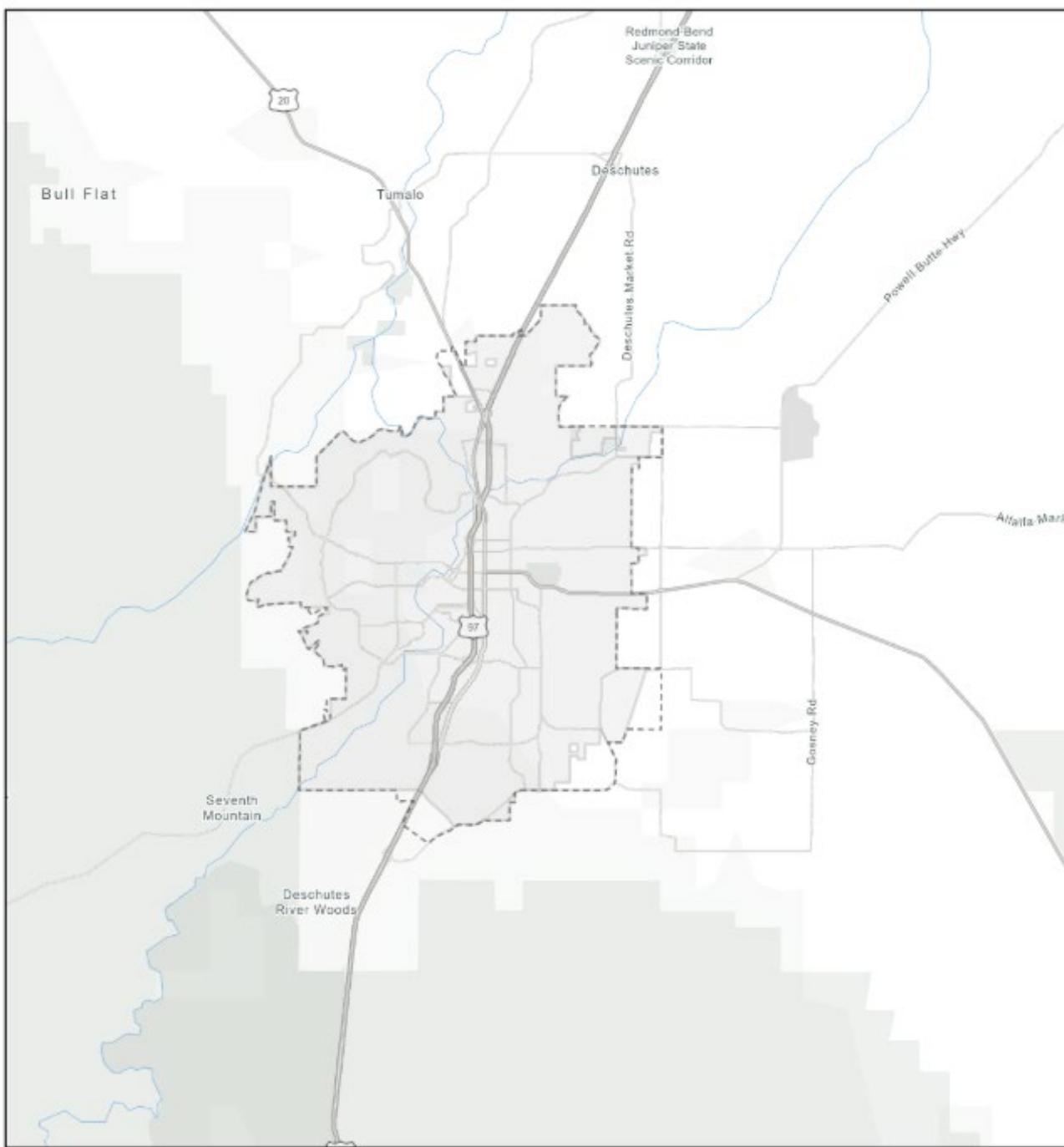
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City Limits

Urban Growth Boundary

0   1.25   2.5   5 mi

0   2   4   8 km

City of Bend, OR, Oregon State Parks, State of Oregon GEO, Esri, TomTom, Garmin, SafeGraph, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, USDA, USFWS

Bend City Limits and Urban Growth Boundary
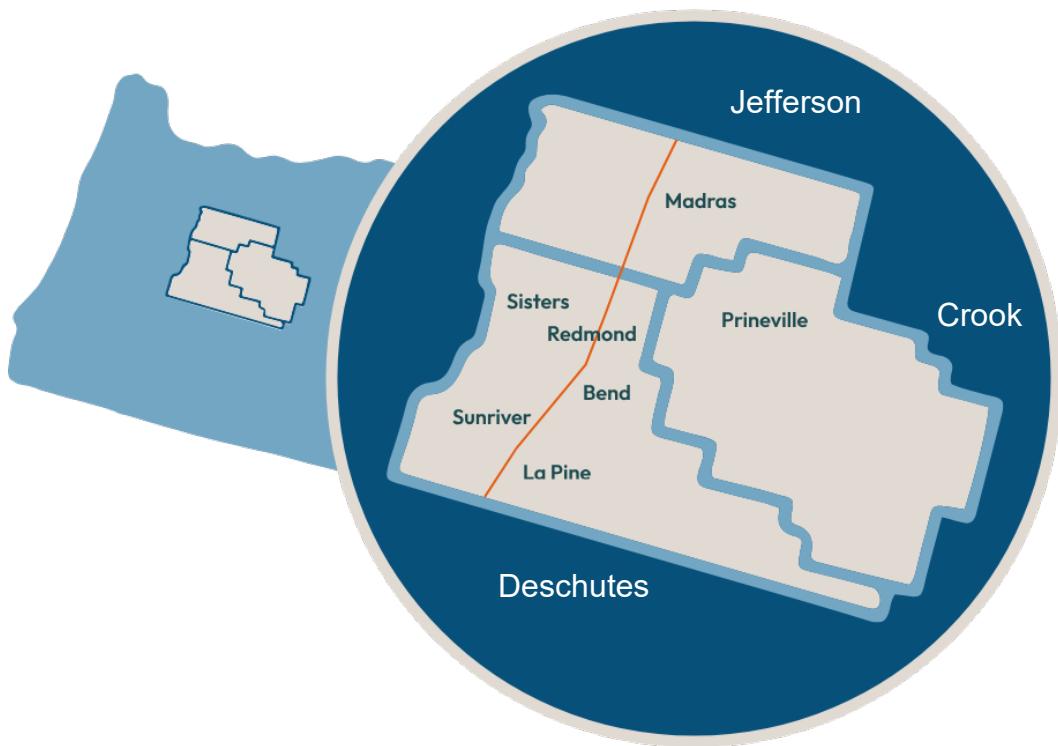
City of Bend Regional Context

