

# Multnomah County

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Emergency Management Integrated Preparedness Plan  
Fiscal Year 2022 – 2024 (July 1, 2021 – June 30, 2024)

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## **II. Integrated Preparedness Planning Team**

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### III. Purpose

This Multnomah County Integrated Preparedness Plan (IPP) outlines the emergency management training and exercise strategy during Fiscal Years 2022-2024. The Integrated Preparedness Plan (IPP) is a document for combining efforts across the elements of the Integrated Preparedness Cycle (Figure 1) to ensure that Multnomah County has the capabilities to prepare for, and respond to, any hazard that may affect our jurisdiction. Through effective program management, each planning, organizing/equipping, training, exercising, and evaluating/improving activities become a supporting component of the larger preparedness priorities. The preparedness priorities assist exercise planners design and develop a multi-year exercise program of individual exercises.

A progressive, multi-year exercise program enables Multnomah County to participate in a series of increasingly complex exercises, with each exercise building upon the previous. Regardless of exercise type, each exercise within a series is linked to a set of common program priorities and designed to test associated capabilities. By identifying additional preparedness activities or requirements as part of the integrated preparedness planning process, Multnomah County can address known shortfalls prior to exercising capabilities.

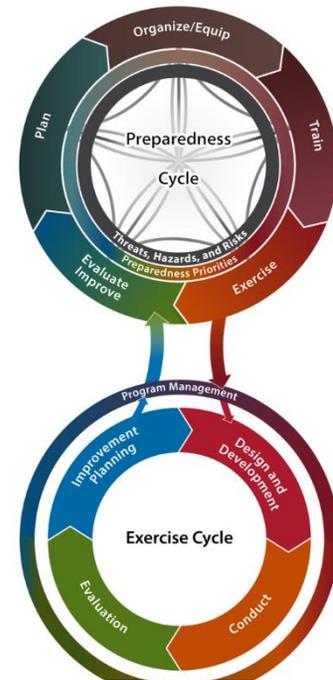


Figure 1: Integrated Preparedness Cycle

The Multnomah County Office of Emergency Management (MCEM) developed this document with input from disaster management partners throughout the county. In May 2021, the MCEM disseminated a survey to emergency management/public safety partners from, county government, city government, the private industry, and non-profit organizations. The information received through that survey has directly influenced the content of this document.

Included in this IPP (Appendix A) is a Training and Exercise Schedule, which provides a graphic illustration of the proposed activities scheduled for Fiscal Years 2022-2024.

This document is subject to amendments and revisions, including additional priorities as identified by real world events or exercise events. The MCEM will host an annual Integrated Preparedness Planning Workshop (IPPW) each spring to revise the content/priorities of this document, coordinate whole community initiatives, and assure the efficient use of local resources and funding. The Regional Disaster Preparedness Organization (RDPO) Emergency Operations Center Training and Exercise Sub-Committee (EOCTES) hosts an annual IPPW that will influence the content and priorities in this document.

The MCEM recommends this document, and the State of Oregon IPP, be used as tools for countywide disaster management partner organizations when identifying their training and exercise strategies, or developing an independent IPP.

## IV. Preparedness Activity Considerations

The priority areas listed in this Plan took into consideration a wide range of resources that are referenced below. The current version of this Plan acknowledges the impact the global pandemic had on strategic resources, which will be assessed as they are released for inclusion in this document.

The [2022 National Level Exercise \(NLE\)](#) is scheduled to be held in FEMA Region X with a focus on the Cascadia Subduction Zone Earthquake. The current exercise priorities, both internal and external, were a major influence on the preparedness priorities in this Plan due to the limited reference materials available.

### Threats, Hazards, and Risks

The following threats, hazards, and risks references Section 3: Hazard Identification and Risk Assessment included in the 2017 Multnomah County Natural Hazards Mitigation Plan.

- **Earthquake:** The Cascadia Subduction Zone Earthquake is a significant emphasis in all emergency management preparedness priorities for Multnomah County. With the release of the Oregon Resiliency Plan (listed below), the lessons learned from Cascadia Rising Exercise in 2016, and the anticipated 2022 NLE, Multnomah County continues to prioritize our preparedness to this potentially catastrophic hazard.
- **Wildfire & Severe Smoke:** This hazard continues to be a priority following the devastating wildfire and severe smoke experiences in 2020. While not directly impacted by wildfire in our jurisdiction, the evacuation of bordering jurisdictions, increased desire for public information by the public, and the experiences hosting emergency shelters demonstrated the need to prioritize wildfire/smoke operations.
- **Severe Weather (Heath & Cold):** All communities within Multnomah County are subject to severe weather events. Severe weather events that commonly take place in winter months occur more frequently and have a greater impact on our communities than do those that take place during summer months, however recent response operations including the 2020 and 2021 Severe Heat Incidents are indicate more consistent summer weather events in the future.
- **Flood:** Flooding is a common occurrence in Northwest Oregon. Majority of jurisdictions countywide have rivers with high flood risk called Special Flood Hazard Areas (SFHA) of the unincorporated area are particularly exposed to high flood risk from riverine flooding.
- **Landslide:** The area's landslide risk is strongly correlated with rainfall, particularly in extreme rain events. Projected increases in extreme precipitation caused by climate change likely will trigger increased landslides in the future. These types of slides tend to move slowly and rip apart infrastructure. As more areas susceptible to landslides are developed, greater losses and damages to people and property are likely to result.
- **Volcano:** There are five major volcanoes in the Cascades that are in relative proximity and pose a potential threat to Multnomah County: Mount St. Helens, Mount Hood, Mount Rainier, Mount Adams and Mount Jefferson. All are known, or suspected to be active,

and most have geological records that indicate past histories of explosive eruptions with large ash releases.

