



City of Portland

Basic Emergency Operations Plan

February 2011



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Our number one City goal is to ensure a safe and peaceful community. Hence, all City bureaus have a shared responsibility to reduce risk, enhance livability and ensure the continuity of essential city services. The plans coordinated through the Portland Office of Emergency Management provide the framework for how the city will respond to the most likely hazards that could negatively impact us. The core document of this citywide planning is the Basic Emergency Operations Plan (BEOP).

The BEOP documents how our city prepares for, reduces the risk of, responds to and recovers from emergencies. It describes the roles and responsibilities of City bureaus and how they will coordinate resources and activities with each other and our federal, state, county, regional, private-sector and non-governmental organization partners.

The BEOP profiles the community, our hazard vulnerability and our capabilities. It documents a multi-bureau concept of operations that guides the coordination of resources at different response levels to an emergency. Understanding bureau-specific responsibilities in emergencies is integral to assuring that necessary and appropriate actions are taken to protect people, property and the environment from any threat or hazard. The BEOP, as the hub of all emergency plans, is the basis for operational procedures and coordinated efforts.

Your familiarity with this plan will aid in your ability during emergencies. Knowing what to expect, knowing who to count on and what you can do to prepare yourself will help keep the emergency from managing us.

Mayor Sam Adams

Table of Contents

1	Introduction	1-1
1.1	Purpose	1-1
1.2	Scope.....	1-1
2	Situation and Assumptions.....	2-1
2.1	Situation.....	2-1
2.1.1	Community Profile.....	2-1
2.1.2	Population Distribution	2-6
2.1.3	Characteristics and Location of Vulnerable Populations	2-6
2.1.4	Hazard Vulnerability and Geographical Areas of Impact	2-6
2.1.5	Mitigation/Risk Reduction Overview	2-9
2.1.6	Critical Facilities and Infrastructure.....	2-13
2.1.7	Vulnerable Critical Facilities	2-13
2.1.8	Commercial and Residential Buildings	2-14
2.1.9	Capability Assessment.....	2-17
2.2	Planning Assumptions	2-18
3	Concept of Operations	3-1
3.1	Incident Response.....	3-1
3.2	Readiness and Coordination Thresholds	3-2
3.2.1	Bureau Incident Command Posts (ICPs).....	3-7
3.3	POEM Duty Officer	3-8
3.4	Emergency Coordination Center (ECC)	3-8
3.5	Disaster Declarations	3-8
3.5.1	Local Declarations	3-9
3.6	Recovery.....	3-10
4	Organization and Assignment of Responsibilities.....	4-1
4.1	General.....	4-1
4.2	Mayor and City Council	4-1
4.3	Commissioners.....	4-1
4.4	Disaster Policy Council.....	4-1
4.5	Duties of All City Bureaus.....	4-1
4.5.1	City Attorney's Office	4-2
4.5.2	Bureau of Development Services (BDS).....	4-3
4.5.3	Bureau of Emergency Communications (BOEC).....	4-3
4.5.4	Portland Office of Emergency Management (POEM).....	4-4
4.5.5	Bureau of Environmental Services (BES).....	4-5
4.5.6	Portland Fire and Rescue (PF&R)	4-5
4.5.7	Portland Housing Bureau.....	4-6
4.5.8	Office of Management and Finance (OMF)	4-6
4.5.9	Office of Neighborhood Involvement (ONI).....	4-8
4.5.10	Portland Parks and Recreation (Parks)	4-8
4.5.11	Bureau of Planning and Sustainability (BPS)	4-9
4.5.12	Portland Police Bureau (PPB).....	4-9
4.5.13	Portland Bureau of Transportation (PBOT)	4-10
4.5.14	Water Bureau	4-11
4.5.15	Mutual Aid Agencies and Organizations	4-11

5	Direction and Control	5-1
5.1	Mayor.....	5-1
5.2	Incident Command	5-1
5.3	Area Command	5-1
5.4	Emergency Coordination Center (ECC)	5-1
5.5	Disaster Policy Council (DPC).....	5-2
5.6	Multiagency Coordination (MAC) Group	5-2
5.7	Integration of Local, State and Federal Response Agency Personnel.....	5-2
5.8	Lines of Succession.....	5-3
6	Administration, Finance and Logistics	6-1
6.1	Mutual Aid Agreement List	6-1
6.2	Administration.....	6-1
6.2.1	Limitations and Liabilities	6-1
6.3	Logistics.....	6-3
6.4	Finance and Administration.....	6-4
7	Plan Development and Maintenance	7-1
7.1	Plan Administration.....	7-1
7.1.1	Record of Plan Changes.....	7-2
7.2	Plan Distribution	7-2
8	Authorities and References.....	8-1
8.1	Legal Authorities.....	8-1
8.1.1	Federal.....	8-1
8.1.2	State of Oregon.....	8-1
8.1.3	Multnomah County.....	8-1
8.1.4	City of Portland.....	8-2
A	Glossary of Terms.....	A-1
B	List of Acronyms.....	B-1