B | Authorities and References

Authorities

In the context of this Emergency Operations Plan (EOP), a disaster is characterized as an incident requiring the coordinated response of more than one government level 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 City to establish an emergency management program and appoint an Emergency Manager who will be responsible for the organization, administration, and operation of the emergency management program.

The City Council, as the governing body for the City of Bend, is responsible for adopting an Emergency Management Policy that will guide staff in their emergency management efforts. The City Manager and/or designee, as the City of Bend Emergency Manager, is responsible for implementation of the Emergency Management Policy including regular reviews of the policy and accordingly reviewing and updating the policy and this EOP. The City Manager may delegate any of these activities to designees, as appropriate.

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

Table B-1 Legal Authorities

Federal
– Executive Order 13347, July 2004, Individuals with Disabilities in Emergency Preparedness
– Homeland Security Presidential Directive 5: Management of Domestic Incidents
– National Disaster Recovery Framework Second Edition 2016
– National Incident Management System (NIMS), 2017
– National Preparedness Goal, Second Edition 2015
– National Response Framework (NRF) Fourth Edition 2019
– Pet Evacuation and Transportation Standards Act of 2006, Public Law 109-308, 2006
– Presidential Policy Directive 8: National Preparedness
– Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended.

Table B-1 Legal Authorities

State of Oregon
— Oregon Revised Statutes (ORS) 294.481 – Authorization to Receive Grants or Borrow or Expend Moneys to Respond to Public Emergency, as amended.
— Oregon Revised Statutes 279B.080 – Emergency Procurements, as amended.
— ORS 401. Emergency Management and Services, as amended.
— ORS 402. Emergency Mutual Assistance Agreements, as amended.
— ORS 403. 9-1-1 Emergency Communications System; 2-1-1 Communications System; Public Safety Communications System, as amended.
— ORS 404. Search and Rescue, as amended.
— ORS 431. State and Local Administration and Enforcement of Health Laws, as amended.
— ORS 433. Disease and Condition Control; Mass Gatherings; Indoor Air, as amended.
— ORS 476. State Fire Marshal; Protection From Fire Generally, as amended.
— ORS 477. Fire Protection of Forests and Vegetation, as amended.
— State of Oregon Emergency Operations Plan, Volume III 2024.
Deschutes County
— Deschutes County Code 2.04.055 Executive Responsibility; Chain of Succession; State of Emergency (Ordinance #2003-037; Ordinance #2007-015)
City of Bend
— Bend Code Chapter 1.60; Emergencies
— Bend Code Chapter 14.20.040; Emergency Water Use Curtailment
— Emergency Management Policy – Council Resolution 2707 (July 2008)

Mutual Aid and Intergovernmental Agreements

State law (ORS 402.010 and 402.015) 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, and the Oregon Resources Coordination Assistance Agreement (ORCAA)). 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 State statutes do not provide umbrella protection, except in the case of fire suppression pursuant to ORS 476 (the Oregon State Emergency Conflagration Act). During an emergency situation, a local declaration may be necessary to activate these agreements and allocate appropriate resources.

The following Mutual Aid Agreements are in place for Deschutes County and the municipalities located within:
- Central Oregon Fire Chiefs Mutual Aid
- Central Oregon Cooperative Wildland Fire Agreement
- Central Oregon Public Works Partnership
- Central Oregon Cooperative Policing Agreement
- Oregon Resource Coordination Assistance Agreement (ORCAA)
- Deschutes County Victim and Social Services Emergency Response

References

Federal

- [Federal Emergency Management Agency, Comprehensive Preparedness Guide 201, Version 3.0, 2021](#)

- [Federal Guidelines for Emergency Action Planning for Dams (FEMA Publication No. P-64), 2013](#)

- [Homeland Security Presidential Directive 5: Management of Domestic Incidents](#)

- [National Incident Management System, 2017](#)

- [National Planning Frameworks](#)

- [Flood Disaster Protection Act of 1973](#)

- [Public law 93-288, Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended through Public Law 118-44, 2024](#)

- [The Code of Federal Regulations, Title 44, Part 206](#)

State

- [Oregon State Fire Marshal, Oregon Mobilization Plan. 2024](#).