### **Capability Assessments, Corrective Actions, and Improvement Plans**

- Multnomah County Training and Exercise Plan (2019): This IPP references the content included in our Fiscal Year 2019 TEP to ensure continuity of previous preparedness priorities.
- Multnomah County Master Improvement Plan: The County Master Improvement Plan includes opportunities for improvement reaching back as far as 2005. These findings are critical concepts that influence emergency management priorities in general, and directly influence this IPP as planning, training, and exercise focus areas/priorities are established.
- Multnomah County Emergency Management Strategic Plan (2018-2020): The MCEM Strategic Plan provides the Operations Division, and the Training and Exercise Specialist, a vision for the future to align this IPP. With the acknowledgement of this Plan expired in 2020, this IPP will be updated upon finalization of the updated document.
- Cascadia Rising 2016 After-Action Report (MultCo.): The County After-Action Report identified key lessons learned from the 2016 event that continue to be addressed. The return of this exercise scope/type provides Multnomah County an opportunity to validate and/or address corrective actions identified in this report.
- Wildfire/Smoke Operations After-Action Report & Improvement Plan (2020): This AAR-IP identified strengths and opportunities for improvement based on the County's response to smoke and wildfire hazards in 2020. With these hazards likely to continue in coming years, the findings have influenced the priority areas listed in Section III.

### **External Sources and Requirements**

- RDPO Threat and Hazard Identification and Risk Assessment (THIRA 2018-2021): The Regional THIRA identifies hazards, core capabilities, and capability targets specific our region has determined as needing improvement. Including content from the 2018-2021 document has influenced the priority areas listed in Section III. With the acknowledgement of this Plan expires in 2021, this IPP will be updated upon finalization of the updated document.
- RDPO Disaster Access & Functional Needs Assessment (2019): The RDPO DAFN Assessment was conducted to identify areas for improvement with the emergency management community. The findings from this assessment are being integrated into Multnomah County Plans, training opportunities, exercise events, and influenced the priority areas listed in Section V.
- State of Oregon Threat & Hazard Identification and Risk Assessment (THIRA 2018-2020): The State THIRA identifies hazards, core capabilities, and capability targets specific to our State to influence emergency management actions. Including content from the 2018-2021 document has influenced the priority areas listed in Section V. With the acknowledgement of this Plan expired in 2020, this IPP will be updated upon finalization of the updated document.

- Cascadia Rising 2016 After-Action Report (State of Oregon): The State of Oregon After-Action Report identified critical statewide lessons learned that influence local preparedness priorities with the upcoming NLE.
- FEMA National Preparedness Report (2020): The NPR provided an assessment of emergency management activities throughout the United States. This resource identified current risks, Community Capabilities, and critical capabilities that have influenced the content and priorities in this Multnomah County IPP.

### **Accreditation Standards and Regulations**

- Emergency Management Accreditation Program (EMAP): This accreditation program includes planning, training, and exercise recommendations that this office has taken into consideration for this Plan.

## V. Preparedness Priorities

Based on the considerations above, the following priorities will be the focus for this multi-year Integrated Preparedness Cycle:

Preparedness Priorities
1. Operational Coordination (Position-Specific Courses); (G191; K2300)
2. Mass Care & Sheltering (E419/418)
3. Critical Transportation
4. Infrastructure System (MGT-317: TEEX)
5. Public Information & Warning (Regional PIO Course)

### 1. Operational Coordination

This preparedness priority addresses the Multnomah County Emergency Operations Center (EOC) internal management and coordination, as well as engagement/coordination with local and regional emergency response partners. Internal to the County EOC this priority will address the Planning Section operations to include the Planning “P” process/Incident Action Plan (IAP) development and common operating picture development; this priority will also include Incident/Unified Command actions/operations. External coordination will focus on the coordination between EOCs/Emergency Coordination Centers (ECCs) throughout Multnomah County and the Portland Metropolitan Area.

#### Corresponding Core Capabilities

- Operational Coordination
- Situational Assessment
- Operational Communication

#### Rationale

- Cascadia 2022 FEMA Priority: Operational Coordination has been selected as one of the three Core Capabilities to exercise during the National Level Exercise (NLE).
- State of Oregon 2019-2020 THIRA: This report identifies the three included Core Capabilities as a “high” priority statewide.
- County Cascadia Rising After-Action Report & Improvement Plan – Core Capability 1, 4, & 6: This AAR-IP identifies strengths and areas for improvement that still need to be validated regarding the three Core Capabilities following participation in the Corrective Action Process.
- County 2020 Wildfire/Smoke After-Action Report & Improvement Plan – Section 2.3, 2.4, 2.5, and 2.8: The lessons learned, both strengths and areas for improvement, addressed county operations/communication and overall EOC response.
- County 2019 Training & Exercise Plan (TEP): The most recent TEP identified Operational Coordination (priority 1) and Situational Assessment (priority 4), with a number of expected actions/events not occurring due to the Global Pandemic.

POETE Area	Gap Description	Strategy to Address Gap
Planning	<ul style="list-style-type: none"> <li>• Not all EOC/ECC positions have developed position descriptions or standard operating guidelines.</li> <li>• Need additional planning in unified command and coordinated operational structure.</li> <li>• There were challenges in reviewing and updating plans due to the amount of time in response operations.</li> </ul>	<ul style="list-style-type: none"> <li>• Develop and test EOC/ECC PDs and/or SOGs.</li> <li>• Review and update EOPs with internal and external stakeholder input.</li> </ul>
Organization	<ul style="list-style-type: none"> <li>• There are limited personnel available to fully staff an EOC.</li> <li>• Those who are identified have competing priorities.</li> <li>• There are insufficient staff to operate the EOC or ECC on a 24/7 activation.</li> <li>• Concise performance targets would help enhance ability to respond to incidents.</li> </ul>	<ul style="list-style-type: none"> <li>• Invest in additional staff and prioritize personnel time.</li> <li>• Expand utilization of volunteers and volunteer groups</li> </ul>
Equipment	<ul style="list-style-type: none"> <li>• Lack of needed equipment and adequately sized dedicated facility space for an EOC.</li> <li>• Lack resilient facilities needed to withstand damage and remain operational post impact.</li> <li>• Real world incidents and exercises identified gaps in equipment, additional funding needed to address gaps.</li> </ul>	<ul style="list-style-type: none"> <li>• Maintain and upgrade existing equipment and invest in additional equipment.</li> <li>• Identify additional grant and other funding opportunities to solve equipment gaps.</li> </ul>
Training	<ul style="list-style-type: none"> <li>• Need additional EOC and ICS training. COVID-19 restrictions caused many trainings to be canceled and many required ICS classes, including 300/400, are only offered in-person</li> </ul>	<ul style="list-style-type: none"> <li>• Develop more detailed training and exercise plans.</li> <li>• Provide training opportunities to staff identified for the EOC.</li> <li>• Move more training, especially required trainings into virtual platforms/offersings.</li> </ul>
Exercise	<ul style="list-style-type: none"> <li>• Need to conduct larger-scale exercises incorporating additional stakeholders.</li> <li>• On-going response operations and COVID-19 restrictions caused many exercises to be postponed and canceled.</li> </ul>	<ul style="list-style-type: none"> <li>• Continue to progressively exercise this area. Develop more detailed training and exercise plans.</li> </ul>