List of Figures

Figure 2-1	City Owned Properties	2-2
Figure 2-2	Emergency Transportation Routes and Transit	2-3
Figure 2-3	Neighborhood Coalitions.....	2-4
Figure 2-4	Lifelines in the Interstate 5 Urban Corridor	2-5
Figure 2-5	Natural Hazards	2-10
Figure 2-6	Earthquake Fault Lines	2-11
Figure 2-7	Wildfire Hazard.....	2-12
Figure 2-8	Pre-1978 Masonry Building.....	2-15
Figure 2-9	Vulnerable Sites	2-16

List of Tables

Table 3-1	Incident Command Assignments.....	3-1
Table 3-2	Emergency Coordination.....	3-2
Table 3-3	Routine Operations	3-3
Table 3-4	Enhanced Operations.....	3-4
Table 3-5	Partial Activation.....	3-5
Table 3-6	Full ECC Activation	3-6
Table 8-1	Record of Plan Changes for the City of Portland BEOP	7-2

1 Introduction

1.1 Purpose

The purpose of the City of Portland Basic Emergency Operations Plan (BEOP) is to outline the framework for coordinated response and efficient use of City resources during emergencies and major disasters.

The BEOP is the core document of the City of Portland Comprehensive Emergency Management Plan (CEMP) and is an all-hazards plan describing how the City's emergency management system is organized to respond to emergencies. The CEMP describes how various bureaus in the City will coordinate resources and activities with other federal, state, county, regional, private-sector and non-governmental organizations to prepare for, mitigate against, respond to and recover from any emergency that could adversely affect the health and safety of Portland's residents, visitors and the environment.

Functional Annexes to the BEOP are individual sections that focus on specific response and recovery capabilities. The Functional Annexes identify and describe the actions, roles and responsibilities for performing core emergency operations functions before, during and after an emergency.

Hazard Specific Appendices to the BEOP describe the hazard and outline strategies and procedures for preparing for, mitigating against, responding to and recovering from any emergency related to the hazard.

Beyond the functional annexes and hazard specific appendices, the CEMP includes chapters addressing natural hazards risk reduction and hazard vulnerability assessment and recovery guidelines.

The BEOP is formatted consistent with the [Comprehensive Preparedness Guide \(CPG\) 101](#) and is in alignment with the [National Incident Management System \(NIMS\)](#) and the [National Response Framework \(NRF\)](#). On April 5, 2006 the City formally adopted, through Resolution No. 36395, the NIMS framework for enabling effective and coordinated incident management.

1.2 Scope

The City is responsible for city owned assets and infrastructure and the services performed as described in City charter and code. Through a comprehensive emergency management system, the City prepares to carry out all emergency functions to respond to and recover from disaster. The Basic Emergency Operations Plan is the first chapter of the city's Comprehensive Emergency Management Plan and is the framework enabling the City to coordinate its resources in emergency response and recovery efforts. The BEOP identifies the common agreements and methodologies under which all emergency incidents involving city resources will operate. The BEOP provides an overview of the roles and responsibilities of multiple City bureaus and regional agencies

that will need to coordinate their resources for effective disaster management. Below is a list of the components of the Comprehensive Emergency Management Plan.

Basic Emergency Operations Plan

Functional Annexes

- A. Coordination, Direction & Control
- B. Communications
- C. Alert and Warning
- D. Emergency Public Information
- E. Energy
- F. Population Protection
- G. Mass Care/Emergency Assistance
- H. Public Health and Medical Services
- I. Resource Management
- J. Public Works
- K. Firefighting
- L. Public Safety and Security
- M. Private Sector Coordination
- N. Transportation
- O. Volunteer and Donations Management

Hazard Specific Appendices

- 1. Chemical, Biological, Radiological, Nuclear and Explosive
 - a. Terrorism
 - b. Hazardous Materials
- 2. Earthquake
- 3. Severe Weather
 - a. Snow and Ice
 - b. Winter Weather
- 4. Flood
- 5. Wildland Urban Interface Fire
- 6. Landslide
- 7. Volcanic Eruption

Natural Hazard Mitigation – Risk Reduction Strategy

Recovery

- 1. Damage Assessment
- 2. Debris Management
- 3. Restoration of Lifelines
- 4. Public Assistance
- 5. Continuity of Operations (COOP)

2 Situation and Assumptions

2.1 Situation

2.1.1 Community Profile

The City of Portland, with a population of 582,130¹, comprises an area of approximately 145 square miles in northwestern Oregon (134.3 sq. mi. of land and 11 sq. mi. of water) and sits at an elevation of 50 feet above sea level with hills extending higher than 1,000 feet. Located on the banks of the Willamette River at its confluence with the Columbia River, Portland is the center of commerce, industry, transportation, finance and services for a metropolitan area of more than two million people. Portland is the seat of Multnomah County with small portions of the city lying in both Clackamas and Washington Counties. Portland is the largest city in Oregon and the second largest city in the Pacific Northwest. The city is situated approximately 179 miles south of Seattle, Washington and 372 miles north of San Francisco, California.