- [Emergency Declaration Guidelines for Elected and Appointed Officials, Oregon Department of Emergency Management](#)

- Oregon Revised Statutes [(ORS) 401.305 (Emergency Management and Services)](#) through 401.335, [294.481 (Authorization to receive grants or borrow or expend moneys to respond to public emergency)](#) and [279B.080 (Emergency Procurements)](#). 2017

Deschutes County

- [Community Wildfire Protection Plan, 2021](#)

- [Emergency Operations Plan](#)

- [Multi-Jurisdictional Natural Hazard Mitigation Plan, 2021](#)

Other

- All other Public Laws or Executive Orders enacted or to be enacted which pertain to emergencies/disasters.

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C Acronyms and Glossary

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Acronyms

AAR	After Action Report
ADA	Americans with Disabilities Act
ARC	American Red Cross
AREP	Agency Representative
AP	Action Plan
CBRNE	Chemical, Biological, Radiological, Nuclear, Explosives
CERT	Community Emergency Response Team
CIKR	Critical Infrastructure and Key Resources
COAD	Communities Organized Against Disaster
COFMS	Central Oregon Fire Management Services
COOP	Continuity of Operations Plan
COP	Common Operating Picture
CSZ	Cascadia Subduction Zone
DEQ	Oregon Department of Environmental Quality
DHS	Department of Health Services
DIVS	Division Group Supervisor
DMOB	Demobilization Unit Leader
DOC	Department Operations Center
DOCL	Document Unit Leader
EAP	Event Action Plan or EOC Action Plan
EAS	National Emergency Alert System
ECC	Emergency Coordination Center
EMO	Emergency Management Organization
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOC AP	Emergency Operations Center Action Plan
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FA	Functional Annex
FACL	Facilities Unit Leader
FBI	Federal Bureau of Investigation

FDUL	Food Unit Leader
FEMA	Federal Emergency Management Agency
FLOP	Finance, Logistics, Operations, and Planning Sections
FSC	Finance Section Chief
GMD	Geomagnetic Disturbance
HazMat	Hazardous Material
HSEEP	Homeland Security Exercise and Evaluation Program
HSPD-5	Homeland Security Presidential Directive 5
IA	Incident Annex
IAP	Incident Action Plan
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
IDA	Initial Damage Assessment
I&I	Information and Intelligence
IMT	Incident Management Team
IPAWS	Integrated Public Alert and Warning System
ISM	Incident Support Model
JFO	Joint Field Office
JIC/JIS	Joint Information Center/System
LOFR	Liaison Officer
LSC	Logistics Section Chief
MACS	Multi-Agency Coordination System
MACC	Multi Agency Coordination Center
MOU	Memorandum of Understanding
MRC	Medical Reserve Corp
NIMS	National Incident Management System
NDRF	National Disaster Recovery Framework
NGO	Non-Governmental Organization
NHMP	Natural Hazard Mitigation Plan
NOAA	National Oceanic and Atmospheric Administration
NPG	National Preparedness Goal

NRF	National Response Framework
OA	Operational Annex
ODF	Oregon Department of Forestry
ODOT	Oregon Department of Transportation
OEM	Oregon Department of Emergency Management
OERS	Oregon Emergency Response Service
ORCAA	Oregon Resources Coordination Assistance Agreement
ORS	Oregon Revised Statutes
ORVOAD	Oregon Volunteer Organizations Active in Disaster
ORWARN	Oregon Water/Wastewater Agency Response Network
OSC	Operations Section Chief
OSP	Oregon State Police
OTFC	Oregon Titan (Terrorism Information Threat Assessment Network) Fusion Center
PDA	Preliminary Damage Assistance
PIO	Public Information Officer
PROC	Procurement Unit Leader
PSC	Planning Section Chief
RESL	Resource Unit Leader
RSF	Recovery Support Function
SA	Support Annex
SAM	Staging Area Manager attached to the EOC
STAM	Staging Area Manager
SITREP	Situation Report
SOFR	Safety Officer
SOP	Standard Operating Procedure
SPUL	Supply Unit Leader
SAR	Search and Rescue (wildland)
SAR	Suspicious Activity Report
UC	Unified Command
USAR	Urban Search and Rescue
VA	Veterans Administration

VOIP   Voice-Over Internet Protocol

WMD   Weapons of Mass Destruction

Glossary of Key Terms

Unless otherwise noted, all definitions originate from National Response Framework Resource Center Glossary; this glossary meets a NIMS core objective – shared terminology.

Access and Functional Needs Population: Individuals who may have additional needs before, during, and after an incident in functional areas, including but not limited to maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities; who live in institutionalized settings; who are elderly; who are children; who are from diverse cultures, who have limited English proficiency, or who are non-English-speaking; or who are transportation disadvantaged.

Accessible: Having the legally required features and/or qualities that ensure easy entrance, participation, and usability of places, programs, services, and activities by individuals with a wide variety of disabilities.

Acquisition Procedures: A process used to obtain resources to support operational requirements.

Agency: A division of government with a specific function offering a particular kind of assistance. In the Incident Command System, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance). Governmental organizations are most often in charge of an incident, though in certain circumstances private-sector organizations may be included. Additionally, nongovernmental organizations may be included to provide support.

Agency Administrator/Executive: The official responsible for administering policy for an agency or jurisdiction. An Agency Administrator/Executive (or other public official with jurisdictional responsibility for the incident) usually makes the decision to establish an Area Command.

Agency Dispatch: The agency or jurisdictional facility from which resources are sent to incidents.