**Planning Factors**

- County Emergency Operations Plan – Base Plan
- County Situation Report Standard Operating Procedure (SOP)
- County Communications Plan

**Organization and Equipment Factors**

- County EOC – Unified/Incident Commanders
- County EOC – Planning Section
- County EOC – Logistics Section, Communications Unit

## Supporting Training Courses

- FEMA All-Hazards Planning Section Chief – Fall 2021
- FEMA All-Hazards Unified Command – Fall 2021
- Planning Section Cadre Training – Quarterly
- Managing/Supervising in the EOC – Annually

## Supporting Exercises

- MCEM Countywide Radio Drill – Quarterly
- Regional Resource & Operational Priority Seminar – Quarter 2 FY '22
- County Leadership TTX – Quarter 3 FY '22
- Cascadia 2022, Full-Scale Exercise – Quarter 4 FY '22
- Volunteers in Disaster Plan Seminar/Workshop – Quarter 3, FY '23
- Volunteers in Disaster Plan Tabletop – Quarter 4, FY '23
- Volunteers in Disaster Plan Functional – Quarter 3 – FY '24

## 2. Mass Care & Sheltering

Sheltering operations continue to be the most frequent county response operation. Recent real-world responses have provided critical lessons learned to assist common Disaster Resource Center (DRC) operations, and inform potential shelter village operations. The upcoming Cascadia 2022 exercise provides the county an opportunity to build up to, and test, the shelter village operations.

### Corresponding Core Capabilities

- Mass Care and Sheltering

### Rationale

- Cascadia 2022 FEMA Priority: Mass Care and Sheltering has been selected as one of the three Core Capabilities to exercise during the National Level Exercise (NLE).
- County Mass Care & Shelter Plans: The County Family Reunification Plan and Mass Shelter Plan – Shelter Villages require a validation of the included content following their approval by MCEM leadership.
- Eagle Creek Wildfire Response (2018) – Section 2.4: The lessons learned, both strengths and areas for improvement, from this real-world event need to be validated following participation in the County’s Corrective Action Process.
- Wildfire/Smoke Response (2020) – Sections 2.2, 2.3, and 2.7: The lessons learned, both strengths and areas for improvement, from this real-world event need to be validated following participation in the County’s Corrective Action Process.

POETE Area	Gap Description	Strategy to Address Gap
Planning	<ul style="list-style-type: none"> <li>• Not all EOC/ECC positions have developed position descriptions or standard operating guidelines.</li> <li>• Need additional planning in unified command and coordinated operational structure.</li> <li>• There were challenges in reviewing and updating plans due to the amount of time in response operations.</li> </ul>	<ul style="list-style-type: none"> <li>• Develop and test EOC/ECC PDs and/or SOGs.</li> <li>• Review and update EOPs with internal and external stakeholder input.</li> </ul>
Organization	<ul style="list-style-type: none"> <li>• There are limited personnel available to fully staff an EOC.</li> <li>• Those who are identified have competing priorities.</li> <li>• There are insufficient staff to operate the EOC or ECC on a 24/7 activation.</li> <li>• Concise performance targets would help enhance ability to respond to incidents.</li> </ul>	<ul style="list-style-type: none"> <li>• Invest in additional staff and prioritize personnel time.</li> <li>• Expand utilization of volunteers and volunteer groups</li> </ul>
Equipment	<ul style="list-style-type: none"> <li>• Lack of needed equipment and adequately sized dedicated facility space for an EOC.</li> </ul>	<ul style="list-style-type: none"> <li>• Maintain and upgrade existing equipment and invest in additional equipment.</li> </ul>

	<ul style="list-style-type: none"> <li>• Lack resilient facilities needed to withstand damage and remain operational post impact.</li> <li>• Real world incidents and exercises identified gaps in equipment, additional funding needed to address gaps.</li> </ul>	<ul style="list-style-type: none"> <li>• Identify additional grant and other funding opportunities to solve equipment gaps.</li> </ul>
Training	<ul style="list-style-type: none"> <li>• Need additional EOC and ICS training. COVID-19 restrictions caused many trainings to be canceled and many required ICS classes, including 300/400, are only offered in-person</li> </ul>	<ul style="list-style-type: none"> <li>• Develop more detailed training and exercise plans.</li> <li>• Provide training opportunities to staff identified for the EOC.</li> <li>• Move more training, especially required trainings into virtual platforms/offersings.</li> </ul>
Exercise	<ul style="list-style-type: none"> <li>• Need to conduct larger-scale exercises incorporating additional stakeholders.</li> <li>• On-going response operations and COVID-19 restrictions caused many exercises to be postponed and canceled.</li> </ul>	<ul style="list-style-type: none"> <li>• Continue to progressively exercise this area. Develop more detailed training and exercise plans.</li> </ul>

**Planning Factors**

- County Mass Shelter Plan
- County Family Reunification Plan
- County Critical Energy Infrastructure Evacuation Plan
- County Children in Disasters Plan
- Emergency Support Function #6 Annex to the County Emergency Operations Plan

**Organization and Equipment Factors**

- County EOC – Emergency Support Function #6 Cadre
- Disaster Resource Center Trailer Go-Kits
- Disaster Resource Center Signage Kits
- Mass Care Supplies – SHSP ’20

**Supporting Training Courses**

- Disaster Resource Center Worker Online Training – Ongoing
- Disaster Resource Center Coordinator Training – Ongoing
- Disaster Resource Center Winter Weather Information Session – Quarter 2 FY ’22
- Disaster Resource Center Summer Heat Information Session – Quarter 4 FY’ 22

**Supporting Exercises**

- Shelter Village & Family Reunification Seminar – Quarter 2 FY ’22
- Disaster Resource Center/Shelter Village Workshop – Quarter 2 FY ’22
- Disaster Resource Center/Shelter Village TTX – Quarter 3 FY ’22

- Cascadia 2022, Full-Scale Exercise – Quarter 4 FY '22

### 3. Critical Transportation

This focus area addressing transportation (including infrastructure access and accessible transportation services) during response operations, including the evacuation of people and animals, and the delivery of vital response personnel, equipment, and services into the affected areas.

