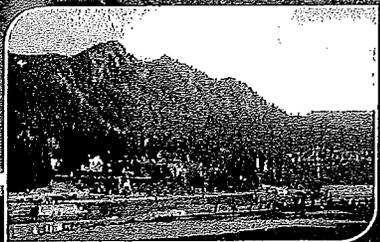
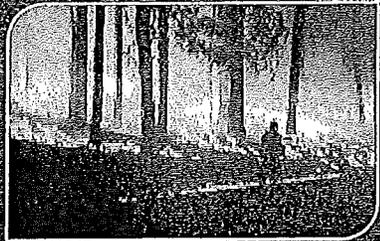
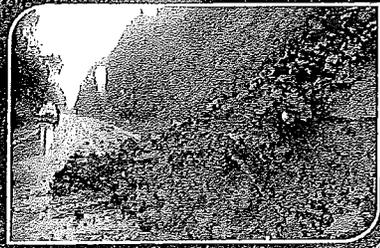


City of Cascade Locks Emergency Operations Plan



Prepared for:

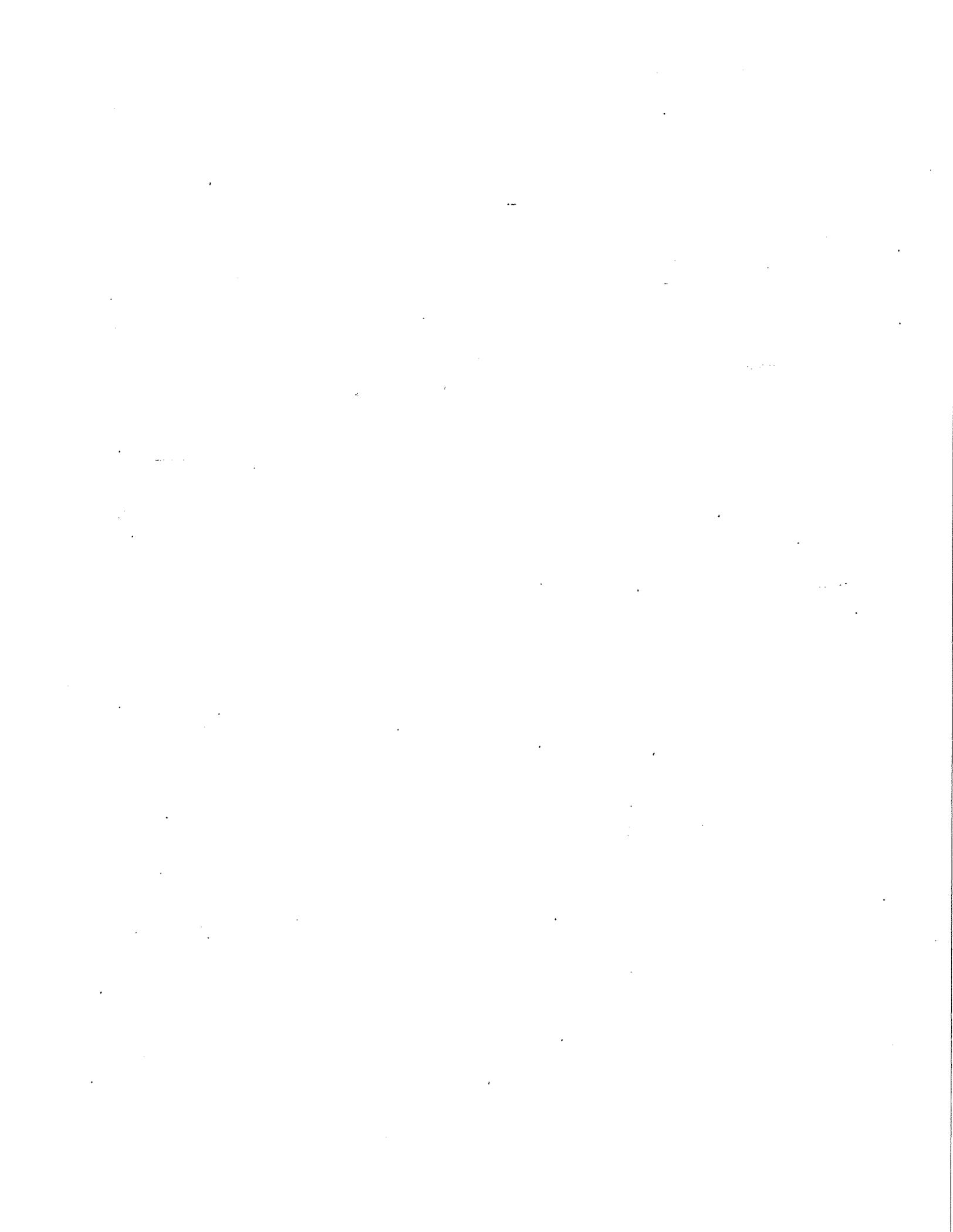


City of Cascade Locks
140 SW Wa Na Pa
Cascade Locks, OR 97014

Prepared by:



ecology and environment, inc.
Global Environmental Specialists



**City of Cascade Locks
Hood River County, Oregon
EMERGENCY OPERATIONS PLAN**



January 2013

Prepared for:

City of Cascade Locks
140 SW Wa Na Pa
Cascade Locks, OR 97014

Prepared by:



ecology and environment, inc.
Global Specialists in the Environment



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

Immediate Action Checklist

Use the following Immediate Action Checklist to initiate the City of Cascade Locks' response and support to an emergency incident. If you are not qualified to implement this plan, dial 9-1-1 and ask for assistance.

1. Receive alert of incident.

- Alerts should be directed to the City Emergency Manager Administrator).
- If the City Administrator is not available, alerts should be directed to the Department of Emergency Services Station Captain, or City Recorder based on the City line of succession.
- Alerts may be received through dispatch, responding agencies, the on-scene Incident Commander, the public or other sources.
- If you are the first person receiving notification of the incident, call 9-1-1 and provide as much detail as possible.
- *See FA 1 – Emergency Services of the City Emergency Operations Plan for more information on alert and warning.*

2. Determine need to implement the City's Emergency Management Organization.

- The City Emergency Manager should determine, in coordination with the on-scene Incident Commander, what level of support is needed from the City for the incident. This may range from the City Emergency Manager being on stand-by to full activation of the City Emergency Operations Center.
- Identify key personnel who will be needed to staff the City Emergency Operations Center.

3. Notify key City personnel and response partners.

- The City Emergency Manager will notify key personnel to staff the City Emergency Operations Center based on incident needs.
- Notify appropriate emergency response agencies.
- See the City Emergency Contact List maintained by the City Emergency Manager.

4. Activate the City Emergency Operations Center as appropriate.

Immediate Action Checklist

- The City will utilize the Incident Command System in managing the City Emergency Operations Center.
 - Primary Emergency Operations Center Location: Fire Station, 25 SE Wa Na Pa Street, Cascade Locks, OR 97014
 - Alternate Emergency Operations Center Location: City Hall, 140 SW Wa Na Pa Street, Cascade Locks, OR 97014
 - See Chapter 5 of the Basic Plan of the City Emergency Operations Plan for information on Emergency Operations Center operations.
- 5. Establish communications with the on-scene Incident Commander.**
- Identify primary and back-up means to stay in contact with the on-scene Incident Commander.
 - The on-scene Incident Commander may assign a radio frequency that the City Emergency Operations Center can use to communicate with the scene.
 - See Functional Annex 1 – Emergency Services of the City Emergency Operations Plan for more information on communications systems.
- 6. Identify key incident needs, in coordination with the on-scene Incident Commander.**
- Consider coordination of the following, as required by the incident:
 - Protective Action measures, including evacuation and shelter-in-place
 - Shelter and housing needs for displaced citizens
 - Emergency public information and coordination with the media
 - Provisions for Access and Functional Needs Populations
 - Provisions for animals in disaster
- 7. Inform the County and Oregon Emergency Response System of Emergency Operations Center activation and request support as needed.**
- Hood River County Emergency Management: 541-386-1213
 - Oregon Emergency Response System: 800-452-0311
 - If necessary, responsible parties would then call the National Response Center at 800-424-8802

Immediate Action Checklist

8. Declare a state of emergency for the City, as appropriate.

- If the incident has or threatens to overwhelm the City's resources to respond, the City should declare a State of Emergency.
- A declaration may be made by the Mayor, City Council or the City Administrator. A declaration made by the Mayor or City Administrator should be ratified by Council as soon as practicable.
- The declaration should be submitted to Hood River County Emergency Management.
- See Section 1.7 of the Basic Plan of the City Emergency Operations Plan for information on the disaster declaration process. A sample disaster declaration form is included in Appendix A.

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Preface

This Emergency Operations Plan is an all-hazard plan that describes how the City of Cascade Locks will organize and respond to emergencies and disasters in the community. It is based on, and is compatible with, federal, State of Oregon, and other applicable laws, regulations, plans, and policies, including Presidential Policy Directive 8, the National Response Framework, State of Oregon Emergency Management Plan, and Hood River County Emergency Operations Plan.

Response to emergency or disaster conditions in order to maximize the safety of the public and to minimize property damage is a primary responsibility of government. It is the goal of the City of Cascade Locks that responses to such conditions are conducted in the most organized, efficient, and effective manner possible. To aid in accomplishing this goal, the City of Cascade Locks has, through promulgation of this plan, informally adopted the principles of the National Incident Management System, including the Incident Command System and the National Response Framework.

Consisting of a Basic Plan, Functional Annexes aligned with the Hood River County Emergency Support Functions, and Incident Annexes, this Emergency Operations Plan provides a framework for coordinated response and recovery activities during a large-scale emergency. The plan describes how various agencies and organizations in the City of Cascade Locks will coordinate resources and activities with other federal, State, local, tribal, and private-sector partners.

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Letter of Promulgation

To all Recipients:

Promulgated herewith is the revised Emergency Operations Plan for the City of Cascade Locks. This plan supersedes any previous plans. It provides a framework within which the City of Cascade Locks can plan and perform its emergency functions during a disaster or national emergency.

This Emergency Operations Plan attempts to be all-inclusive in combining the five mission areas of emergency management to ensure the City is prepared to prevent, protect against, mitigate the effects of, respond to, and recover from those hazards threats that pose the greatest risk to the City. This includes the following:

- **Prevention:** activities necessary to avoid, prevent, or stop a threatened or actual act of terrorism.
- **Protection:** activities necessary to secure the City against acts of terrorism and manmade or natural disasters.
- **Mitigation:** activities that reduce loss of life and property by lessening the impact of disasters.
- **Response:** activities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred.
- **Recovery:** activities necessary to assist the community in recovering effectively from a disaster.

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

Tom Cramblett
Mayor

Mark Storm
Councilor

Randy Holmstrom
Councilor

Glenda Groves
Councilor

Brad Lorang
Councilor

Bruce Fitzpatrick
Councilor

VACANT

DATE

Councilor

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Plan Administration

Plan Distribution List

Copies of this plan will be provided to the following jurisdictions, agencies, and persons electronically, unless otherwise indicated. Updates will be provided electronically, when available. Recipients will be responsible for updating their Emergency Operations Plans when they receive changes. The City of Cascade Locks City Emergency Manager is ultimately responsible for dissemination of all plan updates. Copies of the plan will also be maintained in the City Emergency Manager’s office at City Hall.

Date	No. of Hard Copies	Department/Agency	Title/Name
	1	City Council	Mayor
	1	City Administrator’s Office	City Administrator
	1	City Administrator’s Office	City Recorder
	1	Emergency Services Department	Station Captain
	1	Public Works	Field Supervisor
	1	Finance Department	Finance Officer
	1	Electric Department	Foreman
	1	Port of Cascade Locks	General Manager
	1	Hood River County Emergency Management	Emergency Program Manager
	1	Hood River county Sheriff’s Office	Sheriff
	1	Hood River County School District	Superintendent
	1	Oregon Emergency Management	State Domestic Preparedness Coordinator

Plan Administration

Emergency Operations Plan Review Assignments

Unless otherwise stated, the following table identifies agencies responsible for regular review of specific plan sections and annexes to ensure accuracy. Changes will be forwarded to the City Emergency Manager for revision and dissemination of the plan. This does not preclude other departments and agencies with a vital interest in the annex from providing input to the document; such input is, in fact, encouraged. It is also encouraged that plan review will be performed concurrently with review of other related City emergency plans and procedures to enhance consistency.

Section/Annex	Responsible Party
Basic Plan	City Emergency Manager
Functional Annexes (FAs)	
FA 1 Emergency Services	City Emergency Manager Hood River County Sheriff's Office Emergency Services Department
FA 2 Human Services	City Emergency Manager
FA 3 Infrastructure Services	Public Works Department
FA 4 Recovery Strategy	City Emergency Manager
Incident Annexes (IAs)	
IA 1 Drought	Public Works Department
IA 2 Earthquake	Public Works Department
IA 3 Major Fire	Emergency Services Department
IA 4 Flood (including Dam Failure)	Emergency Services Department
IA 5 Severe Weather (including Landslides)	Emergency Services Department
IA 6 Volcano	Public Works Department
IA 7 Hazardous Materials Incident	Hood River County Sheriff's Office
IA 8 Public Health Incident	City Emergency Manager
IA 9 Terrorism	Hood River County Sheriff's Office
IA 10 Transportation Accident	Hood River County Sheriff
IA 11 Utility Failure	Public Works Department Electric Department
IA 12 Marine Incident	Port of Cascade Locks

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Introduction

1.1 General

The City of Cascade Lock's (City's) emergency management mission is to coordinate and integrate prevention, mitigation, preparedness, response, and recovery activities that increase the City's capabilities to minimize loss of life and reduce impacts from disasters.

Emergencies are handled effectively in the City every day. These "routine" emergencies are managed by emergency responders as part of their day-to-day responsibilities and are the most common emergency management activities that 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, contain threats and minimize damage. While the principles described in this Emergency Operations Plan (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 that exceed the response capability and/or resources of front line responders.

No plan can anticipate all the situations and conditions that may arise during emergencies and on-scene Incident Commanders must have the discretion to act as they see fit based on the specific circumstances of the incident at hand. It is imperative, however, that all jurisdictions and response agencies have a plan that provides general guidance and a common framework for preparing for, responding to, and recovering from emergencies and disasters. This plan promulgates such a framework within the City that will bring a combination of technical capabilities and resources, plus the judgment and expertise of its emergency response personnel, department directors, and other key stakeholders to bear on any incident. This EOP provides the foundation and guidance for use of a common language, fundamental principles and incident management system necessary to effectively manage incidents within or affecting the City.

While the City will respond to emergencies to the utmost of its ability, it is possible that some natural or technological disasters may overwhelm the City's resources. While recognizing this possibility, this plan is designed to help the City fulfill its response function to its maximum capacity.