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

All-Hazards: Describing an incident, natural or manmade, that warrants action to protect life, property, environment, and public health or safety, and to minimize disruptions of government, social, or economic activities.

Allocated Resource: Resource dispatched to an incident.

American Red Cross: Also known as the American National Red Cross or Red Cross, the Red Cross is a volunteer-led, humanitarian organization that provides emergency assistance, disaster relief and education inside the United States.

Area Command: An organization established to oversee the management of multiple incidents that are each being handled by a separate Incident Command System organization or to oversee the management of a very large or evolving incident that has multiple Incident Management Teams engaged. An Agency Administrator/Executive or other public official with jurisdictional responsibility for the incident usually makes the decision to establish an Area Command. An Area Command is activated only if necessary, depending on the complexity of the incident and incident management span-of-control considerations.

Assessment: The process of acquiring, collecting, processing, examining, analyzing, evaluating, monitoring, and interpreting the data, information, evidence, objects, measurements, images, sound, etc., whether tangible or intangible, to provide a basis for decision-making.

Assigned Resource: Resource checked in and assigned work tasks on an incident.

Assignment: Task given to a personnel resource to perform within a given operational period that is based on operational objectives defined in the Incident Action Plan.

Assistant: Title for subordinates of principal Command Staff positions. The title indicates a level of technical capability, qualifications, and responsibility subordinate to the primary positions. Assistants may also be assigned to Unit Leaders.

Assisting Agency: An agency or organization providing personnel, services, or other resources to the agency with direct responsibility for incident management. See Supporting Agency.

Automatic Move-Up: Since time is of the essence, fire crews closest to the fire incident will be sent first. In order to ensure there is no gap in coverage around the incident as nearby stations are vacated to respond, units from other fire stations nearby may be moved up to cover key stations around the incident. This is done under prearranged plans, making the move-up "automatic."

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

Badging: The assignment of physical incident-specific credentials to establish legitimacy and limit access to various incident sites.

Branch: The organizational level having functional or geographical responsibility for major aspects of incident operations. A Branch is organizationally situated between the Section Chief and the Division or Group in the Operations Section, and between the Section and Units

in the Logistics Section. Branches are identified by the use of Roman numerals or by functional area.

Burn Rate: An organizational concept of measuring financial sustainability by attempting to estimate how long the local government can continue to finance operations. The EOC burn rate is typically measured in dollars spent per hour.

Cache: A predetermined complement of tools, equipment, and/or supplies stored in a designated location, available for incident use.

Camp: A geographical site within the general incident area (separate from the Incident Base) that is equipped and staffed to provide sleeping, food, water, and sanitary services to incident personnel.

Categorizing Resources: The process of organizing resources by category, kind, and type, including size, capacity, capability, skill, and other characteristics. This makes the resource ordering and dispatch process within and across organizations and agencies, and between governmental and nongovernmental entities, more efficient and ensures that the resources received are appropriate to their needs.

Certifying Personnel: The process of authoritatively attesting that individuals meet professional standards for the training, experience, and performance required for key incident management functions.

Chain of Command: The orderly line of authority within the ranks of the incident management organization.

Check-In: The process through which resources first report to an incident. All responders, regardless of agency affiliation, must report in to receive an assignment in accordance with the procedures established by the Incident Commander.

Chief: The Incident Command System title for individuals responsible for management of functional Sections: Operations, Planning, Logistics, Finance/Administration, and Intelligence/Investigations (if established as a separate Section).

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

Command Staff: The staff who report directly to the Incident Commander, including the Public Information Officer, Safety Officer, Liaison Officer, and other positions as required. They may have an assistant or assistants, as needed.

Common Operating Picture: An overview of an incident by all relevant parties that provides incident information enabling the Incident Commander/Unified Command and any supporting agencies and organizations to make effective, consistent, and timely decisions.

Common Terminology: Normally used words and phrases, avoiding the use of different words/phrases for same concepts–to ensure consistency and to allow diverse incident management and support organizations to work together across a wide variety of incident management functions and hazard scenarios.

Communications: The process of transmission of information through verbal, written, or symbolic means.

Communications/Dispatch Center: Agency or interagency dispatch centers, 911 call centers, emergency control or command dispatch centers, or any naming convention given to the facility and staff that handles emergency calls from the public and communication with emergency management/response personnel. The center can serve as a primary coordination and support element of the Multiagency Coordination System(s) (MACS) for an incident until other elements of the MACS are formally established.

Complex: Two or more individual incidents located in the same general area and assigned to a single Incident Commander or to Unified Command.

Comprehensive Preparedness Guide 101: A guide designed to assist jurisdictions with developing operations plans. It promotes a common understanding of the fundamentals of planning and decision-making to help emergency planners examine a hazard and produce integrated, coordinated, and synchronized plans.

Continuity of Government: A coordinated effort within the Federal Government's executive branch to ensure that National Essential Functions continue to be performed during a catastrophic emergency (as defined in National Security Presidential Directive 51/Homeland Security Presidential Directive 20).

Continuity of Operations: An effort within individual organizations to ensure that Primary Mission Essential Functions continue to be performed during a wide range of emergencies.

Cooperating Agency: An agency supplying assistance other than direct operational or support functions or resources to the incident management effort.

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

Corrective Actions: The implementation of procedures that are based on lessons learned from actual incidents or from training and exercises.

Cost Accounting: A method of accounting in which all costs incurred in carrying out an activity or accomplishing a purpose are collected, classified, and recorded.