#### Corresponding Core Capabilities

- Critical Transportation

#### Rationale

- Cascadia 2022 FEMA Priority: Mass Care and Sheltering has been selected as one of the three Core Capabilities to exercise during the National Level Exercise (NLE).
- Oil No! 2019 TTX Exercise – 6.2.4: This lesson learned addresses gaps with transportation services during evacuation situations.
- Cascadia Rising 2016 – Section #4 & #7: The lessons learned, both strengths and areas for improvement, from this real-world event need to be validated following participation in the County's Corrective Action Process.
- Oregon Resilience Plan – Section #5: This Plan identifies key findings and specific recommendations to build a more resilient State, with key critical infrastructure components being in Multnomah County.

#### Planning Factors

- Regional Emergency Transportation Route Project
- County Critical Energy Infrastructure Evacuation Plan
- County Mass Shelter Plan
- County Family Reunification Plan
- Emergency Support Function #1 Annex to the County Emergency Operations Plan

#### Organization and Equipment Factors

- County EOC – Emergency Support Function #1, Transportation
- County EOC – Emergency Support Function #6, Mass Care & Sheltering

#### Supporting Training Courses

- Emergency Support Function #1 Unit Training – *Date Unknown*

#### Supporting Exercises

- Regional Resource & Operational Priority Seminar – Quarter 2 FY '22
- Disaster Resource Center/Shelter Village Workshop – Quarter 2 FY '22
- Disaster Resource Center/Shelter Village TTX – Quarter 3 FY '22
- Cascadia 2022, Full-Scale Exercise – Quarter 4 FY'22
- Critical Energy Infrastructure Evacuation Plan Seminar/Workshop – *Date Unknown*
- Critical Energy Infrastructure Evacuation Plan TTX – *Date Unknown*

## 4. Infrastructure System Disaster Response

This focus area addresses the stabilization of critical infrastructure functions, minimizing health and safety threats, and efficiently restoring and revitalizing systems and services to support a viable, resilient community.

### Corresponding Core Capabilities

- Infrastructure Systems

### Rationale

- State of Oregon 2019-2020 THIRA: This report identifies the Critical Infrastructure Core Capabilities as a “high” priority statewide.
- Oregon Resilience Plan – Section #4 & #6: This Plan identifies key findings and specific recommendations to build a more resilient State, with key critical infrastructure components being in Multnomah County.

### Planning Factors

- County Damage Assessment Plan
- County Critical Energy Infrastructure Evacuation Plan
- Emergency Support Function #1 Annex to the County Emergency Operations Plan
- Emergency Support Function #3 Annex to the County Emergency Operations Plan

### Organization and Equipment Factors

- County EOC – Emergency Support Function #12, Energy
- County EOC – Planning Section, Damage Assessment Unit

### Supporting Training Courses

- Applied Technology Council (ATC): 20 & 45 – Quarter 1

### Supporting Exercises

- Damage Assessment Workshop – Quarter 1 FY '22
- Regional Resource & Operational Priority Seminar – Quarter 2 FY '22
- Cascadia 2022, Full-Scale Exercise – Quarter 4 FY '22
- Damage Assessment Full-Scale Exercise – Quarter 1 FY '23
- Critical Energy Infrastructure Evacuation Plan Seminar/Workshop – *Date Unknown*
- Critical Energy Infrastructure Evacuation Plan TTX – *Date Unknown*

## 5. Public Information & Warning

Deliver coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard, as well as the actions being taken and the assistance being made available, as appropriate

### Corresponding Core Capabilities

- Public Information & Warning

### Rationale

- State of Oregon 2019-2020 THIRA: This report identifies the Public Information & Warning Core Capabilities as a “high” priority statewide.
- Oregon Resilience Plan – Section #7: This Plan includes Information & Communications as a vulnerable critical infrastructure component in the State of Oregon.
- County Master Improvement Plan: This tool currently includes over 45 recommended improvements from past exercise and real-world events such as Cascadia Rising (2016), the Eagle Creek Wildfire (2017), and the Regional Disaster Access & Functional Needs Assessment (2019).

### Planning Factors

- Emergency Support Function #14 Annex to the County Emergency Operations Plan
- Portland Urban Area Regional Emergency Public Information Concept of Operations (ConOps) Plan
- County PIO Incident Organizer Operating Guide

### Organization and Equipment Factors

- County EOC – Emergency Support Function #14, Public Information

### Supporting Training Courses

- E/L0388: Advanced Public Information Officer – *Date Unknown*
- Master Public Information Officer Program – *Date Unknown*

### Supporting Exercises

- Cascadia 2022, Full-Scale Exercise – Quarter 4 FY '22

## VI. Program Reporting

By continuously monitoring improvement actions, Multnomah County can regularly examine capabilities to ensure they are sufficient, accurate, and effective to handle our relevant threats, hazards, and risks and can inform future Integrated Preparedness Cycle activities.

### **Corrective Action Program (CAP)**

The Multnomah County does not have a formal Corrective Action Program, however a Master Improvement Plan for the organization is in use. This Master Improvement Plan includes approximately 350 corrective action items dating back to 2005. These corrective action items directly influence the MCEM strategic vision and this IPP.

Exercise and real-world event After-Action Reports follow the MCEM *After-Action Report and Improvement Plan Standard Operating Guide (SOG)* that details how corrective action items are collected, synthesized, and integrated into the Master Improvement Plan. Master Improvement Plan items are delegated, prioritized, and include a tentative timeline for completion. Item corrective actions are determined by the identified responsible party as subject matter experts relevant to that focus area. Status updates for corrective action items are requested annually by the MCEM Training & Exercise Specialist.