1.1.1 Whole Community Planning

The "Whole Community" planning approach is based on the recognition that it takes 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

1. Introduction

volunteer, faith-, and community-based organizations; the private sector; and the public, including survivors of an incident.

Every person who lives or works in the City shares responsibility for minimizing the impact of disasters on the 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 greatest extent possible, the City will assist its citizens in carrying out this responsibility by providing preparedness and mitigation information, and delivering critical public services during a disaster. However, a major emergency is likely to damage the City's critical infrastructure and reduce the workforce available to continue essential government services. Knowledgeable citizens prepared to take care of themselves and their families in the early phases of an emergency can make a significant contribution towards survival and community resiliency.

1.2 Purpose and Scope

1.2.1 Purpose

This EOP outlines the City's approach to emergency response and enhances the City's ability to protect the safety, health, and welfare of its citizens. It describes the City's emergency response organization and assigns responsibilities for various emergency functions, identifies lines of authority and coordination, and communicates the legal basis and references that provide a framework for emergency planning in the City. The EOP:

- Includes all hazards and types of emergencies likely to impact the City.
- Provides a framework for multi-discipline, multi-jurisdictional coordination and cooperation.
- Addresses all phases of a disaster through mitigation, preparedness, response and recovery activities.
- Designates the National Incident Management System (NIMS) as the framework within which all emergency management activities occur.
- Directs use of the Incident Command System (ICS) for managing incident response.
- Identifies roles and responsibilities of City departments, offices and personnel in emergency operations, as well as those of cooperating public- and private-sector agencies.
- Establishes life safety, followed by protection of property and the environment, as emergency response priorities.

1. Introduction

- Provides a common framework within which the City, Hood River County (County), special districts and other agencies/organizations can integrate their emergency planning and response and recovery activities.

1.2.2 Scope

The EOP is activated whenever the City must respond to an emergency incident or planned event whose size or complexity is beyond that normally handled by routine operations. Such occurrences may include natural or human-caused disasters and may impact unincorporated areas of the City, incorporated municipalities, or a combination thereof. This plan is intended to guide the City's emergency operations while complementing and supporting the emergency response plans and procedures of responding agencies, other local governments, special districts, and other public and private-sector entities.

A community's emergency management infrastructure is a complex network of relationships. The EOP establishes roles, responsibilities, and relationships among agencies and organizations involved in emergency operations, greatly facilitating multi-agency and multi-jurisdiction coordination. Using this framework, City departments and agencies that operate under this plan are expected to develop and keep current standard operating procedures (SOPs) that describe how emergency tasks will be performed. Additional responsibilities include ensuring that the training and equipment necessary for response are in place.

The primary users of this plan are elected officials, department heads and their senior staff members, emergency management staff, coordinating response agencies, and other stakeholders that support emergency operations. The general public is also welcome to review non-sensitive parts of this plan to better understand the processes by which the City manages the wide range of risks to which it is subject.

1.3 Plan Activation

Once promulgated by the City Council, this EOP is in effect and may be implemented in whole or in part to respond to:

- Incidents in or affecting the City.
- Health emergencies in or affecting the City.
- Life-safety issues in or affecting the City.

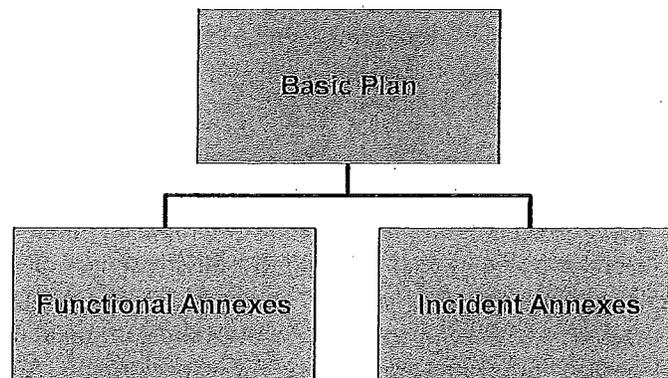
An emergency declaration is not required in order to implement the EOP or activate the Emergency Operations Center (EOC). The City Emergency Manager may implement the EOP as deemed appropriate for the situation or at the request of an Incident Commander.

1.4 Plan Organization

The City EOP is composed of three main elements:

- Basic Plan (with appendices).
- Functional Annexes (FAs).
- Incident Annexes (IAs).

Figure 1-1 City of Cascade Locks Emergency Operations Plan Organization



1.4.1 Basic Plan

The purpose of the Basic 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, including a community profile and discussion of hazards and threats facing the community.
- Assign and describe roles and responsibilities for the City's employees tasked with emergency preparedness and response functions.
- Describe a concept of operations for the City that provides a framework within which the City will conduct its emergency operations and coordinate with other agencies and jurisdictions.
- Describe the City's emergency response structure, including activation and operation of the City EOC and implementation of ICS.

1. Introduction

- Discuss the City’s protocols for maintaining and reviewing this EOP, including training, exercises, and public education components.

1.4.2 Functional Annexes

The FAs focus on critical tasks, capabilities, and resources provided by emergency response agencies for the City throughout all phases of an emergency. In the event of an incident for which the City’s capabilities and/or resources are limited or exhausted, each annex clearly defines escalation pathways and procedures for requesting additional resources from County agencies. For the purposes of this EOP, information regarding common management functions performed by the City and supporting agencies is grouped into four FAs, which supplement the information in the Basic Plan:

- FA 1 – Emergency Services.
- FA 2 – Human Services.
- FA 3 – Infrastructure Services.
- FA 4 – Recovery Strategy.

The FAs are designed to be consistent with the 15 Emergency Support Function (ESF) annexes of the County EOP. Recognizing that the City relies on the County or other response partners to provide certain functions, the FAs group information in a manner that streamlines the planning document and better reflects the City’s organization and capabilities. Tables 1-1 through 1-4 show the relationship between the City’s FAs and the County ESF annexes. This structure is also consistent with the State of Oregon (State) EOP and the National Response Framework (NRF). City emergency personnel should be familiar with the County’s EOP and ESF structure to better understand how the City’s response efforts would be coordinated with the County during an emergency event.

County ESFs	City Function
ESF 2 – Communications	Emergency Communications
ESF 4 – Firefighting	Fire Services
ESF 8 – Public Health and Medical Services	Emergency Medical Services- This would ONLY involve the Fire Department, and the Public Works Field Supervisor and City Administrator
ESF 9 – Search and Rescue	Search and Rescue
ESF 10 – Oil and Hazardous Materials	Hazardous Materials Response
ESF 13 – Public Safety and Security	Law Enforcement
ESF 15 – External Affairs	Emergency Public Information

1. Introduction

Table 1-1 City Functional Annex 1 – Emergency Services	
County ESFs	City Function
NOTE: Additional functions described in the Emergency Services Annex may include:	
<ul style="list-style-type: none"> ▪ Evacuation and Population Protection 	

Table 1-2 City Functional Annex 2 – Human Services	
County ESFs	City Function
ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services	Mass Care Emergency Assistance Housing Human Services
ESF 8 – Public Health and Medical Services	Public Health Environmental Health
ESF 11 – Agriculture and Natural Resources	Animals in Disaster
NOTE: Additional functions described in the Human Services Annex may include:	
<ul style="list-style-type: none"> ▪ Worker Health and Safety 	

Table 1-3 City Functional Annex 3 – Infrastructure Services	
County ESFs	City Function
ESF 1 – Transportation	Transportation
ESF 3 – Public Works and Engineering	Infrastructure Repair and Restoration
ESF 12 – Energy	Energy and Utilities
NOTE: Additional functions described in the Infrastructure Services Annex may include:	
<ul style="list-style-type: none"> ▪ Debris Management 	

Table 1-4 City Functional Annex 4 – Recovery Strategy	
County ESFs	City Function
ESF 14 – Long-Term Community Recovery	Damage Assessment Public Assistance Individual Assistance
NOTE: Additional functions described in the Recovery Strategy Annex may include long-term recovery activities such as:	
<ul style="list-style-type: none"> ▪ Community Planning and Capacity Building ▪ Economic Recovery ▪ Health and Social Services Recovery ▪ Housing Recovery ▪ Infrastructure Systems Recovery ▪ Natural and Cultural Resources Recovery 	

1. Introduction

1.4.3 Coordination with County Emergency Support Functions

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

If the County EOP is implemented during an incident or Countywide emergency declaration, the City will coordinate its command and control structures and procedures with the County in accordance with the requirements of NIMS and ICS, as necessary.

1.4.4 Incident Annexes

While this EOP is developed as an all hazards planning document, some hazards may require unique considerations. To that end, IAs supplement the Basic Plan to identify critical tasks particular to specific natural and human-caused/technological hazards identified in Yamhill County's most current Hazard Identification and Vulnerability Assessment. The IAs are designed as functional checklists that identify step-by-step actions for each hazard through the pre-incident, response and recovery phases of an incident. Table 1-5 identifies the IAs included in this plan.

Annex	Hazard
IA 1	Drought
IA 2	Earthquake
IA 3	Major Fire
IA 4	Flood (including Dam Failure)
IA 5	Severe Weather (including Landslide)
IA 6	Volcano
IA 7	Hazardous Materials Incident
IA 8	Public Health Incident
IA 9	Terrorism
IA 10	Transportation Accident
IA 11	Utility Failure
IA 12	Marine Incident

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

1.5 Relationship to Other Plans

1.5.1 Federal Plans

The following federal plans guide emergency preparedness, response and recovery at the federal level and provide support and guidance for state and local operations:

- **Presidential Policy Directive 8.** Describes the Nation's approach to preparing for the threats and hazards that pose the greatest risk to the security of the United States.
- **National Preparedness Goal.** Describes the Nation's security and resilience posture through identifying key mission areas and core capabilities that are necessary to deal with great risks, using an integrated, layered, and all-of-Nation approach as its foundation.
- **National Preparedness System.** Provides guidance, programs, processes, and systems that support each component of the National Preparedness System to enable a collaborative, whole community approach to national preparedness that engages individuals, families, communities, private and nonprofit sectors, faith-based organizations, and all levels of government.
- **National Incident Management System.** 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.
- **National Response Framework.** Serves as a guide to how State and federal government should conduct all-hazards response. It is built upon scalable, flexible, and adaptable coordination structure to align key roles and responsibilities across the country. It describes specific authorities and best practices for managing incidents that range from the serious, but purely local, to large-scale terrorist attacks or catastrophic natural disasters.
- **National Disaster Recovery Framework.** Provides guidance that enables effective recovery support to disaster-impacted States, tribes, and local jurisdictions. It provides a flexible structure that enables disaster recovery managers to operate in a unified and collaborative manner. It also focuses on how best to restore, redevelop, and revitalize the health, social, economic, natural, and environmental fabric of the community and build a more resilient nation.

1. Introduction**1.5.2 State Plans**

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

- **Oregon Emergency Management Plan.** The Oregon EMP is developed, revised, and published by the Director of the Oregon Military Department, Office of Emergency Management (OEM) under the provisions of Oregon Revised Statutes (ORS) 401.092, which are designed to coordinate the activities of all public and private organizations that provide emergency services within the State and to provide for and staff a State Emergency Coordination Center (ECC) to aid the Governor. ORS 401.035 makes the Governor responsible for the emergency services system within the State of Oregon. The Director of OEM advises the Governor and coordinates the State's response to an emergency or disaster.
 - *Volume I: Preparedness and Mitigation* consists of plans and guidance necessary for State preparation to resist a disaster's effects. Sections include disaster hazard assessment, the Emergency Management Training and Exercise Program, and plans to mitigate (or lessen) a disaster's physical effects on citizens, the environment, and property.
 - *Volume II: Emergency Operations Plan* broadly describes how the State uses organization to respond to emergencies and disasters. It delineates the EMO; contains FAs that describe the management of functional areas common to most major emergencies or disasters, such as communications, public information, and others; and contains hazard-specific annexes.
 - *Volume III: Relief and Recovery* provides State guidance, processes, and rules for assisting Oregonians with recovery from a disaster's effects. It includes procedures for use by government, business, and citizens.

1.5.3 County Plans

The City relies on the County for many critical services during an emergency, so it is vital for the City to be familiar with the County's plans and how they link with City emergency plans.

- **Hood River County Emergency Operations Plan.** The County EOP is an all-hazard plan describing how the County will organize and respond to events that occur 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

1. Introduction

activities with other federal, State, local, tribal, and private-sector partners.

- **Hood River County Hazard Mitigation Plan.** The County Hazard Mitigation plan 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.
- **Public Health Emergency Preparedness Program.** The Hood River County Health Department is responsible for developing plans to address how public health personnel plan for, respond to, and recover from all hazards that may impact public health, including communicable disease, pandemic scenarios, chemical incidents, radiological incidents, and bioterrorism. The department maintains guidelines for public health personnel responding to a public health incident in the county.

1.5.4 City Plans

1.5.4.1 Continuity of Operations Plans

The City has not formalized a City Continuity of Operations (COOP) plan to date. However, once it has been developed and implemented, this plan may be used in conjunction with the EOP during various emergency situations. A COOP plan details the processes for accomplishing administrative and operational functions during emergencies that may disrupt normal business activities. It identifies essential functions of local government, private-sector businesses, and community services and delineates procedures to support their continuation. COOP plan elements may include, but are not limited to:

- Identification and prioritization of essential functions.
- Establishment of orders of succession for key positions.
- Establishment of delegations of authority for making policy determination and other decisions.
- Identification of alternate facilities, alternate uses for existing facilities, and, as appropriate, virtual office options, including telework.
- Development of interoperable communications systems.
- Protection of vital records needed to support essential functions.

1. Introduction

- Management of human capital.
- Development of a Test, Training, and Exercise Program for continuity situations.
- Devolution of Control planning.
- Reconstitution and resumption of normal operations.

1.5.5 Support Agency Plans

The City's EMO is supported by a number of partner agencies. To the greatest extent possible, support agency plans will be designed to complement the City EOP and the City will seek to engage support agencies in the EOP update process to ensure appropriate linkages.

1.6 Authorities**1.6.1 Legal Authorities**

In the context of this EOP, a disaster or major emergency is characterized as an incident requiring the coordinated response of all government levels to save the lives and protect the property of a large portion of the population. This plan is issued in accordance with, and under the provisions of, ORS Chapter 401, which establishes the authority for the City to establish an EMO and appoint an Emergency Manager who will be responsible for the organization, administration, and operation of the EMO.

The City EMO will, at a minimum:

- Coordinate planning activities necessary to prepare and maintain the City EOP.
- Manage and maintain the City EOC from which City officials can coordinate emergency and disaster response activities.
- Establish an incident command structure for management of incidents by all local emergency service agencies.
- Coordinate with County and State agencies to integrate effective practices in emergency preparedness and response in a manner consistent with NIMS.

Through promulgation of this plan, the City Administrator's Office has been identified as the lead agency in the EMO. The City Administrator, given the collateral title of City Emergency Manager, has the authority and responsibility for the organization, administration, and operations of the EMO. The City Emergency Manager may delegate any of these activities to designees, as appropriate.