Credentialing: The authentication and verification of the certification and identity of designated incident managers and emergency responders.

Critical Infrastructure: Assets, systems, and networks, whether physical or virtual, so vital to the United States that the incapacitation or destruction of such assets, systems, or networks would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters.

Delegation of Authority: A statement provided to the Incident Commander, Department Operations Center (DOC) or Emergency Operations Center (EOC) Manager by the Agency Executive delegating authority and assigning responsibility. The delegation of authority can include objectives, priorities, expectations, constraints, financing, and other considerations or guidelines, as needed. Many agencies require written delegation of authority to be given to the IC, DOC Manager, or EOC Manager prior to assuming command on larger incidents. (Also known as Letter of Expectation.)

Demobilization: The orderly, safe, and efficient return of an incident resource to its original location and status.

Department Operations Center (DOC): DOC staff coordinate their agency, department, or organization's activities. While they communicate with other organizations and EOCs and may exchange liaisons with other agencies, DOC staff are primarily inward looking, focusing on directing their own assets and operations. Unlike DOCs, the EOCs addressed in NIMS are inherently multidisciplinary activities. DOCs are often linked to and, in most cases, are physically represented in a combined agency EOC by authorized agent(s) for the department or agency.

Deputy: A fully qualified individual who, in the absence of a superior, can be delegated the authority to manage a functional operation or to perform a specific task. In some cases a deputy can act as relief for a superior, and therefore must be fully qualified in the position. Deputies generally can be assigned to the Incident Commander, General Staff, and Branch Directors.

Director: The Incident Command System title for individuals responsible for supervision of a Branch.

Disaster: An occurrence or imminent threat of widespread or severe damage, injury, or loss of life, or other public calamity requiring emergency action.

Dispatch: The ordered movement of a resource or resources to an assigned operational mission, or an administrative move from one location to another.

Division: The organizational level having responsibility for operations within a defined geographic area. Divisions are established when the number of resources exceeds the manageable span of control of the Section Chief. See Group.

Emergency: Any human-made, technological, or natural event or circumstance causing or threatening loss of life, injury to persons or property, human suffering, or financial loss. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency

means any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

Emergency Management Assistance Compact (EMAC): A congressionally ratified organization that provides form and structure to interstate mutual aid. Through EMAC, a disaster-affected state can request and receive assistance from other member states quickly and efficiently, resolving two key issues up front**:** liability and reimbursement.

Emergency Management/Response Personnel: Includes Federal, state, territorial, tribal, regional, and local governments, NGOs, private sector-organizations, critical infrastructure owners and operators, and all other organizations and individuals who assume an emergency management role. (Also known as emergency responder.)

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

Emergency Operations Plan (EOP): An ongoing plan for responding to a wide variety of potential hazards.

Emergency Public Information: Information that is disseminated primarily in anticipation of or during an emergency. In addition to providing situational information to the public, it frequently provides directive actions required to be taken by the general public.

Essential Services: Services such as telecommunications, electrical power, natural gas, water, wastewater, healthcare, and others the interruption of which would endanger the life, health, or personal safety of either all or part of the population. Essential services may be provided by a municipal entity; a nonprofit entity; or a private, for-profit entity in contributing to efforts to respond to and recover from an emergency or major disaster.

Exercise: Activity designed to promote emergency preparedness; test or evaluate emergency operations plans, procedures, or facilities; train personnel in emergency response duties; and demonstrate operational capability. There are seven specific types of exercises**:** Seminar, Workshop, Tabletop, Game, Drill, Functional, and Full-Scale.

*Tabletop Exercise***:** Activity in which elected and appointed officials and key agency staff are presented with simulated emergency situations without time constraints. Usually informal, in a conference room environment; designed to elicit constructive discussion by the participants as they attempt to examine and then resolve problems based on existing emergency operating plans. The purpose is for participants to evaluate plans and procedures and resolve questions

of coordination and assignment of responsibilities in a non-threatening format and under minimum stress.

*Functional Exercise***:** Activity designed to test or evaluate the capability of an individual function or complex activity within a function. Applicable where the activity is capable of being effectively evaluated in isolation from other emergency management activity. (Example) A Direction and Control functional exercise**:** Activity designed to test and evaluate the centralized emergency operations capability and timely response of one or more units of government under a stress environment. Centered in an EOC or interim EOC; simulates the use of outside activity and resources.

*Full-Scale Exercise***:** Intended to evaluate the operational capability of emergency management systems in an interactive manner over a substantial period of time. Involves testing of a major portion of the basic elements existing within emergency operations plan and organizations in a stress environment. This type of exercise includes mobilization of personnel and resources and actual movement of emergency workers, equipment, and resources required to demonstrate coordination and response capability.

Evacuation: The organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.

Event: See Planned Event.

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

Field Operations Guide: Durable pocket or desk guides that contain essential information required to perform specific assignments or functions.

Finance/Administration Section: The Incident Command System Section responsible for all administrative and financial considerations surrounding an incident.

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

Geomagnetic Disturbance (GMD): A major disturbance of earth's magnetosphere from a very efficient exchange of energy from solar wind into the space environment surrounding earth. GMDs can disrupt navigation systems such as the Global Navigation Satellite System and create harmful geomagnetic induced currents in the power grid and pipelines.

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

Finance/Administration Section Chief. An Intelligence/ Investigations Chief may be established, if required, to meet incident management needs.

Group: An organizational subdivision established to divide the incident management structure into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. See Division.