Corrective Action items that are deemed “complete” by the responsible party require validation through either a training or exercise event, whichever is more appropriate as determined by the responsible party. The validation of these items directly influence training offerings and exercise scopes as a component of this Plan.

### **Integrated Preparedness Plan (IPP) Maintenance**

This IPP will remain an active document as reference documents/materials are released following a collective transition back to routine work following the global pandemic response; partner planning, training, and exercise strategies are adjusted; and/or, specific items or events change. Adjustments to this document will be tracked through the Record of Changes in Section I.

The MCEM will host an annual Integrated Preparedness Planning Workshop (IPPW) with countywide partners during each 4<sup>th</sup> Quarter to review current IPP content, engage local partners regarding their IPP adjustments or changes, and update the IPP. The IPPW will include a pre-meeting data collection survey to collect planning, training, and exercise data, including: currently scheduled events, desired future opportunities, and identify collective training and exercise priorities (reference Appendix B for the 2021 survey findings). Because this plan is written to address the needs of Multnomah County as a whole, it was important to involve a diverse group of stakeholders. Those invited to complete the data collection survey are critical emergency management partners before, during, and following an emergency or disaster incident.

Using the discussion and information from the IPPW, this IPP will be reviewed on an annual basis by the MCEM Training and Exercise Specialist to ensure the general strategy, planning timeline(s), future training offerings, and future exercise events are still accurate.

Previous priority areas, training events, and exercise events will be audited during the annual update to share program successes and identify areas for adjustment/improvement. This content

can be found in Appendix E: Training & Exercise Program Audit (no content in current version).

## **Training Tracking**

Training opportunities are selected through a method that allows an identified target audience to gradually build knowledge and skills to effectively implement certain actions or decisions, as related to identified priority areas listed in Section V. Following training opportunities are exercise events intended to progressively challenge participants through simulated scenarios that demonstrate current capabilities and potential areas in need of improvement.

Training notices are available to interested partners via the MCEM Training Calendar (<https://www.multco.us/em/training-exercise-calendar>), the MCEM Monthly Newsletter, and e-mail communication from the MCEM Training & Exercise Specialist.

The MCEM internally tracks training participation, provides evaluations to training participants, keeps records of hosted trainings, and participant training records through its Workday Learning Management System. Individuals are encouraged to track their training records separately.

## **Program Progression**

This Plan provides Multnomah County a strategy for building capabilities utilizing a progression approach. Program progression will be accomplished through:

- Developing a structured training and exercise program that builds off previous events.
- Tracking participant training completion to identify additional training needs at an individual basis.
- Facilitate participant feedback opportunities following training and exercise opportunities to identify strengths and areas for improvement.
- Utilize lessons learned from previous exercise opportunities to identify future trainings and exercises needs.
- Utilize lessons learned from exercise opportunities to determine the scope and purpose of future exercise opportunities.
- Ensure lessons learned from all training and exercise opportunities are made available for review.

## VII. Multi-Year Schedule of Preparedness Activities

### Plan Timeline

The Plan timeline listed below will be reviewed on an annual basis by the MCEM. This timeline influences the long-term exercise focus, and subsequent training needs.

Plan Title	New/Update	Funding	Tentative Timeline
Catastrophic (CAT) Earthquake Annex	New	SHSP	Complete
Continuity of Government (COG) Annex	New	SHSP	Complete
Fuel Management Plan	New	SHSP	Complete
Children in Disasters Plan	New	SHSP	Complete
Community Wildfire Protection Plan (CWPP)	Update	HMGP	Spring 2023
Natural Hazards Mitigation Plan (NHMP)	Update	MultCo.	Summer 2023
Comprehensive Emergency Management Plan (CEMP)	Update	Multco.	Winter 2023
Tactical Communications Plan	Update	MultCo.	Summer 2024
Volunteer & Donation Management Plan	New	SHSP	TBD
Community Points of Distribution (CPOD) SOP	New	Multco.	TBD
Critical Energy Infrastructure (CEI) Evacuation Plan	New	SHSP	TBD
Disaster Debris Management Plan	Update	MultCo.	TBD
Continuity of Operations Plan (COOP)	New	MultCo.	TBD
Mass Shelter Plan	Update	MultCo.	TBD
Mass Fatality Incident Plan	Update	MultCo.	TBD
Pharmaceutical Plan	New	Unknown	TBD

### Equipment Purchase/Procurement

Equipment and supplies procured within the emergency management community need to be accompanied by training and exercise expectations. Each procured resources will have the following requirements:

- Training Efforts:** Procured resources will develop a recurring Training Plan to detail how the resources will be integrated into ongoing training, exercise, or real-world events. Note: The new resources can be included in an existing Training Plan if one already exists. Training Plan integration timeline is listed below for each resource.
- Exercise Efforts:** Resources are expected to be exercised within twelve (12) months of procurement.

<b>Equipment</b>	<b>Procurement</b>	<b>Training Plan Timeline</b>
Water Purification Equipment	SHSP '18	Fall 2021
Amateur Radio Communications Equipment	UASI '18	Fall 2021
Amateur Radio Communications Equipment	UASI '20	Spring 2022
Variable Message Signs	SHSP '20	Fall 2022