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The City EMO is consistent with NIMS, and procedures supporting NIMS implementation and training for the City will be developed and formalized by the City Emergency Manager.

Table 1-6 sets forth the federal, State, and local legal authorities upon which the organizational and operational concepts of this EOP are based.

Table 1-6 Legal Authorities
Federal
<ul style="list-style-type: none"> — <u>Executive Order 13347, July 2004, Individuals with Disabilities in Emergency Preparedness</u> — <u>Homeland Security Presidential Directive 5: Management of Domestic Incidents</u> — <u>National Disaster Recovery Framework</u> — <u>National Incident Management System (NIMS)</u> — <u>National Preparedness Goal</u> — <u>National Response Framework (NRF)</u> — <u>Pet Evacuation and Transportation Standards Act of 2006, Public Law 109-308, 2006</u> — <u>Presidential Policy Directive 8: National Preparedness (PPD-8)</u> — <u>Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended.</u>
State of Oregon
<ul style="list-style-type: none"> — <u>Oregon Revised Statutes (ORS) 401. Emergency Management and Services</u> — <u>ORS 402. Emergency Mutual Assistance Agreements</u> — <u>ORS 403. 9-1-1 Emergency Communications System; 2-1-1 Communications System; Public Safety Communications System</u> — <u>ORS 404. Search and Rescue</u> — <u>ORS 431. State and Local Administration and Enforcement of Health Laws</u> — <u>ORS 433. Disease and Condition Control; Mass Gatherings; Indoor Air</u> — <u>ORS 476. State Fire Marshal; Protection From Fire Generally</u> — <u>ORS 477. Fire Protection of Forests and Vegetation</u> — <u>State of Oregon Emergency Operations Plan</u>
Hood River County
<ul style="list-style-type: none"> — <u>13.08 - Emergency Preparedness – County Administrative Code</u> — <u>Hood River County Emergency Operations Plan, 2012</u>
City of Cascade Locks
<ul style="list-style-type: none"> — <u>Emergency Ordinance of the City of Cascade Locks No. 362</u>

1.6.2 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). Personnel, supplies, and services may be used by a requesting agency if the granting agency cooperates and extends such services. However, without a

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mutual aid pact, both parties must be aware that State statutes do not provide umbrella protection except in the case of fire suppression pursuant to ORS 476 (the Oregon State Emergency Conflagration Act).

See individual FAs for existing mutual aid agreements.

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

1.7 Emergency Powers

1.7.1 General

Based on local ordinances and State statutes, a local declaration by the City Council allows for flexibility in managing resources under emergency conditions, such as:

- Diverting funds and resources to emergency operations in order to meet immediate needs.
- Authorizing implementation of local emergency plans and implementing extraordinary protective measures.
- Receiving resources from organizations and individuals initiated through mutual aid and cooperative assistance agreement channels.
- Providing specific legal protection for actions initiated under emergency conditions.
- Setting the stage for requesting State and/or federal assistance to augment local resources and capabilities.
- Raising public awareness and encouraging the community to become involved in protecting their resources.

The City Attorney should review and advise City officials on possible liabilities arising from disaster operations, including the exercising of any or all of the above powers.

1.7.2 City of Cascade Locks Disaster Declaration Process

A declaration of emergency by the City is the first step in accessing State and federal disaster assistance. The City Council (or designee) and the Mayor, as authorized by the City Code, may declare that a state of emergency exists. At the earliest practical opportunity, a written declaration of emergency shall be adopted by the City Council and made a part of the City's official records. If circumstances prohibit the timely action of the Council, the Mayor or City

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Administrator may declare a state of emergency provided that approval of a majority of the Council is sought and obtained at the first available opportunity. This declaration is in effect until the City Council or other authorized person terminates the state of emergency when the emergency, or threat of emergency, no longer exists.

OEM has set forth the following criteria necessary in declaring a local emergency:

- Describe the circumstances impacting an identified area.
- Identify the problems for which assistance is needed.
- Clearly state what has been done locally to respond to the impact and needs.

If County, State, or federal assistance is needed, the declaration must also state that all appropriate and available local resources have been expended. The Command and General Staff have the following responsibilities in the declaration process:

- **Operations.** Identify necessary resources and outline special powers needed to respond to the emergency. Assist in initial damage assessment.
- **Planning.** Provide situation and resource summaries and initial and preliminary damage assessments.
- **Logistics.** Compile resource requests
- **Finance.** Assist in preliminary damage assessment and coordinate damage survey activities.
- **Command.** Present the package to City Council.
 - **Liaison Officer.** If the declaration is approved by the City Council notify neighboring jurisdictions.

See Appendix B for sample Declaration of Emergency forms.

1.7.3 Hood River County Declaration Process

Initial requests for assistance should be made to Hood River County Emergency Management.

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

1. Introduction

the emergency area is within a City, the Chief Executives(s) of that City must process requests for assistance through the Division of Emergency Services and may be delivered by the City Administrator of Cascade Locks.

Requests for a State Declaration shall be made by the County Administrator of Hood River County. State assistance will be provided only after a "good faith" effort has been made, local resources are exhausted or nearing depletion, and mutual aid agreements have been initiated. Local resources include those available under mutual aid or through the County.

The following documents need to be forwarded to the Board of Commissioners (BOC) for action:

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

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

1.7.4 State Assistance

State assistance may be provided after local resources are exhausted, nearing depletion, or projected to be inadequate, and mutual aid agreements have been initiated.

The OEM Operations Officer coordinates with the agencies represented in the State ECC to determine the best way to support local government requests. The Operations Officer evaluates resource requests based on the goals and priorities established by the Director. Agency representatives keep the Operations Officer informed of resources assigned, resources available for commitment, and the status of assigned missions.

State resources are provided to the local EMO or to the local Incident Commander as agreed by the entities concerned. The OEM Director makes final decisions in cases of conflicting interest such as competing resource requests or priority questions.

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1.7.5 Federal Assistance

The Federal Emergency Management Agency (FEMA) provides resources, coordination, planning, training, and funding to support state and local jurisdictions when requested by the Governor.

In the event that the capabilities of the State are not sufficient to meet the requirements as determined by the Governor, federal assistance may be requested. OEM coordinates all requests for federal assistance through the State ECC. FEMA coordinates the Governor’s Presidential request for assistance in accordance with the NRF.

1.8 Continuity of Government

1.8.1 Lines of Succession

Table 1-7 provides the policy and operational lines of succession during an emergency for the City.

Emergency Coordination	Emergency Policy and Governance
1. City Administrator (City Emergency Manager)	1. Mayor
2. Station Captain	2. City Councilors
3. City Recorder	3. City Administrator

Each City department is responsible for pre-identifying staff patterns showing a line of succession in management’s absence. Lines of succession for each department can be found in the City Administrator’s Office. All employees shall be trained on the protocols and contingency plans required to maintain leadership within their departments. The City Emergency Manager will provide guidance and direction to department heads to maintain continuity of government and operations during an emergency.

1.8.2 Preservation of Vital Records

Each City department, in coordination with the City Recorder, must provide for the protection, accessibility, and recovery of the agency's vital records, systems, and equipment. These are records, systems, and equipment that, if irretrievable, lost, or damaged, will materially impair the agency's ability to conduct business or carry out essential functions. Each agency should have a maintenance program for the preservation and quality assurance of data and systems. The program should take into account the cost of protecting or reconstructing records weighed against the necessity of the information to achieving the agency mission.

1.9 Administration and Logistics

1.9.1 Request, Allocation, and Distribution of Resources

Resource requests and emergency/disaster declarations must be submitted by the City Emergency Manager to the County Emergency Program Manager according to provisions outlined under ORS Chapter 401.

The City Emergency Manager is responsible for the direction and control of the City's resources during an emergency and for requesting any additional resources required for emergency operations. All assistance requests are to be made through County Emergency Management, who processes subsequent assistance requests to the State.

In the case of emergencies involving fires threatening life and structures, the Conflagration Act (ORS 476.510) can be invoked by the Governor through the Office of State Fire Marshal. This act allows the State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations. The Cascade Locks Fire Chief and the Hood River County Fire Defense Board Chief assess the status of the incident(s) and, after determining that all criteria have been met for invoking the Conflagration Act, the County Defense Chief will notify the State Fire Marshal via the Oregon Emergency Response System (OERS). The State Fire Marshal reviews the information and notifies the Governor, who authorizes the act.

1.9.2 Financial Management

During an emergency, the City is likely to find it necessary to redirect its funds to effectively respond to the incident. The authority to adjust department budgets and funding priorities rests with the City Council. If an incident in the City requires major redirection of City fiscal resources, the City Council will meet in emergency session to decide how to respond to the emergency funding needs, declare a state of emergency, and request assistance through the County as necessary. The following general procedures will be carried out:

- The City Council will meet in emergency session to decide how to respond to the emergency funding needs.
- The City Council will declare a state of emergency and request assistance through the County.
- If a quorum of councilors cannot be reached, and if a prompt decision will protect lives, City resources and facilities, or private property, the City Administrator (or designee) may act on emergency funding requests. The Mayor and City Council will be advised of such actions as soon as practical.
- To facilitate tracking of financial resources committed to the incident, and to provide the necessary documentation, a discrete charge code for

1. Introduction

all incident-related personnel time, losses, and purchases will be established by the Finance Section.

Expenditure reports should be submitted to the Finance Department and managed through the Finance Officer to identify budgetary shortfalls. The Finance Department will support procurement issues related to personnel, both volunteer and paid. In addition, copies of expense records and all supporting documentation should be submitted for filing FEMA Public Assistance reimbursement requests. During activation of the City EOC, financial management will be handled by the Finance Section, which will be staffed by the Finance Department.

1.9.3 Legal Support and Liability Issues

Legal services in the City are provided by a contract City Attorney and can be accessed through the City Administrator.

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

1.9.4 Reporting and Documentation

Proper documentation and reporting during an emergency is critical for the City to receive proper reimbursement for emergency expenditures and to maintain a historical record of the incident. City staff will maintain thorough and accurate documentation throughout the course of an incident or event. Incident documentation should include:

- Incident and damage assessment reports.
- Incident command logs.
- Cost recovery forms.
- Incident critiques and after action reports.

1.10 Safety of Employees and Family

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

During biological incidents or public health emergencies such as influenza pandemics, maintaining a resilient workforce is essential to performing the overall response activities required to protect the City and surrounding community from

1. Introduction

significant impacts to human lives and the economy. Thus, personnel should be provided with tools to protect themselves and their families while they provide health and medical services during a pandemic or other type of public health emergency.

Currently, plans formally addressing the safety and protection of medical personnel and response staff during a biological incident and/or contagious outbreak have not been developed. Safety precautions and personal protective equipment decisions will be specific to the type of incident and will require just-in-time training among the first responder community and other support staff to implement appropriate procedures.

While all City agencies and employees are expected to contribute to the emergency response and recovery efforts of the community, employees' first responsibility is to their own and their families' safety. Each employee is expected to develop family emergency plans to facilitate family safety and self-sufficiency, which in turn will enable employees to assume their responsibilities to the County and its citizens as rapidly as possible.

Processes that support employees and their families during emergency situations or disasters should be further developed through ongoing COOP planning.

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Situation and Planning Assumptions

2.1 Situation

The City of Cascade Locks is exposed to many hazards, all of which have the potential to disrupt the community, cause damage, and create casualties. Natural hazards include droughts, floods, wildfires, and winter storms. The threat of a chemical, biological, radiological, nuclear or explosive (CBRNE) incident is present as well. Other disaster situations could develop from hazardous material accidents, health-related incidents, conflagrations, major transportation accidents, waterway incidents, or acts of terrorism.

2.1.1 Community Profile

2.1.1.1 Geography

Cascade Locks is located along the Columbia River in Hood River County, Oregon. It is located approximately 45 miles east of Portland. The City covers a total area of 3.0 square miles, 2.2 square miles of which is land and 0.8 square miles water.

2.1.1.2 Demographics

As of 2010, the City's population was 1,144 people. The population density was 517.8 people per square mile, with 476 housing units at an average density of 221.0 per square mile. The racial makeup of the City was 87.67% Caucasian, 0.52% African American, 1.84% Native American, 0.87% Asian, 2.71% from other races, and 5.77% from two or more races. Hispanic or Latino peoples composed 9.09% of the population.

2.1.1.3 Economy

The Columbia River has a strong influence on the economy and recreational activities of the County: it is the only fresh-water corridor for ocean-going commerce on the entire west coast of North America, and it is the only water-grade route through the Cascade Range between Canada and California. The largest employers in the area include lumber, manufacturing, and tourism.

2.1.1.4 Education

The Hood River County School District is the educational facility used by the City of Cascade Locks.

2. Situation and Assumptions

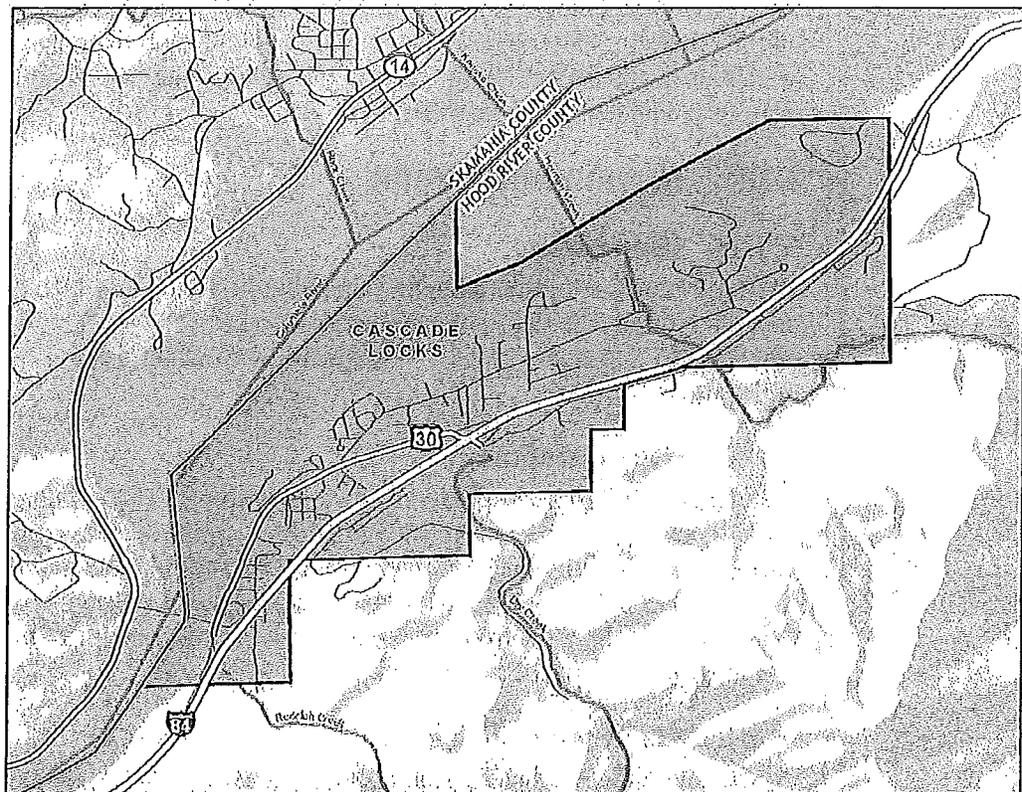
2.1.1.5 Transportation

The major driving route is Interstate 84, which leads west to the metropolitan areas of Portland, Oregon. Washington State Route 14 also provides access to Cascade Locks. There is no public transportation available in the City.