Hazard: Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

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

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

Incident Base: The location at which primary Logistics functions for an incident are coordinated and administered. There is only one Base per incident. (Incident name or other designator will be added to the term Base.) The Incident Command Post may be collocated with the Incident Base.

Incident Command: The Incident Command System organizational element responsible for overall management of the incident and consisting of the Incident Commander (either single or unified command structure) and any assigned supporting staff.

Incident Commander (IC): The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site. IC may be physically collocated with the DOC or EOC. In this event, Branch Directors, Division or Group Supervisors, Strike Team Leaders, Strike Force Leaders, Task Team Leaders, and Single Resource Bosses would be assigned to on scene incident command and control responsibility.

Incident Command Post (ICP): The field location where the primary functions are performed. The ICP may be collocated with the Incident Base or other incident facilities.

Incident Command System (ICS): A standardized on-scene emergency management construct specifically designed to provide an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel,

procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

Incident Management: The broad spectrum of activities and organizations providing effective and efficient operations, coordination, and support applied at all levels of government, utilizing both governmental and nongovernmental resources to plan for, respond to, and recover from an incident, regardless of cause, size, or complexity.

Incident Management Team (IMT): An Incident Commander and the appropriate Command and General Staff personnel assigned to an incident. The level of training and experience of the IMT members, coupled with the identified formal response requirements and responsibilities of the IMT, are factors in determining "type," or level, of IMT.

Incident Objectives: Statements of guidance and direction needed to select appropriate strategy(s) and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow strategic and tactical alternatives.

Information Management: The collection, organization, and control over the structure, processing, and delivery of information from one or more sources and distribution to one or more audiences who have a stake in that information.

Integrated Planning System: A system designed to provide common processes for developing and integrating plans for the Federal Government to establish a comprehensive approach to national planning in accordance with the Homeland Security Management System as outlined in the National Strategy for Homeland Security.

Intelligence/Investigations: An organizational subset within ICS. Intelligence gathered within the Intelligence/Investigations function is information that either leads to the detection, prevention, apprehension, and prosecution of criminal activities-or the individual(s) involved-including terrorist incidents or information that leads to determination of the cause of a given incident (regardless of the source) such as public health events or fires with unknown origins. This is different from the normal operational and situational intelligence gathered and reported by the Planning Section.

Interoperability: Ability of systems, personnel, and equipment to provide and receive functionality, data, information, and/or services to and from other systems, personnel, and equipment, between both public and private agencies, departments, and other organizations, in a manner enabling them to operate effectively together. Allows emergency management/response personnel and their affiliated organizations to communicate within and across agencies and jurisdictions via voice, data, or video-on-demand, in real time, when needed, and when authorized.

Job Aid: Checklist or other visual aid intended to ensure that specific steps of completing a task or assignment are accomplished.

Joint Field Office (JFO): The primary Federal incident management field structure. The JFO is a temporary Federal facility that provides a central location for the coordination of Federal, state, tribal, and local governments and private-sector and nongovernmental organizations with primary responsibility for response and recovery. The JFO structure is organized, staffed, and managed in a manner consistent with National Incident Management System principles. Although the JFO uses an Incident Command System structure, the JFO does not manage on-scene operations. Instead, the JFO focuses on providing support to on-scene efforts and conducting broader support operations that may extend beyond the incident site.

Joint Information Center (JIC): A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media. Public information officials from all participating agencies should co-locate at the JIC.

Joint Information System (JIS): A structure that integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely, and complete information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the Incident Commander (IC); advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

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

Jurisdictional Agency: The agency having jurisdiction and responsibility for a specific geographical area, or a mandated function.

Key Resource: Any publicly or privately controlled resource essential to the minimal operations of the economy and government.

Letter of Expectation: See Delegation of Authority.

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

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

Local Government: Public entities responsible for the security and welfare of a designated area as established by law. A county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under state law), regional or interstate government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal entity, or in Alaska a Native Village or Alaska Regional Native Corporation; a rural community, unincorporated town or village, or other public entity. See Section 2 (10), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

Logistics: The process and procedure for providing resources and other services to support incident management.

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

Management by Objectives: A management approach that involves a five-step process for achieving the incident goal. The Management by Objectives approach includes the following: establishing overarching incident objectives; developing strategies based on overarching incident objectives; developing and issuing assignments, plans, procedures, and protocols; establishing specific, measurable tactics or tasks for various incident-management functional activities and directing efforts to attain them, in support of defined strategies; and documenting results to measure performance and facilitate corrective action.

Manager: Individual within an Incident Command System organizational unit who is assigned specific managerial responsibilities (e.g., Staging Area Manager or Camp Manager).

Mitigation: The capabilities necessary to reduce loss of life and property by lessening the impact of disasters.

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

Mobilization Guide: Reference document used by organizations outlining agreements, processes, and procedures used by all participating agencies/organizations for activating, assembling, and transporting resources.

Multiagency Coordination (MAC) Group: A group of administrators or executives, or their appointed representatives, who are typically authorized to commit agency resources and funds. A MAC Group can provide coordinated decision-making and resource allocation among cooperating agencies, and may establish the priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities. MAC Groups may also be known as multiagency committees, emergency management committees, or as otherwise defined by the Multiagency Coordination System.

Multiagency Coordination System (MACS): A system that provides the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. MACS assist agencies and organizations responding to an incident. The elements of a MACS include facilities, equipment, personnel, procedures, and communications. Two of the most commonly used elements are Emergency Operations Centers and MAC Groups.