## Appendix A: Training & Exercise Schedule – Fiscal Years 2022-2024

Event Type	Event Scope	Event Host
Quarter 1 – Fiscal Year 2022		
Exercise	<del>Regional Fuel Management Tabletop Exercise (Extended)</del>	RDPO
Exercise	<del>Airport Triennial Exercise (Cancelled)</del>	Port of PDX
Exercise	Windshield Survey and Prioritization Workshop #1 of 2	MCEM/DART
Training	<del>All Hazards Position Specific Course #1 of 5 (Postponed)</del>	MCEM
Training	<del>All Hazards Position Specific Course #2 of 5 (Postponed)</del>	MCEM
Training	Radio Use Training	MCEM/DCA
Training	<del>Disaster Resource Center Coordinator</del>	MCEM/DCHS
Exercise	<del>Windshield Survey and Prioritization Workshop #2 of 2 (Q2)</del>	MCEM/DART
Exercise	Quarterly VHF Radio Drill	MCEM
Exercise	Power Outage Workshop	MCEM
Exercise	Damage Assessment Full-Scale Exercise	DCA
Training	<del>All Hazards Position Specific Course #3 of 5 (Postponed)</del>	MCEM
Training	<del>All Hazards Position Specific Course #4 of 5 (Postponed)</del>	MCEM
Training	<del>Windshield Survey and Prioritization Training</del>	MCEM/DART
Quarter 2 – Fiscal Year 2022		
Exercise	Regional Resource & Operational Priority Seminar/Workshop	MCEM/Region
Exercise	<del>Disaster Resource Center/Shelter Village Workshop (Paused)</del>	MCEM/DCHS
Exercise	Great ShakeOut – Drop, Cover, & Hold	FEMA
Training	Introduction to Emergency Response	MCEM
Training	<del>Disaster Resource Center Coordinator (January 2022)</del>	MCEM/DCHS
Training	Disaster Resource Center Worker Engagement, Winter Weather (x2)	MCEM/DCHS
Exercise	<del>Shelter Village Seminar (Paused)</del>	MCEM/DCHS
Exercise	Quarterly VHF Radio Drill	MCEM
Exercise	<del>Windshield Survey and Prioritization Workshop #2 of 2 (Paused)</del>	MCEM/DART

Event Type	Event Scope	Event Host
Quarter 3 – Fiscal Year 2022		
Training	<del>Disaster Resource Center Coordinator Training</del>	DCHS
Training	ICS-300 (Offering 1 of 2)	MCEM
Training	ICS-400 (Offering 1 of 2)	MCEM
Training	ICS-300 (Offering 2 of 2)	MCEM
Training	ICS-400 (Offering 2 of 2)	MCEM
Exercise	OEM Statewide Communications Drill	OEM
Exercise	Fuel Plan Seminar	MCEM
Exercise	Damage Assessment Plan Seminar	MCEM
Exercise	Volunteers of America COOP Workshop	VOA
Exercise	<del>Disaster Resource Center/Shelter Village Tabletop</del>	<del>MCEM/DCHS</del>
Exercise	Flood TTX	PBEM
Training	Introduction to Emergency Response (County)	MCEM
Exercise	Quarterly VHF Radio Drill	MCEM
Training	<del>Point of Distribution Operations Training (Tentative)</del>	<del>MCEM</del>
Exercise	Point of Distribution Operations Seminar/Workshop (Tentative)	MCEM
T&E	Integrated Emergency Management Course (IEMC)	MCEM
Quarter 4 – Fiscal Year 2022		
Exercise	Port of Portland Triennial	Port of PDX
Exercise	Severe Summer Weather Workshop/TTX (04.22.22)	MCEM
Exercise	HPO Catastrophic Disaster Medical Care TTX	HPO
Exercise	Quarterly VHF Radio Drill	MCEM
Training	Logistics Section Cadre Meeting	MCEM
Training	Unified Command All-Hazards Position-Specific Course	MCEM
Training	Operations Section Chief All-Hazards Position-Specific Course	MCEM
Training	Logistics Section Chief All-Hazards Position-Specific Course	MCEM
Exercise	<del>Community Wildfire Protection Plan Seminar</del>	<del>MCEM</del>

Event Type	Event Scope	Event Host
Exercise	Cascadia 2022 – Response Scope	FEMA/MCEM
Type	Event Scope	Host
Quarter 1 – Fiscal Year 2023		
Exercise	Continuity of Government Seminar/Workshop	MCEM
Exercise	Catastrophic Annex Seminar/Workshop (ON HOLD)	MCEM
Exercise	Volunteers in Disaster Plan Workshop	MCEM
Training	ICS-300	MCEM
Training	ICS-400 (Being Held Start of October)	MCEM
Exercise	Quarterly VHF Radio Drill	MCEM
Exercise	Rapid Damage Assessment Workshop & Tabletop	MCEM
Exercise	Fuel Management Exercise Day (TTX & Workshop)	MCEM
Training	L 418: Mass Care – Emergency Assistance Planning & Ops	MCEM
Training	L 419: Mass Care – Emergency Assistance Field Guide	MCEM
Exercise	Regional Fuel TTX	RDPO
Quarter 2 – Fiscal Year 2023		
Exercise	CEI Hub Tabletop Exercise	MCEM/PSU
Exercise	Cascadia 2022 – Recovery Scope (Cancelled)	FEMA/MCEM
Exercise	Continuity of Government Tabletop Seminar (Postponed)	MCEM
Exercise	Great ShakeOut – Drop, Cover, & Hold	FEMA
Exercise	Children in Disaster Tabletop	MCEM
Exercise	2Q22 Quarterly VHF Radio Drill	MCEM
Exercise	Regional Catastrophic Mass Care Workshop (1 of 2) (Postponed)	RDPO
Training	Disaster Resource Center Coordinator (Removed)	MCEM/DCHS
Training	Disaster Resource Center Worker Engagement, Winter Weather (x2) (Removed)	MCEM/DCHS
Exercise	The First Look '23 Damage Assessment Full-Scale Exercise	MCEM
Exercise	Fuel Dispatch Center Workshop (Postponed)	DCA-Facilities
Exercise	Annual Winter Weather Workshop/TTX	MCEM