2.1.1.6 Community Events

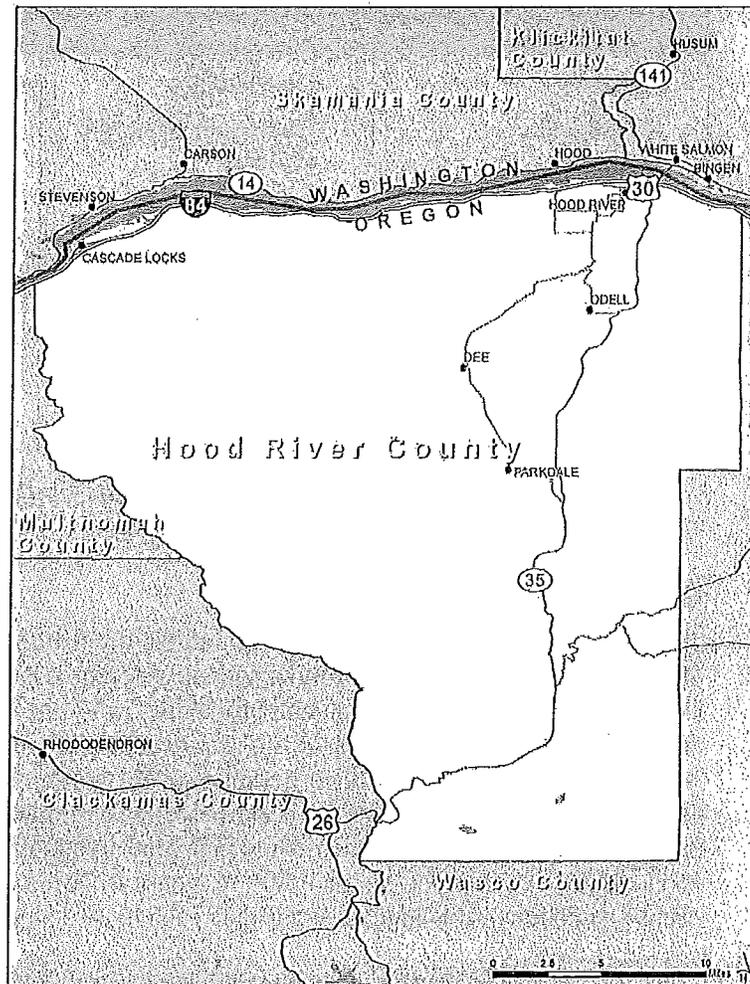
Annual community events and festivals may influence the hazard and threat analysis, and the City should consider preplanning to address potential impacts. The City should also consider population influx based on tourism during peak seasons.

Figure 2-1 Map of City of Cascade Locks



2. Situation and Assumptions

Figure 2-2 Map of Hood River County



2.1.2 Threat/Hazard Identification

The City may be subject to a variety of natural, technological, and human-caused hazards and threats.

- **Natural Hazards.** Result from acts of nature.
- **Technological Hazards.** Result from accidents or the failures of systems and structures.
- **Threats or Human-Caused Incidents.** Result from intentional actions of an adversary.

Table 2-1 identifies the hazards/threats most likely to impact the City based on the community's vulnerability and the resulting potential impacts of each hazard/threat.

2. Situation and Assumptions

Natural	Technological	Human-Caused
<ul style="list-style-type: none"> • Drought • Earthquake • Major Fire • Flood • Landslide • Severe Weather • Volcano • Public Health Incident 	<ul style="list-style-type: none"> • Dam Failure • Hazardous Materials Incident • Marine Incident • Transportation Accident • Utility Failure 	<ul style="list-style-type: none"> • Terrorism

See the Hood River County Hazard Inventory Vulnerability Analysis for more information regarding natural hazards for the area.

2.1.3 Hazard Analysis

In the Hazard Analysis, each hazard and threat described above is scored using a formula that incorporates four independently weighted rating criteria (history, vulnerability, maximum threat, and probability) and three levels of severity (low, moderate, and high). For each hazard, the score for a given rating criterion is determined by multiplying the criterion’s severity rating by its weight factor. The four rating criteria scores for the hazard are then summed to provide a total risk score for that 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.

The City of Cascade Locks has not conducted a formal hazard analysis. This plan uses the Hood River County Hazard Identification and Analysis, as the hazards that may potentially impact the County are similar to those that may impact the City.

2. Situation and Assumptions

Hazard	Rating Criteria with Weight Factors				Total Score
	History ¹ (WF=2)	Vulnerability ² (WF=5)	Max Threat ³ (WF=10)	Probability ⁴ (WF=7)	
Score for each rating criteria = Rating Factor (High = 10 points; Moderate = 5 points; Low = 1 point) X Weight Factor (WF)					
Severe Weather	18	45	90	63	216
Drought	16	40	80	56	192
Wildfire	20	30	70	70	190
Flood	14	25	70	63	172
HazMat - Transportation	4	25	70	35	134
HazMat - Fixed Site	4	25	50	35	114
Earthquake	8	25	50	28	111
Energy Emergency	8	15	50	35	106
Landslide -- Debris Flow	8	20	40	35	103
Terrorism & Violent Persons	4	20	60	14	98
Dam Failure	4	15	50	7	76
Volcano	4	10	40	7	61
Tornado	2	5	10	7	22
Notes: 1. History addresses the record of previous major emergencies or disasters. Weight Factor is 2. Rating factors: high = 4 or more events in last 100 years; moderate = 3 events in last 100 years; low = 1 or 0 events in last 100 years. 2. Vulnerability addresses the percentage of population or property likely to be affected by a major emergency or disaster. Weight Factor is 5. Rating factors: high = more than 10% affected; moderate = 1%-10% affected; low = less than 1% affected. 3. Maximum Threat addresses the percentage of population or property that could be affected in a worst case incident. Weight Factor is 10. Rating factors: high = more than 25% could be affected; moderate = 5%-25% could be affected; low = less than 5% could be affected. 4. Probability addresses the likelihood of a future major emergency or disaster within a specified period of time. Weight Factor is 7. Rating factors: high = one incident within a 10-year period; moderate = one incident within a 50-year period; low = one incident within a 100-year period.					

2. Situation and Assumptions

2.1.4 Capability Assessment

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

The City has not developed a formal capabilities assessment to date. Should one be developed in the future, it will summarize the jurisdiction's prevention, protection, response, and recovery capabilities involving the defined hazards. It will also further describe the jurisdiction's limitations on the basis of training, equipment and personnel.

2.1.5 Protection of Critical Infrastructure and Key Resources

Critical Infrastructure and Key Resources (CIKR) are owned and operated by the City or local partners and support the delivery of critical and essential services. They are essential to the City's security, public health and safety, and its economic vitality. CIKR includes the assets, systems, networks and functions that provide vital services to a city, state, region, and, sometimes, the nation. Emergencies, natural hazards, and terrorist attacks on CIKR could significantly disrupt those activities, produce cascading effects, and result in large-scale human suffering, property destruction, economic loss, and damage to public confidence and morale.

Key facilities that should be considered in infrastructure protection planning 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 administrative offices.
- Hospitals, nursing homes, and housing likely to contain occupants who may not be sufficiently mobile to avoid death or injury during a hazard event.
- Law enforcement facilities, fire stations, vehicle and equipment storage facilities, and EOCs that are needed for disaster response before, during, and after hazard events.
- Public and private utilities and infrastructure that are vital to maintaining or restoring normal services to areas damaged by hazard events

2. Situation and Assumptions

2.2 Assumptions

This EOP is based on the following assumptions and limitations:

- Essential City services will be maintained as long as conditions permit.
- An emergency will require prompt and effective response and recovery operations by City emergency services, disaster relief, volunteer organizations, and the private sector.
- All emergency response staff are trained and experienced in operating under the NIMS/ICS protocol
- Each responding City and County agency will utilize existing directives and procedures in responding to major emergencies/disasters.
- Environmental, technological, and civil emergencies may be of such a magnitude and severity that State and federal assistance is required.
- County support of City emergency operations will be based on the principle of self-help. The City will be responsible for utilizing all available local resources, along with initiating mutual aid and cooperative assistance agreements before requesting assistance from the County.
- Considering shortages of time, space, equipment, supplies, and personnel during a catastrophic disaster, self-sufficiency will be necessary for the first hours or days following an event.
- 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 or disaster.
- All or part of the City may be affected by environmental and technological emergencies.
- The United States Department of Homeland Security provides threat conditions across the United States and identifies possible targets.
- A terrorist-related incident or attack may occur with or without warning. If such an attack occurs, the City could be subject to radioactive fallout or other hazard related to weapons of mass destruction. In accordance with national nuclear civil protection policy, two options have been developed to counteract such a threat: population protection and shelter-in-place programs.

2. Situation and Assumptions

- Outside assistance will be available in most major emergency/disaster situations that affect the City. Although this plan defines procedures for coordinating such assistance, it is essential for the City to be prepared to carry out disaster response and short-term actions on an independent basis.
- Control over City resources will remain at the City level even though the Governor has the legal authority to assume control in a State Declaration of Emergency.
- City communication and work centers may be destroyed or rendered inoperable during a disaster. Normal operations can be disrupted during a general emergency; however, the City can still operate effectively if public officials, first responders, employees, volunteers, and residents are:
 - Familiar with established policies and procedures
 - Assigned pre-designated tasks
 - Provided with assembly instructions
 - Formally trained in their duties, roles, and responsibilities required during emergency operations.
- The City will continue to be exposed to the hazards noted above, as well as others that may develop in the future.
- Outside assistance will be available in most emergency situations affecting the City. Although this plan defines procedures for coordinating such assistance, it is essential for the City to be prepared to carry out disaster response and short-term actions on an independent basis.
- It is possible for a major disaster to occur at any time and at any place in the County.
- In some cases, dissemination of warning and increased readiness measures may be possible. However, many disasters and events can occur with little or no warning.
- Local government officials recognize their responsibilities for the safety and well-being of the public and will assume their responsibilities in the implementation of this emergency plan.
- Proper implementation of this plan will reduce or prevent disaster-related losses.

3

Roles and Responsibilities

3.1 General

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

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

The City conducts all emergency management functions in accordance with NIMS. To assist with training and preparing essential response staff and supporting personnel to incorporate ICS/NIMS concepts in all facets of an emergency, each agency and department is responsible for ensuring that critical staff are identified and trained at a level that enables effective execution of existing response plans, procedures, and policies.

During a City-declared disaster, control is not relinquished to County or State authority but remains at the local level for the duration of the event. Some responsibilities may be shared under mutual consent.

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

3.2 Emergency Management Organization

The City does not have an office or division of emergency management services separate from its existing departments. For the purposes of this plan, the City's emergency management structure will be referred to generally as the City of Cascade Locks EMO. Under this structure, the City Administrator is considered the City Emergency Manager, unless this role has been otherwise delegated.

3. Roles and Responsibilities

Roles and responsibilities of individual staff and agencies are described throughout the plan to further clarify the City's emergency management structure.

The City Emergency Manager may, depending on the size or type of incident, delegate the authority to lead response and recovery actions to other City staff. Additionally, some authority to act in the event of an emergency may already be delegated by ordinance or by practice. As a result, the organizational structure for the City's emergency management program can vary depending upon the location, size, and impact of the incident. The EMO for the City is divided into two general groups—the Executive Group and Emergency Response Agencies—organized by function.

3.2.1 Executive Group

The Executive Group may include representation from each City department during an event. The Executive Group is responsible for the activities conducted within its jurisdiction. The members of the group include both elected and appointed executives with certain legal responsibilities. Key general responsibilities for local elected and appointed officials include:

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

3.2.1.1 Mayor and City Council

The ultimate responsibility for policy, budget, and political direction for the City government is borne by the City Council. During emergencies, this responsibility includes encouraging citizen involvement and citizen assistance, issuing policy

3. Roles and Responsibilities

statements as needed to support actions and activities of recovery and response efforts, and providing the political contact needed for visiting State and federal officials. Additionally, the council will provide elected liaison with the community and other jurisdictions. In the event of a need for a state of emergency, the Mayor (or designee) will initiate and terminate the state of emergency through a declaration ratified by the council.

General responsibilities of the Mayor and City Council include:

- Establishing emergency management authority by City ordinance.
- Adopting an EOP and other emergency management-related resolutions.
- Declaring a state of emergency and providing support to the Incident Commander in requesting assistance through the County.
- Acting as liaison to the community during activation of the EOC.
- Acting on emergency funding needs.
- Attending Public Information Officer (PIO) briefings.

3.2.1.2 City Administrator

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

The City Administrator is responsible for:

- In the absence or delay of Council, declaring a state of emergency for the City (needs to be ratified by City Council).
- Authorizing emergency expenditures.
- Ensuring that all City departments develop, maintain, and exercise their respective service annexes to this plan.
- Supporting the overall preparedness program in terms of its budgetary and organizational requirements.
- Implementing the policies and decisions of the governing body.
- Ensuring, through the City Recorder, that plans are in place for the protection and preservation of City records.

3.2.1.3 City Emergency Manager

The City Administrator serves as the City Emergency Manager for the City. The City Emergency Manager has the day-to-day authority and responsibility for overseeing emergency management programs and activities. The City Emergency

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Manager works with the Executive Group to ensure that there are unified objectives with regard to the City's emergency plans and activities, including coordinating all aspects of the City's capabilities. The City Emergency Manager coordinates all components of the local emergency management program, including assessing the availability and readiness of local resources most likely required during an incident and identifying and correcting any shortfalls. In particular, the City Emergency Manager is responsible for:

- Serving as staff advisor to the City Council and City Administrator (if this role has been delegated) for emergency matters.
- Coordinating the planning and general preparedness activities of the government and maintenance of this plan.
- Analyzing the emergency skills required and arranging the training necessary to provide those skills.
- Preparing and maintaining a resource inventory.
- Ensuring the operational capability of the City EOC.
- Activating the City EOC.
- Keeping the governing body apprised of the City's preparedness status and anticipated needs.
- Serving as day-to-day liaison between City and County Emergency Management.
- Maintaining liaison with organized emergency volunteer groups and private agencies.