Multijurisdictional Incident: An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of an incident. In the Incident Command System, these incidents will be managed under Unified Command.

Mutual Aid Agreement or Assistance Agreement: Written or oral agreement between and among agencies/organizations and/or jurisdictions that provides a mechanism to quickly obtain emergency assistance in the form of personnel, equipment, materials, and other associated services. The primary objective is to facilitate rapid, short-term deployment of emergency support prior to, during, and/or after an incident.

National: Of a nationwide character, including the Federal, state, tribal, and local aspects of governance and policy.

National Essential Functions: A subset of government functions that are necessary to lead and sustain the Nation during a catastrophic emergency and that, therefore, must be supported through continuity of operations and continuity of government capabilities.

National Incident Management System: A set of principles that provides a systematic, proactive approach guiding government agencies at all levels, nongovernmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life or property and harm to the environment.

National Response Framework: A guide to how the Nation conducts all-hazards response.

Nongovernmental Organization (NGO): An entity with an association that is based on interests of its members, individuals, or institutions. It is not created by a government, but it may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross. NGOs, including voluntary and faith-based groups, provide relief services to sustain life, reduce physical and emotional distress, and promote the recovery of disaster victims. Often these groups provide specialized services that help individuals with disabilities. NGOs and voluntary organizations play a major role in assisting emergency managers before, during, and after an emergency.

Officer: The Incident Command System title for a person responsible for one of the Command Staff positions of Safety, Liaison, and Public Information.

Operational Period: The time scheduled for executing a given set of operation actions, as specified in the Incident Action Plan. Operational periods can be of various lengths, although usually they last 12 to 24 hours.

Operations Section: The Incident Command System (ICS) Section responsible for all tactical incident operations and implementation of the Incident Action Plan. In ICS, the Operations Section normally includes subordinate Branches, Divisions, and/or Groups.

Oregon Law Enforcement Data Systems (LEDS): The State of Oregon Law Enforcement Data System, which provides computer databases for State and local law enforcement and the Criminal Justice Information System interface with national computer systems.

Organization: Any association or group of persons with like objectives. Examples include, but are not limited to, governmental departments and agencies, nongovernmental organizations, and the private sector.

Partner:
Jurisdictional, local government

"Local government" means all cities, counties and local service districts located in this state, and all administrative subdivisions of those cities, counties, and local service districts. The state, county, and city use the processes and procedures established at their EOCs on behalf of the needs of the community. Local Service Districts use the processes and procedures established at their DOCs on behalf of the needs of the community The City of Bend may engage private entity partners; however, The City does not relinquish its legal responsibility and may make decisions that conflict with private entities' wishes, recommendations, or needs.

Limited or nominal partner, private entity

"Private entity" means any entity that is not a unit of government, including but not limited to a corporation, partnership, company, nonprofit organization or other legal entity or a natural person. Subject to ORS 174.108 (Effect of definitions), as used in the statutes of this state. Private entities coordinate with jurisdictional partners, but do not have final decision-making authority.

Personal Responsibility: The obligation to be accountable for one's actions.

Personnel Accountability: The ability to account for the location and welfare of incident personnel. It is accomplished when supervisors ensure that Incident Command System principles and processes are functional and that personnel are working within established incident management guidelines.

Plain Language: Communication that can be understood by the intended audience and meets the purpose of the communicator. For the purpose of the National Incident Management

System, plain language is designed to eliminate or limit the use of codes and acronyms, as appropriate, during incident response involving more than a single agency.

Planned Event: A scheduled nonemergency activity (e.g., sporting event, concert, parade, etc.).

Planning Meeting: A meeting held as needed before and throughout the duration of an incident to select specific strategies and tactics for incident control operations and for service and support planning. For larger incidents, the Planning Meeting is a major element in the development of the Incident Action Plan.

Planning Section: The Incident Command System Section responsible for the collection, evaluation, and dissemination of operational information related to the incident, and for the preparation and documentation of the Incident Action Plan. This Section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

Portability: An approach that facilitates the interaction of systems that are normally distinct. Portability of radio technologies, protocols, and frequencies among emergency management/response personnel will allow for the successful and efficient integration, transport, and deployment of communications systems when necessary. Portability includes the standardized assignment of radio channels across jurisdictions, which allows responders to participate in an incident outside their jurisdiction and still use familiar equipment.

Pre-Positioned Resource: A resource moved to an area near the expected incident site in response to anticipated resource needs.

Preparedness: A continuous cycle of planning, organizing, training, equipping, exercising, evaluating, and taking corrective action in an effort to ensure effective coordination during incident response. Within the National Incident Management System, preparedness focuses on the following elements**:** planning, procedures and protocols, training and exercises, personnel qualification and certification, and equipment certification.

Preparedness Organization: An organization that provides coordination for emergency management and incident response activities before a potential incident. These organizations range from groups of individuals to small committees to large standing organizations that represent a wide variety of committees, planning groups, and other organizations (e.g., Citizen Corps, Local Emergency Planning Committees, and Critical Infrastructure Sector Coordinating Councils).

Prevention: The capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism. For the purposes of the prevention framework called for in PPD-8, the term "prevention" refers to preventing imminent threats.

Primary Mission Essential Functions: Government functions that must be performed to support or implement the performance of National Essential Functions before, during, and in the aftermath of an emergency.

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

Protective Actions: Those steps taken to preserve the health and safety of emergency responders and the public during an incident. This could include denying entry, evacuations, or shelter-in-place orders.