<b>Event Type</b>	<b>Event Scope</b>	<b>Event Host</b>
<b>Quarter 3 – Fiscal Year 2023</b>		
Exercise	Earthquake Response Framework Workshop	PBEM
Exercise	Cybersecurity TTX	DCA-IT
Exercise	Outreach Exercise Event	PBEM
Exercise	Mass Care Seminar	MCEM
Training	Logistics Section Spring’23 Cadre Meeting	MCEM
Exercise	Regional Catastrophic Mass Care Workshop (1 of 2)	RDPO
Exercise	Children in Disaster Seminar/Workshop	MCEM
Training	Deployment Basics	MCEM
Exercise	Quarterly VHF Radio Drill	MCEM
Exercise	Fuel Dispatch Center Workshop	DCA-Facilities
Exercise	Fuel Point of Distribution Workshop	MCEM
Exercise	<i>Containing the Burn</i> ‘23 Wildfire Workshop	MCEM
Exercise	Continuity of Government Seminar	MCEM
Training	L-418: Mass Care – Emergency Assistance Planning & Ops	MCEM
Training	L-419: Mass Care – Emergency Assistance Field Guide	MCEM
<b>Quarter 4 – Fiscal Year 2023</b>		
Exercise	Regional Catastrophic Mass Care TTX (2 of 2)	RDPO
Exercise	Volunteers in Disaster Plan TTX	MCEM
Exercise	Summer Heat Annual Workshop Event	MCEM
Training	Logistics Section Summer’23 Cadre Meeting	MCEM
Exercise	Quarterly VHF Radio Drill	MCEM
Training	Variable Message Sign-SHSP ‘20	MCEM
Training	Water Purification Equipment-SHSP ‘18 2.0	MCEM
Exercise	Continuity of Government Tabletop	MCEM
Exercise	Cascadia 2023 Full-Scale Exercise	MCEM

Type	Event Scope	Host
Quarter 1 – Fiscal Year 2024		
Exercise	Communications Plan Workshop 1.0	MCEM
Exercise	Quarterly VHF Radio Drill	MCEM
Training	Logistics Section Fall’23 Cadre Meeting	MCEM
Training	Deployment Basics	MCEM
Quarter 2 – Fiscal Year 2024		
Exercise	Communications Plan Workshop 1.1	MCEM
Exercise	Quarterly VHF Radio Drill	MCEM
Training	Logistics Section Winter’23 Cadre Meeting	MCEM
Training	<del>Disaster Resource Center Coordinator</del>	MCEM/DCHS
Training	<del>Disaster Resource Center Worker Engagement, Winter Weather (x2)</del>	MCEM/DCHS
Exercise	<i>The First Look ’24</i> Damage Assessment Full-Scale Exercise	MCEM
Exercise	Annual Winter Weather Workshop/TTX	MCEM
Quarter 3 – Fiscal Year 2024		
Exercise	Communications Plan Operations-Based Exercise	MCEM
Exercise	Volunteers in Disaster Plan Functional Exercise	MCEM
Exercise	<i>Detailed Assessments</i> Damage Assessment Workshops x2	MCEM
Exercise	Quarterly VHF Radio Drill	MCEM
Training	Logistics Section Spring’24 Cadre Meeting	MCEM
Training	Deployment Basics	MCEM
Exercise	Chemical Terrorism Seminar/Workshop	HPO
Exercise	Chemical Terrorism TTX	HPO
Quarter 4 – Fiscal Year 2024		
Exercise	Summer Heat Annual Workshop Event	MCEM
Exercise	Quarterly VHF Radio Drill	MCEM
Training	Logistics Section Summer’24 Cadre Meeting	MCEM
Exercise	<i>Containing the Burn ’24</i> Wildfire Workshop	MCEM
Exercise	Chemical Terrorism Functional Exercise	HPO

## Appendix B: IPP Survey Data/Responses

### Respondent Breakdown

This survey included participants representing the whole community, including: regional partners (23%), State Departments (8%), Special Districts (23%), non-profit partners (23%), private industry (8%), and municipalities (15%). Participating organizations can be found in Appendix D.

### Question 1: Identify three (3) Federal Emergency Management Agency (FEMA) Core Capabilities your organization has prioritized for Fiscal Year 2022

Survey respondents listed 14 of the 32 (44%) Core Capabilities as priorities for the upcoming Fiscal Year. The response to this question demonstrates both the complexity, and importance, of a Whole Community approach to Emergency Management. The breakdown below demonstrates priority frequency. The most common priorities identified were:

1. Operational Coordination (16%)
2. Operational Communications (13%)
3. Public Information & Warning, Planning, Logistics and Supply Chain Management, Community Resilience, Threat and Hazard Identification and Risk Assessment (8%)

### Question 2: Which emergency management-related plans does your organization anticipate developing or updating over the next two years that will impact training and/or exercise priorities (July 1, 2021 - June 30, 2023)?

The survey respondents provided a wide range of emergency management-related plans, with the most common being their Emergency Operations Plan (30%) followed next by emergency transportation (10%). The remaining topic areas were each listed once: flooding, continuity of operations, mitigation, fuel, wildfire, burn surge, drinking water, air quality, debris management, infectious disease, and catastrophic disasters.

### Question 3: What exercise events does your organization anticipate external participation or engagement with over the next two years (July 1, 2021 - June 30, 2022)?

Training and exercise planning has been severely impacted by the collective response to COVID-19, however respondents provided general exercise information related to the planning scopes listed in Question 2 – specific events can be referenced in Appendix A. A common theme was with 38% of respondents listing expected participation in Cascadia 2022.

### Question 4: Which training opportunities does your organization anticipate hosting that will be open to external partners in the next two years (July 1, 2021 - June 30, 2022)?

Training and exercise planning has been severely impacted by the collective response to COVID-19 – specific training offerings can be referenced in Appendix A. The following courses were listed as tentatively scheduled:

- ATC-20: Procedures for Post Earthquake Safety Evaluation of Buildings,
- G-290: Public Information Officer, Basic

- G-291: Joint Information System/Joint Information Center Planning for Tribal, State and Local PIOs
- All-Hazard Position Specific Training: Unified Command, Planning Chief, Logistics Chief, Operations Chief, and Division/Group Supervisor.

**Question 5: Which training gaps (specific courses or general topics) has your organization identified that could be addressed or supported through local, regional, or statewide course offerings?**

No single topic or training course was identified as a common need by countywide respondents, the following specific courses were listed:

- ICS-300: Intermediate ICS for Expanding Incidents,
- ICS-400: Advanced ICS for Command & General Staff,
- ATC-20: Procedures for Post Earthquake Safety Evaluation of Buildings,
- G-191: ICS/EOC Interface,
- G-2300: Intermediate EOC Functions,
- All-Hazards Position-Specific Offerings

Other general training topics included: equity in emergency management, psychological and emotional first aid, individual preparedness, and emergency budgeting.