3.2.1.4 City Department Heads

Department and agency heads collaborate with the Executive Group during development of local emergency plans and provide key response resources. City department and agency heads and their staffs develop, plan, and train to learn internal policies and procedures for meeting response and recovery needs safely. They also make staff available to participate in interagency training and exercise to develop and maintain the necessary capabilities, as well as clearly reinforce preparedness expectations. Department and agency heads not assigned a specific function in this plan will be prepared to make their resources available for emergency duty at the direction of the Mayor or City Administrator.

3.2.2 Responsibilities of All Departments

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

3. Roles and Responsibilities

communication for responders.

All City departments are responsible for:

- Supporting EOC operations to ensure that the City is providing for the safety and protection of the citizens it serves.
- Establishing, in writing, an ongoing line of succession of authority for each department; this document must be made known to department employees, and a copy must be filed with the City Council and City Emergency Manager.
- Developing alert and notification procedures for department personnel.
- Developing operating guidelines to implement assigned duties specified by this plan.
- Tracking incident-related costs incurred by the department and submitting 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.
- Establishing internal lines of succession of authority.
- Ensuring that vehicles and other equipment are equipped and ready, in accordance with SOPs.
- Identifying critical functions and developing procedures for maintaining and/or reestablishing services provided to the public and other City departments.
- Assigning personnel to the EOC, as charged by this plan.
- Developing and implementing procedures for protecting vital records, materials, and facilities.
- Promoting family preparedness among employees.
- Ensuring that staff complete any NIMS-required training.
- Ensuring that department plans and SOPs incorporate NIMS components, principles, and policies.
- Dedicating staff time for preparedness training and participation in exercises.
- Preparing and maintaining supporting SOPs and annexes.

3. Roles and Responsibilities

3.2.3 Responsibilities by Function

This group includes services required for an effective emergency management program, of which response is a key element. These agencies include emergency services, law enforcement, and the public health, environmental health, and public works departments.

Departments or agencies assigned as primary may only be responsible for coordinating with other primary or supporting agencies to ensure continuity.

■ Primary Agency(s)

- Identifies lead agencies for emergency functions based on the agency's coordinating responsibilities, authority, functional expertise, resources and capabilities in managing incident activities. Primary agencies may not be responsible for all elements of a function and will coordinate with supporting agencies.

■ Supporting Agency(s)

- Identifies agencies that have substantial support roles during major incidents.

3.2.3.1 Transportation

Primary Agency: Public Works

Supporting Agencies: City Administrator's Office, County Emergency Management, Sheriff's Office, County School District, Port of Cascade Locks

Transportation-related responsibilities include:

- Planning for and identifying high-hazard areas, number of potential evacuees, and number of people requiring transportation to reception areas (including vulnerable populations).
- Coordinating transportation needs for Access and Functional Needs Populations.
- Identifying emergency traffic routes.
- Determining optimal traffic flow and movement priority from residences to highways.
- Confirming and managing locations of staging areas and pick-up points for evacuees requiring public transportation.
- Coordinating transportation services, equipment, and personnel using emergency routes.

3. Roles and Responsibilities

- Providing guidance on commuting arrangements for essential workers during the evacuation period.
- Proposing locations of roadblocks and patrols for evacuation movement.
- Providing patrols and safety measures in the evacuated area and reassigning personnel during the evacuation period.

See FA 3 – Infrastructure Services and the County EOP, ESF 1 – Transportation for more details.

3.2.3.2 Communications

Primary Agency: Hood River County 9-1-1

Supporting Agencies: City Administrator's Office, Emergency Services Department, County Emergency Management, Sheriff's Office, Amateur Radio Operators

Alert and Warning

Responsibilities related to alert and warning include:

- Disseminating emergency public information, as requested.
- Receiving and disseminating warning information to the public and key County and City officials.

Communication Systems

Communication-related responsibilities include:

- Establishing and maintaining emergency communications systems.
- Coordinating the use of all public and private communication systems necessary during emergencies.
- Managing and coordinating all emergency communication within the EOC, once activated.

See FA 1 – Emergency Services and the County EOP, ESF 2 – Communications for more details.

3.2.3.3 Public Works and Engineering

Primary Agency: Public Works

Supporting Agencies: City Administrator's Office, County Emergency Management, County 9-1-1, Emergency Services Department, Sheriff's Office

Responsibilities related to public works and engineering include:

3. Roles and Responsibilities

- Barricading hazardous areas.
- Performing priority restoration of streets and bridges.
- Protecting and restoring waste treatment and disposal systems.
- Augmenting sanitation services.
- Assessing damage to streets, bridges, traffic control devices, the waste-water treatment system, and other public works facilities.
- Removing debris.
- Assessing damage to City-owned facilities.
- Condemning unsafe structures.
- Directing temporary repair of essential facilities.

See FA 3 – Infrastructure Services and the County EOP, ESF 3 – Public Works and Engineering for more details.

3.2.3.4 Firefighting

Primary Agency: Emergency Services Department

Supporting Agencies: City Administrator's Office, Public Works, County Emergency Management, Sheriff's Office

Responsibilities related to fire service include:

- Providing fire prevention, fire suppression, and emergency medical aid to prevent loss of life, loss of property, and damage to the environment.
- Assisting in the initial damage survey following a disaster
- Inspecting damaged areas for fire hazards.
- Providing hazardous materials spills containment, planning, and coordination.
- Inspecting shelters for fire hazards.

See FA 1 – Emergency Services and the County EOP, ESF 4 – Firefighting for more details.

3. Roles and Responsibilities

3.2.3.5 Emergency Management

Primary Agency: City Administrator's Office

Supporting Agencies: County Emergency Management

Emergency Operations Center

EOC responsibilities include:

- Directing and controlling local operating forces.
- Maintaining contact with neighboring jurisdictions and the County EOC.
- Maintaining the EOC in an operating mode at all times or ensuring that the EOC space can be converted into an operating condition.
- Assigning representatives (by title) to report to the EOC and developing procedures for crisis training.
- Developing and identifying duties of staff, use of displays and message forms, and procedures for EOC activation.

See Chapter 5 – Command and Control, FA 1 – Emergency Services, and the County EOP Basic Plan and ESF 5 – Emergency Management for more details.

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

Primary Agency: American Red Cross

Supporting Agencies: City Administrator's Office, Emergency Services Department, County Emergency Management, County School District, Fish Food Bank

The City relies on the support of the County to provide shelter and mass care services and has adopted the procedures outlined in the County EOP. The Hood River County Health Department, with support from the Oregon Trail Chapter of the American Red Cross (Red Cross), is responsible for ensuring that the mass care needs of the affected population are met, including sheltering, feeding, providing first aid, and reuniting families. Relevant operations are detailed in the County EOP, ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services and ESF 11 – Agriculture and Natural Resources.

Responsibilities related to mass care, emergency assistance, housing, and human service include:

- Maintaining the Community Shelter Plan and Animals Disaster Response Plan.

3. Roles and Responsibilities

- Supervising the Shelter Management program (stocking, marking and equipping, etc.) for natural disasters.
- Coordinating support with other City and County departments, relief agencies, and volunteer groups.
- Designating a coordinator/liaison to participate in all phases of the County emergency management program, when necessary or as requested.
- Providing emergency counseling for disaster victims and emergency response personnel suffering from behavioral and emotional disturbances.
- Coordinating with faith-based organizations and other volunteer agencies.
- Identifying emergency feeding sites (coordinating with the Red Cross and Salvation Army).
- Identifying sources of clothing for disaster victims (may coordinate with the Salvation Army or other disaster relief organizations).
- Securing sources of emergency food supplies (with the Red Cross and Salvation Army).
- Coordinating operation of shelter facilities operated by the City or County, local volunteers, or organized disaster relief agencies such as the Red Cross.
- Coordinating special care requirements for sheltered groups such as unaccompanied children and the elderly.

See FA 2 – Human Services and the County EOP, ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services and ESF 11 – Agriculture and Natural Resources for more details.

3.2.3.7 Logistics Management and Resource Support

Primary Agency: Emergency Services Department

Supporting Agencies: City Administrator's Office, Public Works, County Emergency Management, Sheriff's Office, Port of Cascade Locks

Responsibilities related to logistics management and resource support responsibilities include:

- Establishing procedures for employing temporary personnel for disaster operations.

3. Roles and Responsibilities

- In cooperation with law enforcement, establishing and maintaining a staffing reserve.
- Coordinating deployment of reserve personnel to City departments requiring augmentation.
- Establishing emergency purchasing procedures and/or a disaster contingency fund.
- Maintaining records of emergency-related expenditures for purchases and personnel.

See FA 1 – Emergency Services and the County EOP, ESF 7 – Logistics Management and Resource Support for more details.

3.2.3.8 Public Health and Emergency Medical Services Public Health Services

Primary Agency: County Health Department

Supporting Agencies: City Administrator's Office, County Emergency Management

The City relies on the County to provide public health and human services. The County Health Department Director is responsible for coordinating the public health and welfare services required to cope with the control of communicable and non-communicable diseases associated with major emergencies, disasters, and/or widespread outbreaks. Such outbreaks may be caused by bioterrorism, epidemic or pandemic diseases, novel and highly fatal infectious agents, or biological or chemical toxin incidents. The Health Department Director also serves as the Health Department representative for the County EMO. Relevant operations are detailed in the County EOP, ESF 6 – Housing and Human Services and ESF 8 – Public Health and Medical Services.

Responsibilities related to public health include:

- Coordinating with hospitals, clinics, nursing homes/care centers, and behavioral health organizations for adequate provision of public health, medical, and behavioral health services, including making provisions for populations with functional needs.
- Coordinating public health surveillance.
- Coordinating mass prophylaxis and delivery and distribution set-up of the Strategic National Stockpile, if needed.
- Coordinating mass fatality operations with the Medical Examiner and Funeral Directors to provide identification and disposal of the dead.

3. Roles and Responsibilities

- Coordinating isolation and/or quarantine of infected persons.
- Coordinating dissemination of public health information.
- Designating a coordinator/liaison to participate in all phases of the County emergency management program, when necessary or as requested.

See FA 2 – Human Services and the County EOP, ESF 8 – Public Health and Medical Services for more details.

Emergency Medical Services

Primary Agency: Emergency Services Department

Supporting Agencies: City Administrator's Office

Responsibilities related to emergency medical services (EMS) include:

- Coordinating provision of EMS.
- Requesting additional EMS assets as necessary.

See FA 1 – Emergency Services and the County EOP, ESF 8 – Public Health and Medical Services for more details.

3.2.3.9 Search and Rescue

Primary Agency: County Sheriff's Office

Supporting Agencies: City Administrator's Office, Emergency Services Department, County Emergency Management, County 9-1-1

Responsibilities related to search and rescue include:

- Coordinating available resources to search for and rescue persons lost outdoors.
- Cooperating with and extending assistance to surrounding jurisdictions, on request and as resources allow.
- Establishing and monitoring training standards for certification of search and rescue personnel.

See FA 1 – Emergency Services and the County EOP, ESF 9 – Search and Rescue for more details.

3.2.3.10 Oil and Hazardous Materials Response

Primary Agency: Emergency Services Department

Supporting Agencies: City Administrator's Office, County Emergency Management, Port of Cascade Locks

3. Roles and Responsibilities

Hazardous Materials Response

Responsibilities related to oil and hazardous material response include:

- Conducting oil and hazardous materials (chemical, biological, etc.) response.
- Assessing the health effects of a hazardous materials release.
- Identifying the need for hazardous materials incident support from regional and State agencies.
- Providing protective actions related to hazardous materials.
- Conducting environmental short- and long-term cleanup.

Radiological Protection

Responsibilities related to radiological protection include:

- Providing a localized radiological monitoring and reporting network, when necessary.
- Securing initial and refresher training for instructors and monitors.
- Providing input to the Statewide monitoring and reporting system from incident scenes, as necessary.
- Under fallout conditions, providing City and County officials and department heads with information regarding fallout rates, fallout projections, and allowable doses provided by the State Radiation Protection Services or federal government.
- Providing monitoring services and advice at the scenes of accidents involving radioactive materials.

See FA 1 – Emergency Services and the County EOP, ESF 10 – Oil and Hazardous Materials for more details.

3.2.3.11 Agriculture and Natural Resources

Primary Agency: County Health Department, County Emergency Management

Supporting Agencies: City Administrator's Office

Responsibilities related to agriculture and natural resources include:

- Provision of nutrition assistance.
- Conducting animal and plant disease and pest response.
- Monitoring food safety and security.

3. Roles and Responsibilities

- Providing natural and cultural resources and historic properties protection and restoration.
- Protecting the safety and well-being of household pets.

See FA 2 – Human Services and the County EOP, ESF 11 – Agriculture and Natural Resources for more details.

3.2.3.12 Energy and Utilities

Primary Agency: Electric Department

Supporting Agencies: City Administrator's Office, County Emergency Management, Bonneville Power Administration

Responsibilities related to energy and utilities include:

- Working with local energy facilities to restore damaged energy utility infrastructure and accompanying systems.
- Coordinating temporary emergency power generation capabilities to support critical facilities until permanent restoration is accomplished. Critical facilities may include primary and alternate EOCs, hospitals/critical care facilities, designated shelters, government offices/facilities, water/sewage systems, and other essential community services.

See FA 3 – Infrastructure Services and the County EOP, ESF 12 – Energy for more details.

3.2.3.13 Law Enforcement Services

Primary Agency: Sheriff's Office

Supporting Agencies: Emergency Services Department, City Administrator's Office

Responsibilities related to law enforcement include:

- Protecting life and property and preserving order.
- Providing law enforcement and criminal investigation.
- Providing traffic, crowd control, and site security.
- Isolating damaged areas.
- Providing damage reconnaissance and reporting.
- Evacuating disaster areas.

3. Roles and Responsibilities

See FA 1 – Emergency Services and the County EOP, ESF 13 – Public Safety and Security for more information.

3.2.3.14 Recovery

Primary Agency: City Administrator's Office

Supporting Agencies: County Emergency Management

Recovery-related responsibilities include:

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

See FA 4 – Recovery Strategy and the County EOP, ESF 14 – Long-Term Community Recovery for more detail.

3.2.3.15 External Affairs

Primary Agency: City Administrator's Office

Supporting Agencies: County Emergency Management

Responsibilities related to external affairs include:

- Conducting ongoing hazard awareness and public education programs.
- Compiling and preparing emergency information for the public in case of emergency.
- Arranging for media representatives to receive regular briefings on the City's status during extended emergency situations.
- Securing printed and photographic documentation of the disaster situation.
- Handling unscheduled inquiries from the media and the public.

3. Roles and Responsibilities

- Being aware of Spanish-only-speaking and/or bilingual population centers within the City and County and preparing training and news releases accordingly.

See FA 1 – Emergency Services and the County EOP, ESF 15 – External Affairs for more details.