Protocol: A set of established guidelines for actions (which may be designated by individuals, teams, functions, or capabilities) under various specified conditions.

Public Information: Processes, procedures, and systems for communicating timely, accurate, and accessible information on an incident's cause, size, and current situation; resources committed; and other matters of general interest to the public, responders, and additional stakeholders (both directly affected and indirectly affected).

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

Publications Management: Subsystem that manages the development, publication control, publication supply, and distribution of National Incident Management System materials.

Recovery: Recovery involves actions, and the implementation of programs, needed to help individuals and communities return to normal.

Recovery Plan: A plan developed to restore an affected area or community.

Reimbursement: A mechanism to recoup funds expended for incident-specific activities.

Resource Management: A system for identifying available resources at all jurisdictional levels to enable timely, efficient, and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under the National Incident Management System includes mutual aid agreements and assistance agreements; the use of special Federal, state, tribal, and local teams; and resource mobilization protocols.

Resource Tracking: A standardized, integrated process conducted prior to, during, and after an incident by all emergency management/response personnel and their associated organizations.

Resources: Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained.

Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an Emergency Operations Center.

Response: The capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred.

Retrograde: To return resources back to their original location.

Safety Officer: A member of the Command Staff responsible for monitoring incident operations and advising the Incident Commander on all matters relating to operational safety, including the health and safety of emergency responder personnel.

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

Single Resource: An individual, a piece of equipment and its personnel complement, or a crew/team of individuals with an identified work supervisor that can be used on an incident.

Situation Report: Confirmed or verified information regarding the specific details relating to an incident.

Span of Control: The number of resources for which a supervisor is responsible, usually expressed as the ratio of supervisors to individuals. (Under the National Incident Management System, the optimal span of control for incident management is one supervisor to five subordinates; however, effective incident management frequently necessitates ratios significantly different from this. The 1:5 ratio is a guideline, and incident personnel use their best judgment to determine the actual distribution of subordinates to supervisors for a given incident or EOC activation.)

Staging Area: Temporary location for available resources. A staging area can be any location in which personnel, supplies, and equipment can be temporarily housed or parked while awaiting operational assignment.

Standard Operating Guidelines: A set of instructions having the force of a directive, covering those features of operations which lend themselves to a definite or standardized procedure without loss of effectiveness.

Standard Operating Procedure: A complete reference document or an operations manual that provides the purpose, authorities, duration, and details for the preferred method of performing a single function or a number of interrelated functions in a uniform manner.

State: Any state of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern

Mariana Islands, and any possession of the United States. See Section 2 (14), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

Status Report: Information specifically related to the status of resources (e.g., the availability or assignment of resources).

Strategy: The general plan or direction selected to accomplish incident objectives.

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

Substate Region: A grouping of jurisdictions, counties, and/or localities within a state brought together for specified purposes (e.g., homeland security, education, public health), usually containing a governance structure.

Supervisor: The Incident Command System title for an individual responsible for a Division or Group.

Supporting Agency: An agency that provides support and/or resource assistance to another agency. See Assisting Agency.

Supporting Technology: Any technology that may be used to support the National Incident Management System, such as orthophoto mapping, remote automatic weather stations, infrared technology, or communications.

System: Any combination of facilities, equipment, personnel, processes, procedures, and communications integrated for a specific purpose.

Tactics: The deployment and directing of resources on an incident to accomplish the objectives designated by strategy.

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

Technical Specialist: Person with special skills that can be used anywhere within the Incident Command System organization. No minimum qualifications are prescribed, as technical specialists normally perform the same duties during an incident that they perform in their everyday jobs, and they are typically certified in their fields or professions.

Technology Standards: Conditions, guidelines, or characteristics that may be required to facilitate the interoperability and compatibility of major systems across jurisdictional, geographic, and functional lines.

Technology Support: Assistance that facilitates incident operations and sustains the research and development programs that underpin the long-term investment in the Nation's future incident management capabilities.

Terrorism: As defined in the Homeland Security Act of 2002, activity that involves an act that is dangerous to human life or potentially destructive of critical infrastructure or key resources; is a violation of the criminal laws of the United States or of any state or other subdivision of the United States; and appears to be intended to intimidate or coerce a civilian population, to influence the policy of a government by intimidation or coercion, or to affect the conduct of a government by mass destruction, assassination, or kidnapping.

Threat: Natural or manmade occurrence, individual, entity, or action that has or indicates the potential to harm life, information, operations, the environment, and/or property.

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

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

Type: An Incident Command System resource classification that refers to capability. Type 1 is generally considered to be more capable than Types 2, 3, or 4, respectively, because of size, power, capacity, or (in the case of Incident Management Teams) experience and qualifications.

Unified Approach: The integration of resource management, communications and information management, and command and management in order to form an effective system.

Unified Area Command: Version of command established when incidents under an Area Command are multijurisdictional. See Area Command.

Unified Command (UC): An Incident Command System application used when more than one agency has incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the UC, often the senior persons from agencies and/or disciplines participating in the UC, to establish a common set of objectives and strategies and a single Incident Action Plan.

Unit: The organizational element with functional responsibility for a specific incident planning, logistics, or finance/administration activity.

Unit Leader: The individual in charge of managing Units within an Incident Command System (ICS) functional Section. The Unit can be staffed by a number of support personnel providing a wide range of services. Some of the support positions are pre-established within ICS (e.g., Base/Camp Manager), but many others will be assigned as technical specialists.

Unity of Command: An Incident Command System principle stating that each individual involved in incident operations will be assigned to only one supervisor.