## Appendix C: Exercise Types

### Discussion-Based

Discussion-based exercises include seminars, workshops, tabletop exercises (TTXs), and games. These types of exercises can be used to familiarize players with, or develop new, plans, policies, agreements, and procedures. Discussion-based exercises focus on strategic, policy-oriented issues. Facilitators and/or presenters usually lead the discussion, keeping participants on track towards meeting exercise objectives.

#### Seminars

Seminars generally orient participants to, or provide an overview of, authorities, strategies, plans, policies, procedures, protocols, resources, concepts, and ideas. As a discussion-based exercise, seminars can be valuable for entities that are developing or making major changes to existing plans or procedures. Seminars can be similarly helpful when attempting to assess or gain awareness of the capabilities of interagency or inter-jurisdictional operations.

#### Workshops

Although similar to seminars, workshops differ in two important aspects: participant interaction is increased, and the focus is placed on achieving or building a product. Effective workshops entail the broadest attendance by relevant stakeholders.

Products produced from a workshop can include new standard operating procedures (SOPs), emergency operations plans, continuity of operations plans, or mutual aid agreements. To be effective, workshops should have clearly defined objectives, products, or goals, and should focus on a specific issue.

#### Tabletop Exercises

A TTX is intended to generate discussion of various issues regarding a hypothetical, simulated emergency. TTXs can be used to enhance general awareness, validate plans and procedures, rehearse concepts, and/or assess the types of systems needed to guide the prevention of, protection from, mitigation of, response to, and recovery from a defined incident. Generally,

TTXs are aimed at facilitating conceptual understanding, identifying strengths and areas for improvement, and/or achieving changes in perceptions.

During a TTX, players are encouraged to discuss issues in depth, collaboratively examining areas of concern and solving problems. The effectiveness of a TTX is derived from the energetic involvement of participants and their assessment of recommended revisions to current policies, procedures, and plans.

TTXs can range from basic to complex. In a basic TTX (such as a Facilitated Discussion), the scenario is presented and remains constant—it describes an emergency and brings discussion participants up to the simulated present time. Players apply their knowledge and skills to a list of problems presented by the facilitator; problems are discussed as a group; and resolution is reached and documented for later analysis.

In a more advanced TTX, play advances as players receive pre-scripted messages that alter the original scenario. A facilitator usually introduces problems one at a time in the form of a written message, simulated telephone call, videotape, or other means. Players discuss the issues raised by each problem, referencing established authorities, plans, and procedures for guidance. Player decisions are incorporated as the scenario continues to unfold.

During a TTX, all participants should be encouraged to contribute to the discussion and be reminded that they are making decisions in a no-fault environment. Effective TTX facilitation is critical to keeping participants focused on exercise objectives and associated capability targets.

### Games

A game is a simulation of operations that often involves two or more teams, usually in a competitive environment, using rules, data, and procedures designed to depict an actual or hypothetical situation. Games explore the consequences of player decisions and actions. They are useful tools for validating plans and procedures or evaluating resource requirements.

During game play, decision-making may be either slow and deliberate or rapid and more stressful, depending on the exercise design and objectives. The open, decision-based format of a game can incorporate “what if” questions that expand exercise benefits.

Depending on the game’s design, the consequences of player actions can be either pre-scripted or decided dynamically. Identifying critical decision-making points is a major factor in the success of evaluating a game.

### Operations-Based

Operations-based exercises include drills, functional exercises (FEs), and full-scale exercises (FSEs). These exercises can be used to validate plans, policies, agreements, and procedures; clarify roles and responsibilities; and identify resource gaps. Operations-based exercises are characterized by actual reaction to an exercise scenario, such as initiating communications or mobilizing personnel and resources.

### Drills

A drill is a coordinated, supervised activity usually employed to validate a specific function or capability in a single agency or organization. Drills are commonly used to provide training on new equipment, validate procedures, or practice and maintain current skills. For example, drills may be appropriate for establishing a community-designated disaster receiving center or shelter.

Drills can also be used to determine if plans can be executed as designed, to assess whether more training is required, or to reinforce best practices. A drill is useful as a stand-alone tool, but a series of drills can be used to prepare several organizations to collaborate in an FSE.

For every drill, clearly defined plans, procedures, and protocols need to be in place. Personnel need to be familiar with those plans and trained in the processes and procedures to be drilled.

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### Functional Exercises (FEs)

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FEs are designed to validate and evaluate capabilities, multiple functions and/or sub-functions, or interdependent groups of functions. FEs are typically focused on exercising plans, policies, procedures, and staff members involved in management, direction, command, and control functions. In FEs, events are projected through an exercise scenario with event updates that drive activity typically at the management level. An FE is conducted in a realistic, real-time environment; however, movement of personnel and equipment is usually simulated.

FE controllers typically use a Master Scenario Events List (MSEL) to ensure participant activity remains within predefined boundaries and ensure exercise objectives are accomplished. Simulators in a Simulation Cell (SimCell) can inject scenario elements to simulate real events.

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### Full-Scale Exercises (FSEs)

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FSEs are typically the most complex and resource-intensive type of exercise. They involve multiple agencies, organizations, and jurisdictions and validate many facets of preparedness. FSEs often include many players operating under cooperative systems such as the Incident Command System (ICS) or Unified Command.

In an FSE, events are projected through an exercise scenario with event updates that drive activity at the operational level. FSEs are usually conducted in a real-time, stressful environment that is intended to mirror a real incident. Personnel and resources may be mobilized and deployed to the scene, where actions are performed as if a real incident had occurred. The FSE simulates reality by presenting complex and realistic problems that require critical thinking, rapid problem solving, and effective responses by trained personnel. The level of support needed to conduct an FSE is greater than that needed for other types of exercises. The exercise site for an FSE is usually large, and site logistics require close monitoring. Safety issues, particularly regarding the use of props and special effects, must be monitored. Throughout the duration of the exercise, many activities occur simultaneously.

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## Appendix D: IPP Participating Organizations

<b>Participating Organizations</b>
City of Portland
City of Gresham
Regional Disaster Preparedness Organization (RDPO)
Health Preparedness Organization (HPO) – Region 1
Metro
Port of Portland
Oregon Health Authority
Portland Public Schools
Lewis & Clark College
Multnomah University
Reed College
Portland State University
Multnomah County Drainage District