3.2.3.16 Evacuation and Population Protection

Primary Agency: Sheriff's Office

Supporting Agencies: Emergency Services Department, Public Works

Responsibilities related to evacuation and population protection include:

- Defining responsibilities of City departments and private-sector groups.
- Identifying high-hazard areas and corresponding numbers of potential evacuees.
- Coordinating evacuation planning, including:
 - Movement control
 - Health and medical requirements
 - Transportation needs
 - Emergency Public Information materials
 - Shelter and reception location.
- Developing procedures for sheltering in place.

See FA 1 – Emergency Services for more details.

3.2.3.17 Damage Assessment

Primary Agency: County Building Department

Supporting Agencies: County Emergency Management

Responsibilities related to damage assessment include:

- Establishing a damage assessment team from among City departments with assessment capabilities and responsibilities.
- Training and providing damage plotting team members to the EOC.
- Assisting in reporting and compiling information regarding deaths, injuries, and dollar damage to tax-supported facilities and to private property.

3. Roles and Responsibilities

- Assisting in determining the geographic extent of the damaged area.
- Compiling estimates of damage for use by City officials in requesting disaster assistance.
- Evaluating the effect of damage on the City's economic index, tax base, bond ratings, insurance ratings, etc. for use in long-range recovery planning.

See FA 4 – Recovery strategy for more details.

3.2.3.18 Legal Services

Primary Agency: City Attorney (accessed through City Administrator)

Supporting Agencies: City Recorder

Responsibilities related to legal services include:

- Advising City officials regarding the emergency powers of local government and necessary procedures for invocation of measures to:
 - Implement wage, price, and rent controls
 - Establish rationing of critical resources
 - Establish curfews
 - Restrict or deny access
 - Specify routes of egress
 - Limit or restrict use of water or other utilities
 - Remove debris from publicly or privately owned property.
- Reviewing and advising City officials regarding possible liabilities arising from disaster operations.
- Preparing and recommending local legislation to implement emergency powers when required.
- Advising City officials and department heads regarding record keeping requirements and other documentation necessary for exercising emergency powers.
- Thoroughly reviewing and maintaining familiarity with current ORS 401 provisions as they apply to County or City government in disaster events.

3. Roles and Responsibilities

3.2.3.19 Volunteer and Donation Management

Primary Agency: County Emergency Management

Supporting Agencies: Community- and Faith-based Organizations

Government-Sponsored Volunteers

Responding to incidents frequently exceeds the City's resources. Government-sponsored volunteer organizations such as Community Emergency Response Teams (CERTs), Fire Corps and/or Medical Reserve Corps, and Volunteers in Police Service provide vital support to emergency response agencies in completing their assigned tasks.

Unaffiliated Volunteers and Donations.

Unaffiliated volunteers and donors can support response efforts in many ways, and it is essential that the City plan ahead to effectively incorporate volunteers and donated goods into its response activities.

3.2.2.20 Coordination with Special Facilities

Responsibilities related to coordination with special facilities (e.g., schools, care facilities, correctional institutions) include:

- Establishing strong working relationships with local jurisdictional leaders and core private-sector organizations, voluntary agencies, and community partners.
- Encouraging staff preparedness by participating in planning, training, and exercises.
- Educating staff, students, clients, etc. on facility emergency plans and procedures and the need for individual and/or family emergency planning.
- Preparing and maintaining emergency plans and SOPs.

3.2.3.21 Other Agency Responsibilities

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

3.3 Local and Regional Response Partners

The City's emergency organization is supported by a number of outside organizations, including the County, service organizations, and the private sector.

3.3.1 Private Sector

Private-sector organizations play a key role before, during, and after an incident. First, they must provide for the welfare and protection of their employees in the

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workplace. In addition, the City and County must work seamlessly with businesses that provide water, power, communication networks, transportation, medical care, security, and numerous other services upon which both response and recovery are particularly dependent. Essential private-sector responsibilities include:

- Planning for the protection of employees, infrastructure, and facilities.
- Planning for the protection of information and the continuity of business operations.
- Planning for, responding to, and recovering from incidents that impact 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 (including volunteers) to support local emergency management and public awareness during response and throughout the recovery process.

3.3.2 Nongovernmental Organizations

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

The roles of nongovernmental organizations in an emergency may include:

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

3. Roles and Responsibilities

3.3.3 Individuals and Households

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

- Reducing hazards in their homes.
- Preparing emergency supply kits and household emergency plans that consider all members of the household, including children and pets.
- Monitoring emergency communications carefully.
- Volunteering with established organizations.
- Enrolling in emergency response training courses.
- Encouraging children to participate in preparedness activities.

3.4 County Response Partners

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

See the County Emergency Operations Plan for details on the County's emergency management organization and detailed roles and responsibilities for County departments.

3.5 State Response Partners

Under the provisions of ORS 401.025 through 401.236, the Governor has broad responsibilities for the direction and control of all emergency activities in a State-declared emergency. The administrator of OEM is delegated authority by ORS 401.052 to 401.235 to coordinate all activities and organizations for emergency management within the State and to coordinate in emergency matters with other states and the federal government.

Under the direction and control of department heads, agencies of State government represent the State emergency operations organization. Responsibility for conducting emergency support functions is assigned by the Governor to the department best suited to carry out each function applicable to the emergency situation. Some State agencies may call upon their federal counterparts to provide additional support and resources following established procedures and policies for each agency.

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See the State of Oregon Emergency Operations Plan for details on the State's emergency management organization and detailed roles and responsibilities for State departments.

3.6 Federal Response Partners

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

See the National Response Framework for details on the federal government's emergency management organization and detailed roles and responsibilities for federal departments.

3.7 Response Matrix

The following table assigns primary and support agencies for the primary emergency functions. Departments or agencies assigned as primary, but may only have the responsibility of coordinating with other primary or supporting agencies to ensure continuity.

3. Roles and Responsibilities

Table 3-1 Primary and Support Agencies by Function																					
Related County/Annexes	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15						
	Transportation	Communications	Public Works and Engineering	Firefighting	Emergency Management	Mass Care, Emergency Assistance, Housing, and Human Services	Logistics Management and Resource Support	Public Health and Medical Services	Search and Rescue	Oil and Hazardous Materials	Agriculture and Natural Resources	Energy	Public Safety and Security	Long-Term Community Recovery	External Affairs	Evacuation and Population Protection	Damage Assessment	Legal Services	Volunteer and Donations Management	Coordination with Special Facilities	
City of Cascade Locks																					
City Administrator's Office (City Emergency Manager)	S	S	S	S	P	S	S	S	S	S	S	S	S	P	P		S	P	P	P	P
City Recorder					S									S				S			
Electric Department			S									P		S							
Emergency Services Department		S	S	P		S	P		S	P			S	S			S				
Public Works	P		P	S			S							S			P				
Hood River County																					
Emergency Management	S	S	S	S	S	S	S	S	S	S	P	S	S	S	S		S		S	S	S
Hood River County 9-1-1		P	S	S					S				S								
Health Department						S		P			P										
Sheriff's Office	S	S	S	S			S		P							P					
Public Works			S									S									

3. Roles and Responsibilities

Table 3-1 Primary and Support Agencies by Function																					
Related County Annexes	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15						
	Transportation	Communications	Public Works and Engineering	Firefighting	Emergency Management	Mass Care, Emergency Assistance, Housing, and Human Services	Logistics Management and Resource Support	Public Health and Medical Services	Search and Rescue	Oil and Hazardous Materials	Agriculture and Natural Resources	Energy	Public Safety and Security	Long-Term Community Recovery	External Affairs	Evacuation and Population Protection	Damage Assessment	Legal Services	Volunteer and Donations Management	Coordination with Special Facilities	
Special Districts																					
Hood River County School District	S					S															
Columbia River Public Utility District			S									S									
Private/Non-Profit Organizations																					
American Red Cross (Oregon Trail Chapter)						P															
Cascade Locks City Electric																					
Amateur Radio Operators																					
State of Oregon																					
Department of Administrative Services																					
Department of Justice																					
Governor's Office																					S

3. Roles and Responsibilities

Table 3-1 Primary and Support Agencies by Function

Related County Annexes	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15																																
	Transportation	Communications	Public Works and Engineering	Firefighting	Emergency Management	Mass Care, Emergency Assistance, Housing, and Human Services	Logistics Management and Resource Support	Public Health and Medical Services	Search and Rescue	Oil and Hazardous Materials	Agriculture and Natural Resources	Energy	Public Safety and Security	Long-Term Community Recovery	External Affairs	Evacuation and Population Protection	Damage Assessment	Legal Services	Volunteer and Donations Management	Coordination with Special Facilities																											
Governor's Recovery Planning Cell (Governors Recovery Cabinet)														S																																	
Office of the State Fire Marshal				S					S																																						
Business Development Department														S																																	
Department of Agriculture											S																																				
Department of Energy																							S																								
Department of Environmental Quality										S																																					
Department of Forestry				S																																											
Department of Human Services						S																																									
Department of Transportation	S																																														

Key:
P – Primary
S – Support

3. Roles and Responsibilities

Table 3-1 Primary and Support Agencies by Function		ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 16				
Related County Annexes	Transportation	Communications	Public Works and Engineering	Firefighting	Emergency Management	Mass Care, Emergency Assistance, Housing, and Human Services	Logistics Management and Resource Support	Public Health and Medical Services	Search and Rescue	Oil and Hazardous Materials	Agriculture and Natural Resources	Energy	Public Safety and Security	Long-Term Community Recovery	External Affairs	Evacuation and Population Protection	Damage Assessment	Legal Services	Volunteer and Donations Management	Coordination with Special Facilities
		S			S				S					S						
	Oregon Emergency Management																			
	Oregon Health Authority					S														
	Oregon Military Department						S													
	Oregon State Police																			
	Public Utility Commission	S											S							
	Federal																			
	Department of Agriculture			S							S									
	Department of Defense		S						S											
	Department of Energy												S							
	Department of Health and Human Services							S												
	Department of Homeland Security	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S

4

Concept of Operations

4.1 General

Primary roles involved during the initial emergency response will focus on first responders, such as fire districts/departments, law enforcement agencies, and public works departments; initial response also may include hospitals, local health departments, and fire and hazardous material teams. Typically, as the emergency situation evolves and the immediate response subsides, a transition period will occur during which emergency responders will hand responsibility for active coordination of the response to agencies or organizations involved with recovery operations. In all emergencies, saving and protecting human lives is the top priority.

The basic concept of emergency operations focuses on managing and using all available resources at the local level for effectively responding to all types of emergencies. Local government has the primary responsibility for emergency management functions and for protecting life and property from the effects of emergency and disaster events. This EOP should be used when the City of Cascade Locks or local emergency response agencies are reaching or have exceeded their abilities to respond to an emergency incident, not in response to day-to-day operations.

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

4.2 Emergency Management Mission Areas

This plan adheres to the emergency management principle of all-hazards planning, which is predicated on the fact that most responsibilities and functions performed during an emergency are not hazard-specific. It should be noted that this is an emergency operations plan and is focused on response and short-term recovery actions. Nevertheless, this EOP impacts and is informed by activities conducted before and after any emergency operations take place and is designed to assist the City in:

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

4. Concept of Operations

- Protecting citizens, residents, visitors, and assets against the greatest threats and hazards in a manner that allows the City’s 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 through 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 the community when affected by a disaster.

4.3 Incident Levels

The City has adopted incident levels that are consistent with the incident types used at the federal level. These incident levels are based on the following five levels of complexity. (Source: U.S. Fire Administration).

Table 4-1 NIMS Incident Levels	
Type 5	<ul style="list-style-type: none"> ■ 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.

4. Concept of Operations

Table 4-1 NIMS Incident Levels	
Type 4	<ul style="list-style-type: none"> ■ Command and General Staff functions are activated only if needed. ■ Several resources are required to mitigate the incident. ■ The incident is usually limited to one operational period in the control phase. ■ 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. ■ The agency administrator develops operational plans, including objectives and priorities.
Type 3	<ul style="list-style-type: none"> ■ When capabilities exceed initial attack, the appropriate 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 initial action incidents 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.
Type 2	<ul style="list-style-type: none"> ■ The incident extends beyond the capabilities for local control and is expected to extend 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.

4. Concept of Operations

Table 4-1 NIMS Incident Levels	
Type 1	<ul style="list-style-type: none"> ■ 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.

4.4 Response Priorities

4.4.1 Response

Response activities are taken immediately after an incident and a transition into recovery activities will take place as soon as conditions permit. Both response and recovery activities can take place concurrently until the life safety and protective actions are completed. Response-related activities are prioritized as follows:

1. **Lifesaving:** Efforts to save lives and implement operations to minimize risks to public health and safety.
2. **Property:** Actions taken to reduce impacts to critical infrastructure and key resources, and minimize property damage.
3. **Environment:** Actions taken to mitigate long-term impacts to the environment

4.4.2 Recovery

It is the responsibility of government to assist the public and private sector with recovery from disaster. A widespread disaster will likely impact the ability of businesses to function, disrupt employment, interrupt government services and impact tax revenues. Recovery is one of the four phases of emergency management. This EOP is not a recovery plan; that document is a separate endeavor. However, both response and recovery activities often take place concurrently until life safety and protective actions are completed. Recovery operations are the actions taken to protect lives and property while helping impacted areas of the City meet basic needs and resume self-sufficiency; returning to a “new normal” for the community.

1. **Damage Assessment:** Determine structure impacts to the City

4. Concept of Operations

2. **Debris Removal:** Coordination of debris collection and removal
3. **Infrastructure Restoration:** Facilitate restoration of critical 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 life, health, and safety of the population and to support response missions.

4.5 Incident Management

4.5.1 Activation

When an emergency situation arises, and it is determined that the normal organization and functions of City government are insufficient to effectively meet response requirements, the City Emergency Manager will implement all or part of this EOP. In addition, the City Emergency Manager may partially or fully activate and staff the City EOC based on an emergency's type, size, severity, and anticipated duration. An emergency declaration is not required prior to implementing the EOP or activating the EOC. The City Emergency Manager may implement the EOP as deemed appropriate for the situation or at the request of an Incident Commander. Concurrently, all involved City emergency services will implement their respective plans, procedures, and processes and will provide the City Emergency Manager with the following information:

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

4.5.2 Initial Actions

Upon implementation of all or part of this EOP, the Incident Commander (or designee) will immediately take the following actions:

- Alert threatened populations and initiate evacuation as necessary.
See FA 1 – Emergency Services Annex for more details.
- Initiate emergency sheltering procedures with the Red Cross and other community partners if evacuation procedures are activated.
See FA 2 – Human Services Annex for more details.

4. Concept of Operations

- Instruct appropriate City emergency service providers to activate necessary resources.
- Request the City Council to prepare and submit a formal declaration of emergency through County Emergency Management when it is determined that local resources will not meet the needs of local emergency operations.
- City personnel and support staff will be deployed to restore normal activity and provide essential community services as soon as possible following the emergency. *See FA 4 – Recovery Strategy Annex for additional information regarding community recovery procedures.*

4.5.3 Communications, Notification and Warning

Warnings, emergency information, or disaster reports may be received by any of the departments in the City. In all cases, such information will be relayed to the Hood River County Sheriff's Office (9-1-1) and the City Emergency Manager. Decisions to respond, implement the disaster plan, and activate the EOC will be made by the City Emergency Manager. Traditional communication lines, such as landline and cellular telephones, faxes, pagers, internet/e-mail, and radio, will be used by City response personnel throughout the duration of response activities. *See FA 1 – Emergency Services for more details.*

The City Administrator may request the activation of the Emergency Alert System via Hood River County 9-1-1. Hood River County is currently adding a reverse 9-1-1 system; however, registration for the system is voluntary. Citizens may access <http://www.ready.gov/make-a-plan> for information. FA 1 – Emergency Services provides detailed information regarding how these systems are accessed, managed, and operated throughout an emergency's duration. Emergency notification procedures are established among the response community, and call-down lists should be updated and maintained by each agency

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

4.5.3.1 Interoperability

To the greatest extent possible, the City will maintain the ability of emergency management/response personnel to communicate within and across agencies and jurisdictions via voice, data, or video in real time, when needed, and when authorized. It is essential that these communications systems be capable of

4. Concept of Operations

interoperability, as successful emergency management and incident response operations require the continuous flow of critical information among jurisdictions, disciplines, organizations, and agencies.

Interoperability planning requires accounting for emergency management and incident response contingencies and challenges. Interoperability plans should include considerations of governance, SOPs, technology, training and exercises, and usage within the context of the stress and chaos of a major response effort.

Coordinated decision making between agencies and jurisdictions is necessary to establish proper and coherent governance and is critical to achieving interoperability. Agreements and SOPs should clearly articulate the processes, procedures, and protocols necessary to achieve interoperability.

4.5.4 Situational Awareness and Intelligence Gathering

4.5.4.1 Situational Awareness

This plan should be implemented within the context of the event or incident the City is facing. Constant situational awareness is essential to maintaining a forward-leaning posture that facilitates rapid response. Situational awareness refers to the ongoing process of collecting, analyzing, and disseminating intelligence, information, and knowledge to allow organizations and individuals to anticipate requirements and to react quickly and effectively. Situational awareness comprises an interactive process of sharing and evaluating information from multiple sources, integrating communications and reporting activities, and forecasting or predicting incidents to detect and monitor threats and hazards. These activities are the basis for advice, alert and warning, intelligence- and information-sharing, technical assistance, consultations, notifications, and informed decision making at all interagency and intergovernmental levels, as well as on the part of the private sector and the public.

Considerations that may increase the complexity of an event and heighten the need for good situational awareness include:

- Impacts to life, property, and the economy.
- Community and responder safety.
- Potential hazardous materials.
- Weather and other environmental influences.
- Likelihood of cascading events or incidents.
- Potential crime scene (including terrorism).
- Political sensitivity, external influences, and media relations.
- Area involved and jurisdictional boundaries.

4. Concept of Operations

4.5.4.2 Intelligence Gathering

While the Planning Section handles the operational and situational intelligence described above, the Intelligence/Investigations function gathers and reports information related to criminal and terrorist activities. Information handled under this function may lead to the detection, prevention, apprehension, and prosecution of criminal activities (or those involved), including terrorist incidents. It may also help determine the cause of a given incident (regardless of the source) such as public health events or fires with unknown origins.

Gathering timely and accurate outside intelligence and establishing procedures for analyzing that data and distributing it to the right people are both critical to responding to an incident effectively. The County may choose to identify an intelligence position in its command structure. This position may be included as part of an expanded Command Staff, or it may fall to the Planning Section Chief or designee.

The City will rely on the Hood River County Sheriff's Office to coordinate intelligence gathering activities.

4.5.4.3 Coordination with State Fusion Center

The State of Oregon maintains a fusion center to provide intelligence support as it relates to terrorism and terrorist activity. The Oregon Terrorism Information Threat Assessment Network (TITAN) Fusion Center (OTFC) and Portland Urban Area TITAN Fusion Center's mission is to protect the citizens of Oregon from terrorism and terrorist activity by providing an "all crimes, all threat, and all hazard" information clearinghouse for federal, State, local, and tribal law enforcement agencies.

The City will rely on the Hood River County Sheriff's Office to interface with the OTFC.

4.5.5 Resource Management

The City EOC staff has the authority under emergency conditions to establish priorities for the assignment and use of all City resources. The City will commit all its resources, if necessary, to protect life and property.

The City Administrator has the overall responsibility for establishing resource priorities. In a situation where resource allocations are in dispute, the City Administrator has the final allocation authority. Under emergency conditions, members of the EOC staff will allocate resources according to the following guidelines:

- Deploy resources according to the following priorities:
 1. Protection of life.
 2. Protection of responding resources.

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3. Protection of public facilities.
 4. Protection of private property.
- Distribute resources in a manner that provides the most benefit for the amount of local resources expended.
 - Escalate the activation of other available resources by activating mutual aid agreements with other jurisdictions.
 - Should the emergency be of such magnitude that all local resources are committed or expended, request assistance from the County for County, State, and federal resources.
 - Activation of County, State, and/or federal resources will be accomplished in a timely manner through an emergency declaration and request for assistance from the County.

4.5.5.1 Volunteer and Donations Management

At this time, the City does not have a formal volunteer and donations management program in place. Should one be developed in the future, the program will work to ensure the most efficient and effective use of unaffiliated volunteers, unaffiliated organizations, and unsolicited donated goods to support events and incidents.

The City Emergency Manager will coordinate and manage volunteer services and donated goods through appropriate liaisons assigned at the City EOC, with support from the Red Cross and other volunteer organizations. These activities are intended to maximize benefits without hindering emergency response operations. Elements of the City's volunteer and donations management program may include:

- Activation of a Volunteer and Donations Management coordinator within the City's EMO to address volunteer and donations management, including coordination with neighboring jurisdictions and the state's donation management system.
- Implementation of a system for tracking and utilizing volunteers and donations (including cash contributions).
- Coordination with the County, State, and local volunteer agencies and Volunteer Organizations Active in Disaster groups,
- Establishment of facilities such as a warehouse and volunteer reception center.
- Methods and sites for collection, sorting, managing, and distributing in-kind contributions, including methods for disposing of or refusing goods that are not acceptable.

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- Communications support such as coordination of a call center and public information.
- Procedures to verify and/or vet voluntary organizations and/or organizations operating relief funds.

The City may coordinate with the County to provide volunteer and donations management support.

4.5.5.2 Resource Typing

The City may choose to implement NIMS resource typing to better address resource and supply needs during an emergency. Resource typing is a method for standardizing nomenclature, used when requesting equipment and managing resources during an incident; NIMS approves this method for ordering supplies and providing mutual aid to partners during an emergency.

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

4.5.6 Access and Functional Needs Populations

Access to emergency services shall not be denied on the grounds of color, national origin, sex, age, or functional needs. Access and Functional Needs Populations (also referred to as Vulnerable Populations and Special Needs Populations) are members of the community who experience physical, mental, or medical care needs and who may require assistance before, during, and after an emergency incident after exhausting their usual resources and support network.

See FA 2 – Human Services for additional information on Access and Functional Needs Populations, including children and programs the City currently has in place.

4.5.7 Animals in Disaster

While the protection of human life is paramount, the need to care for domestic livestock and/or companion animals plays into decisions made by the affected population. The Hood River County Sheriff's Office Animal Control Officer will coordinate with local animal owners, veterinarians, and animal advocacy groups to address animal-related issues that arise during an emergency.

4.5.8 Demobilization

As the emergency situation progresses and the immediate response subsides, a transition period will occur during which emergency responders will hand

4. Concept of Operations

responsibility for active coordination of the response to agencies or organizations involved with short- and long-term recovery operations.

The City Emergency Manager will determine when a state of emergency no longer exists and will request restoration of normal City functions from the City Mayor, or designee. Operations can then be terminated.

4.5.9 Transition to Recovery

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

See FA 4 – Recovery Strategy for more details.

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Command and Control

5.1 General

The ultimate responsibility for command and control of City departments and resources lies with the City Administrator. The City EMO is responsible for maintaining the readiness of the ECC and identifying and training support 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.

5.2 On-Scene Incident Management

The initial City response structure consists of the Incident Commander and responding agencies (i.e., Public Works Department, Sheriff's Office, and Emergency Services). Depending on the incident, the Director/Chief of the responding agency may act as both the Incident Commander and chief. During the initial response, an Incident Commander from the appropriate agency will be located at the on-scene Incident Command Post and will assume the responsibilities of the PIO, liaison officer, and safety officer Command Staff responsibilities until these responsibilities are delegated.

As the incident progresses, and to maintain an adequate span of control, the initial response structure will increase into an expanded ICS organization, supported by some or all Command and General Staff positions.

5.3 Emergency Operations Center Support to On-Scene Operations

Depending on the type and size of incident, the City may activate the EOC. The City will request additional personnel to support this expanded structure. Depending on the incident type, the City departments will provide staff to the EOC. Following a declaration of emergency, the City may receive assistance from the County and may utilize and support the County ICS structure. At any time, if the incident expands or contracts, changes in jurisdiction or discipline, or becomes more or less complex, the Incident Commander may change to meet the needs of the incident.

Upon activation of the City EOC, the City Administrator is empowered to assume executive control over all departments, divisions, and offices of the City of Cascade Locks during a state of emergency. The Incident Commander is responsible for performing such duties as causing emergency measures to be

5. Command and Control

enforced and designating emergency areas. The City Administrator (or designee) may declare a state of emergency, place this plan into effect, and activate and staff the City EOC on full or partial basis. In the event that one or more of the above actions are implemented, a report of such action will be made to the Mayor and City Council at the first available opportunity.

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

5.4 Emergency Operations Center

The EOC supports incident response activities. The EOC may be activated upon notification of a possible or actual emergency. The EOC tracks, manages, and allocates appropriate resources and personnel. During large-scale emergencies, the EOC may become the seat of government for the duration of the crisis. The EOC will serve as a multi-agency coordination center, if needed.

5.4.1 Emergency Operations Center Activation

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

- The EOC will be activated by the City Emergency Manager, who will assume the role of EOC Manager. The City Administrator will determine the level of staffing required and will alert the appropriate personnel, agencies, and organizations.
- Emergency operations will be conducted by City departments.
- The Incident Commander may establish an on-scene command post to maintain close contact and coordination with the EOC.
- Department heads and organization leaders are responsible for the emergency functions assigned to their activities, as outlined in their respective annexes.
- The City Emergency Manager will immediately notify the County Emergency Management office upon activation. Periodic updates will be issued as the situation requires.

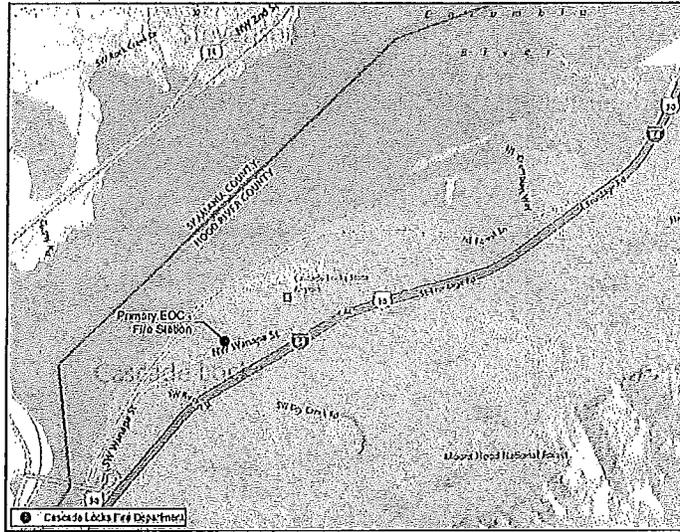
5. Command and Control

5.4.2 Emergency Operations Center Location

The primary location for the City EOC is:

City of Cascade Locks Fire Station
25 SE Wa Na Pa Street, Cascade Locks, OR 97014

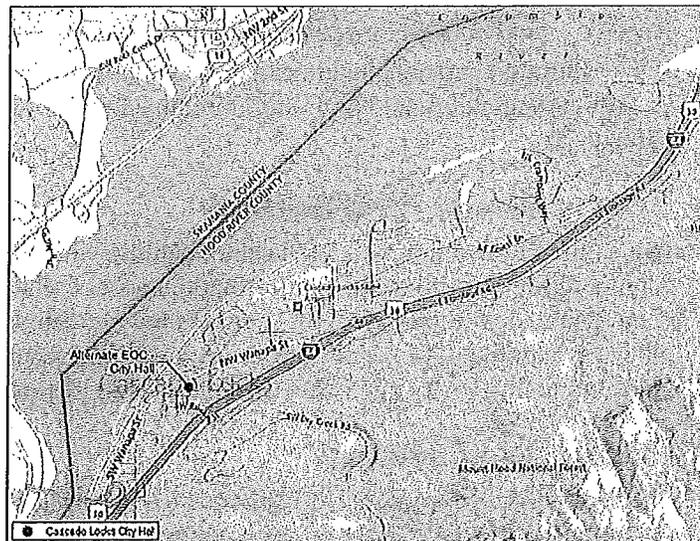
Figure 5-1 Primary EOC Location



The alternate location for the City EOC is:

City of Cascade Locks City Hall
140 SW Wa Na Pa Street, Cascade Locks, OR 97014

Figure 5-2 Alternate EOC Location

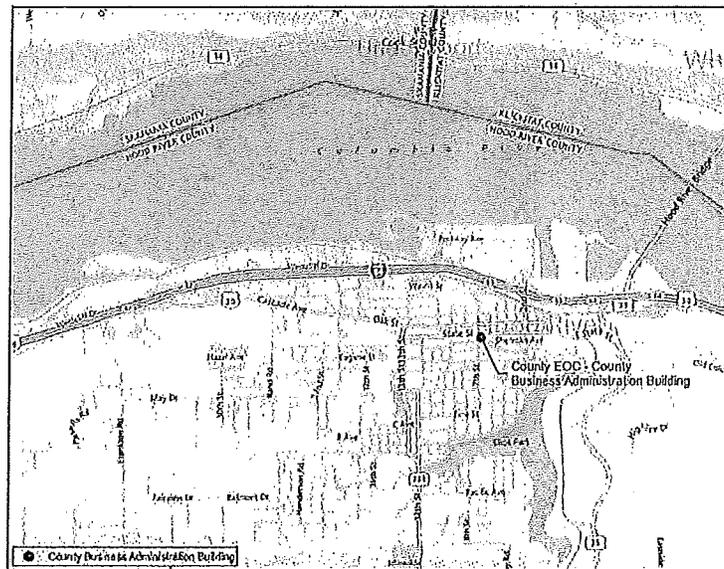


5. Command and Control

The County EOC is located at:

County Business Administration Building
601 State Street, Hood River, OR 97031

Figure 5-3 Hood River County's Primary EOC Location



The location of the EOC can change, as dictated by the nature of the disaster and the resource requirements needed to adequately respond. Coordination and control for City emergency operations will take place from the EOC as long as environmental and incident conditions allow; however, the Incident Commander, or designee, will designate a facility should it be necessary to relocate.

5.4.3 Emergency Operations Center Staffing

Due to limited personnel and resources available in the City, it is imperative that all primary and alternate EOC staff be trained on ICS functions outside their areas of expertise.

5.4.4 Access and Security

Since the EOC is an operational center dealing with a large volume of incoming and outgoing, often sensitive, information, access will be limited to designated emergency operations personnel. Others may be allowed access as determined by the City Administrator, or designee. Appropriate security measures will be in place to identify personnel who are authorized to be present.

5.4.5 Deactivation

Each situation will need to be evaluated to determine the need for continued operation of the EOC after the emergency response phase of the incident has been completed. This decision is made by the City Administrator.

5. Command and Control

During the initial phase of the recovery period for a major disaster, it may be desirable to continue to operate the City EOC during the day with limited staffing to facilitate the dissemination of information on disaster relief programs available for the public and local government. This alternative should be weighed against the option of immediately requiring the City Administrator and staff to handle the recovery phase as part of their daily responsibilities, which is the ultimate goal.

The City Administrator has the final approval authority for activation and closure of the EOC. Once the decision has been made to limit hours/staff or close the EOC, this needs to be disseminated to the same agencies that were notified when it was activated. If necessary, the EOC may be re-opened (see activation procedures in section 5.4.1) and emergency operations may be re-initiated at any time. Similar to initial activation, re-activation of the EOC occurs at the direction of the City Administrator (City Emergency Manager).

5.5 Emergency Operations Center Organizational Structure

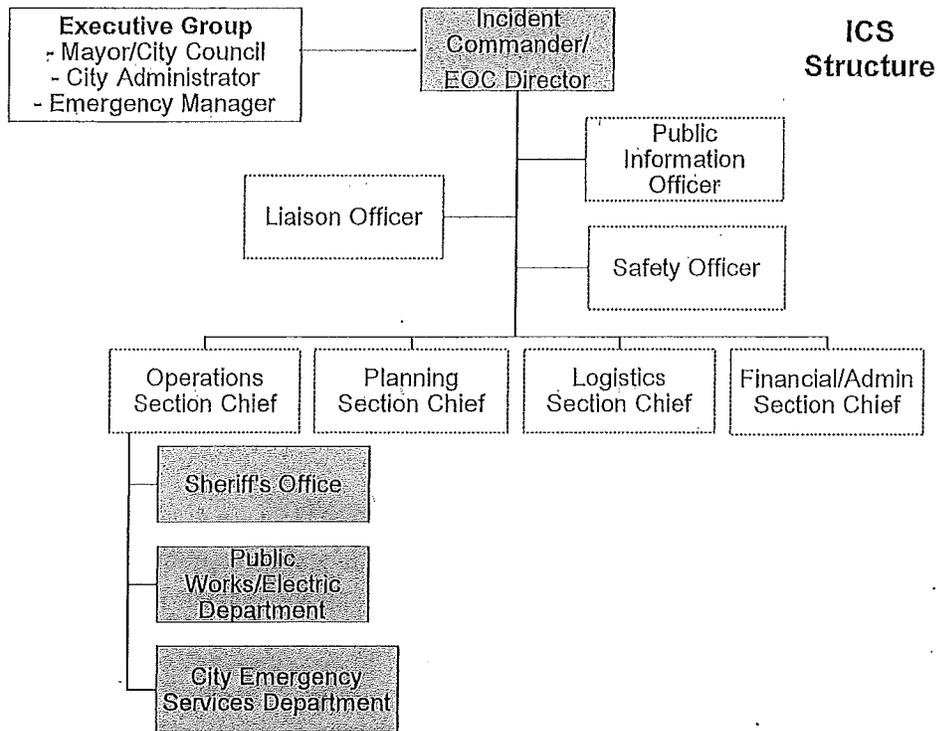
5.5.1 Alignment with NIMS/ICS

In Oregon, implementation of an organizational structure consistent with NIMS and ICS is mandatory during an emergency incident. NIMS is a comprehensive, national approach to incident management, applicable to all jurisdictional levels and across functional disciplines. ICS is a standardized, flexible, scalable, all-hazard incident management system designed to be utilized from the time an incident occurs until the need for management and operations no longer exists. The system consists of practices for managing resources and activities during an emergency response and allows agencies to communicate using common terminology and operating procedures. It also allows for effective coordination and allocation of resources throughout an incident's duration. The ICS structure can be expanded or contracted, depending on the incident's changing conditions. It can be staffed and operated by qualified personnel from any emergency service agency and may involve personnel from a variety of disciplines. As such, the system can be utilized for any type or size of emergency, ranging from a minor incident involving a single unit to a major emergency involving several agencies and spanning numerous jurisdictions.

The City has established an EMO, supporting EOC activation and operational procedures, and position checklists compliant with NIMS/ICS. This information is contained within this EOP; however, this document is not an EOC manual. A transitional ICS organizational chart for the City is presented in Figure 5-4.

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Figure 5-4 Example of a Scalable Command Structure for the City



5.5.2 Emergency Operations Center Command Staff

While full staffing of the EOC is desirable for every incident (i.e., all Command and General Staff functions, including branches and units, are covered), the City of Cascade Locks does not have sufficient resources to provide this in all cases.

5.5.2.1 Emergency Operations Center Director

The EOC Director (City Administrator) is responsible for the operations of the EOC when it is activated and has overall responsibility for accomplishing the EOC mission. In general, the EOC Director (City Administrator) is responsible for:

- Approving and supporting implementation of an IAP.
- Coordinating activities supporting the incident or event.
- Approving release of information through the PIO.
- Performing the duties of the following Command Staff if no one is assigned to the position:
 - Safety Officer

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- PIO
- Liaison Officer
- General Staff.

5.5.2.2 Public Information Officer

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

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

5.5.2.3 Liaison Officer

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

- Serving as the contact point for local government officials, agency or tribal representatives, and stakeholders.
- Coordinating information and incident updates among interagency contacts, including the public information network.
- Providing resource status updates and limitations among personnel, capabilities, equipment, and facilities to the Incident Commander, government officials, and stakeholders.

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

5. Command and Control**5.5.3 Emergency Operations Center General Staff****5.5.3.1 Operations Section Chief**

The Operations Section Chief position is typically filled by the lead agency managing response activities for a specific type of incident. The Operations Section is organized into functional units representing agencies involved in tactical operations. The following agencies are typically included in the Operations Section:

- Fire - emergencies dealing with fire, earthquake with rescue, or hazardous materials.
- Law Enforcement - incident(s) involving civil disorder/disturbance, significant security/public safety concerns, transportation-related accidents, and/or criminal investigations.
- Public Health Officials - contamination issues, disease outbreaks, and/or emergency incidents posing threats to human, animal, and environmental health.
- Public Works - incidents resulting in major utility disruptions, damage to critical infrastructure, and building collapse.

Private entities, companies, and nongovernmental organizations may also support the Operations Section. The Operations Chief is responsible for:

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

5.5.3.2 Planning Section Chief

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

- Collecting, evaluating, and distributing information regarding the incident and providing a status summary.

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- For terrorist incidents, liaise with the OTFC.
- Preparing and disseminating the IAP.
- Conducting planning meetings and developing alternatives for tactical operations.
- Maintaining resource status.

5.5.3.3 Logistics Section Chief

The Logistics Section is typically supported by the units responsible for supplies, food, communications, medical services, facilities, and ground support. Depending on the incident's type and size, these units can be divided into two branches: Service and Support. The Logistics Chief is responsible for:

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

5.5.3.4 Finance/Administration

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

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

5.5.4 Unified Command

In some incidents, several organizations may share response authority. ICS has the advantage of combining different local, County, regional, State, and federal agencies into the same organizational system, maximizing coordination of response activities, and avoiding duplication of efforts. A structure called Unified Command allows the Incident Commander position to be shared among several agencies and organizations that maintain jurisdiction. Unified Command

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members retain their original authority but work to resolve issues in a cooperative fashion to enable a more efficient response and recovery.

In a large incident involving multiple jurisdictions and/or regional, State, and federal response partners, a Unified Command may replace a single organization Incident Commander. Each of the four primary ICS sections may be further subdivided, as needed. In smaller situations, where additional persons are not required, the Incident Commander will directly manage all aspects of the incident organization. Figure 5-5 is an example of a Unified Command organizational chart for the City. It provides operational flexibility to expand or contract staffing, depending on the incident's nature and size.

5.5.5 Area Command

Area Command is activated only if necessary, depending on the complexity of the incident and span-of-control considerations. An Area Command is established either to oversee the management of multiple incidents that are being handled by separate ICS organizations or to oversee the management of a very large incident that involves multiple ICS organizations. It is important to note that Area Command does not have operational responsibilities. For incidents under its authority, the Area Command:

- Sets overall agency incident-related priorities.
- Allocates critical resources according to established priorities.
- Ensures that incidents are managed properly.
- Ensures effective communications.
- Ensures that incident management objectives are met and do not conflict with each other or with agency policies.
- Identifies critical resource needs and reports them to the EOC(s).
- Ensures that short-term emergency recovery is coordinated to assist in the transition to full recovery operations.
- Provides for personnel accountability and a safe operating environment.

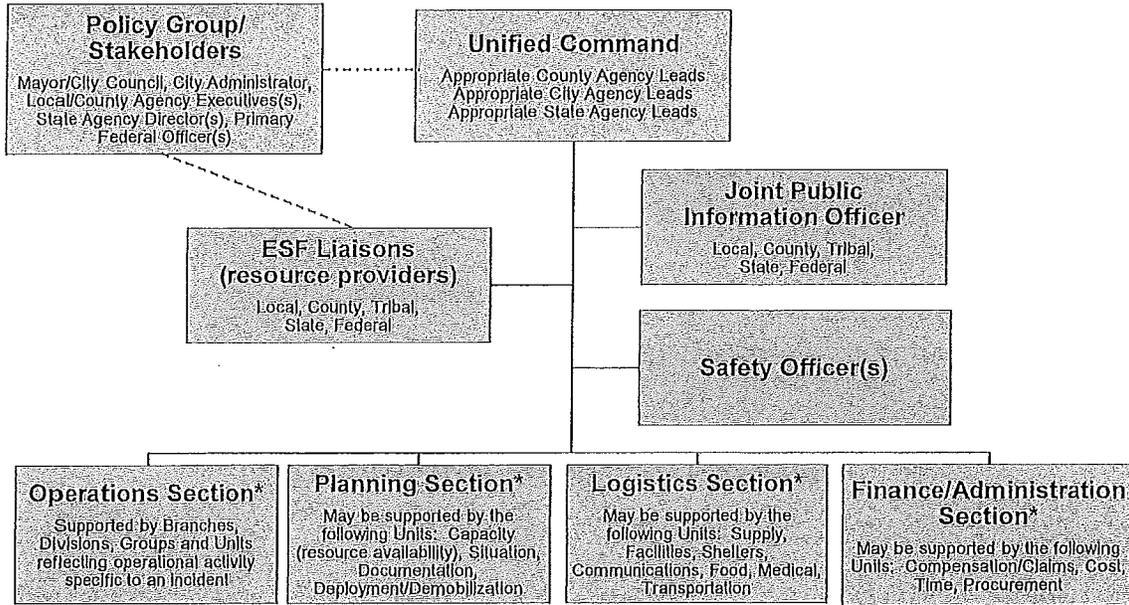
5.5.6 Multi-Agency Coordination

In the event the City is coordinating a response with other jurisdictions or agencies with authority over the incident, it may choose to implement a Multi-Agency Coordination (MAC) Group. Typically, administrators/executives, or their appointed representatives, who are authorized to commit agency resources and funds are brought together and form MAC Groups. Other names for MAC Groups include "multiagency committees" and "emergency management committees." A MAC Group can provide coordinated decision making and

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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.

Figure 5-5 Example of Unified Command for the City



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

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Plan Development, Maintenance and Implementation

6.1 Plan Review and Maintenance

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

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

In addition, lead agencies will review the annexes and appendices assigned to their respective departments. A more frequent schedule for plan review and revision may be necessary. The EOP will be re-promulgated when a new senior elected or appointed official takes office or at a minimum of every five years to comply with State requirements.

Recommended changes should be forwarded to:

City Administrator's Office
Attn: City Emergency Manager
P.O. Box 308
140 SW Wa Na Pa
Cascade Locks, OR 97014

6.2 Training Program

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

Current training and operational requirements set forth under NIMS have been adopted and implemented by the City. The Emergency Services Department will maintain records and lists of training received by City personnel. Training requirements apply to all first responders and disaster workers, including first-line supervisors, middle management, and Command and General staff. NIMS identifies these positions as follows:

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

Table 6-1 provides the recommended training standards for the City’s emergency personnel.

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

6.3 Exercise Program

The City will conduct an annual exercise to test and evaluate this EOP. Whenever feasible, the City will coordinate with neighboring jurisdictions and State and federal government to participate in joint exercises. These exercises will consist of a variety of tabletop exercises, drills, functional exercises, and full-scale exercises.

As appropriate, the City will use Homeland Security Exercise and Evaluation Program (HSEEP) procedures and tools to develop, conduct, and evaluate these exercises. Information about this program can be found at <http://hseep.dhs.gov>.

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

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6.4 Event Critique and After Action Reporting

In order to document and track lessons learned from exercises, the City Emergency Manager will conduct a review, or “hot wash,” with exercise participants after each exercise. The City Emergency Manager will also coordinate an After Action Report (AAR), which will describe the objectives of the exercise and document the results of the evaluation.

Similarly, reviews and AARs will be facilitated after an actual disaster that will document activities of the incident to improve the City’s readiness. All agencies involved in the emergency response will participate in the AAR. The AAR following an incident should include actions taken, identification of equipment shortcomings as well as highlight of strengths, and recommendations for improving operational readiness. Recommendations may include suggested future exercise events and programs. Valuable success stories and lessons learned may be submitted to the Lessons Learned Information Sharing website (www.llis.gov). The City Emergency Manager will ensure that equipment, training, and planning shortfalls identified following an incident are addressed by the City’s EMO.

6.5 Community Outreach and Preparedness Education

Educational tools are used to teach the public about threats, disasters, and what to do when an emergency occurs. The City maintains an active community preparedness program and recognizes that citizen preparedness and education are vital components of the City’s overall readiness.

Information about the City’s public education programs, hazard and mitigation information, and other emergency management and emergency services can be found accessed through the City Emergency Manager.

6.6 Funding and Sustainment

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

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