Based on a risk, vulnerability and threat assessment, the United States Department of Homeland Security (DHS) has recognized Portland as a Tier 2 urban area as part of the Urban Areas Strategic Initiative (UASI) federal grant program. The Portland Urban Area (PUA) covers six primary jurisdictions, which includes the City of Portland, Clackamas, Columbia, Multnomah and Washington Counties in Oregon State and Clark County in Washington State.

City property, Emergency Transportation Routes and Transit, Neighborhood Coalitions and their populations and Lifelines in the Interstate 5 Urban Corridor are a few of the maps identifying assets that can be valuable resources during emergencies. The community depends on these services and organizations of city resources for economic stability, health and welfare. Not all of these resources are managed by the City making it imperative to plan with the community, businesses and industry to create a strategy for risk reduction, emergency response and expedient recovery.

¹ July 1, 2009 [Portland State University Population Research Center](#)

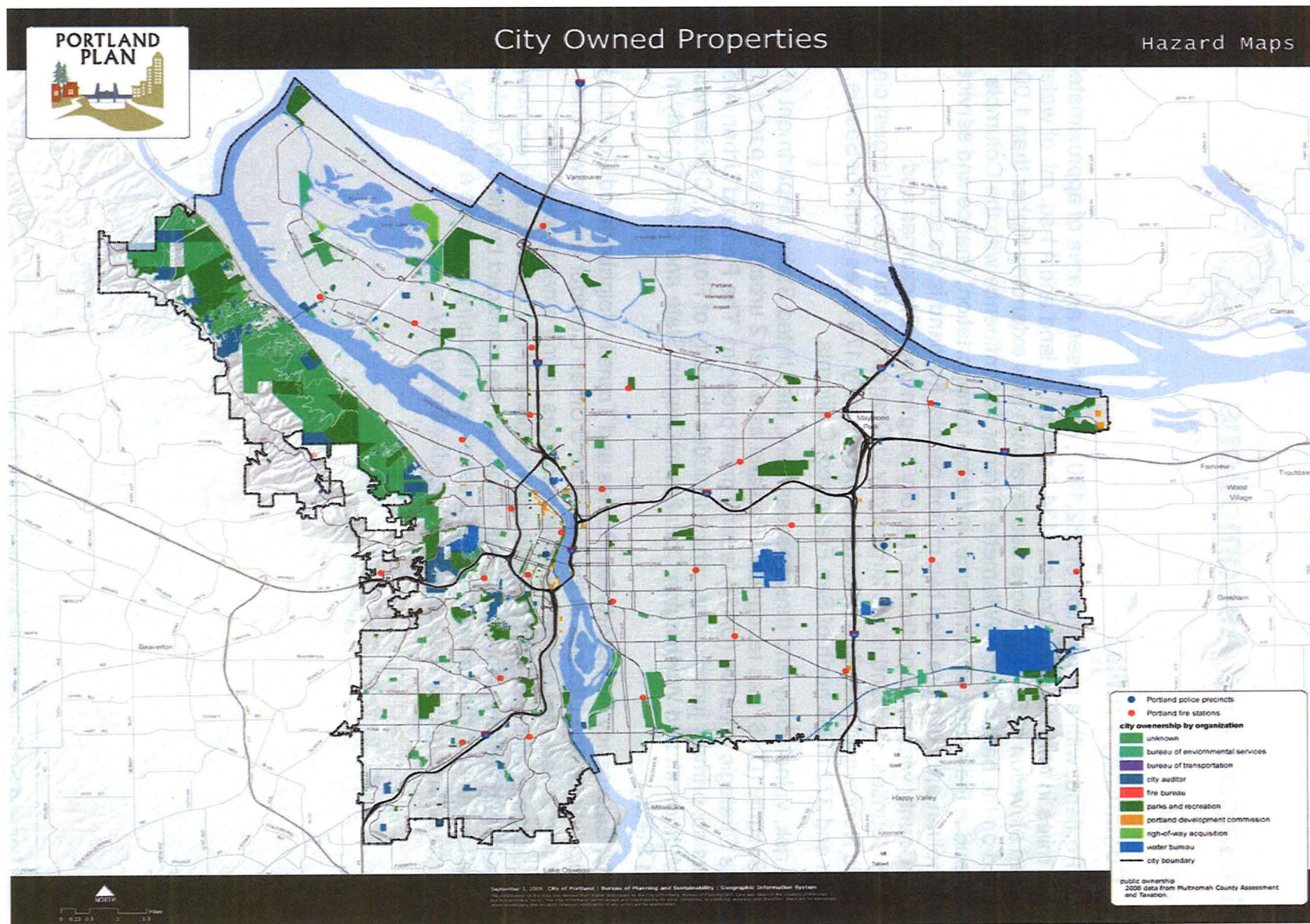


Figure 2-1 City Owned Properties

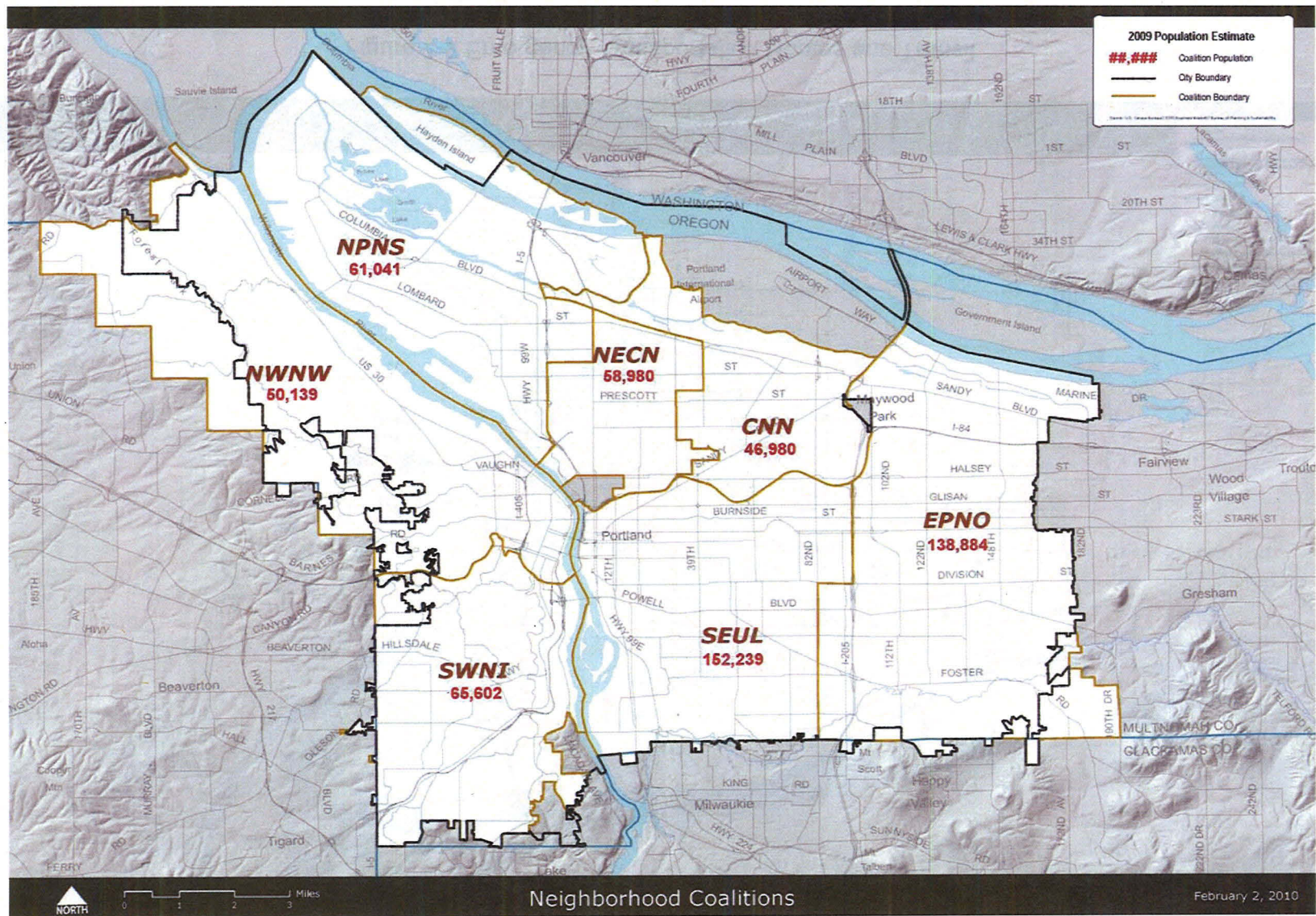


Figure 2-3 Neighborhood Coalitions

Lifelines in the Interstate 5 Urban Corridor

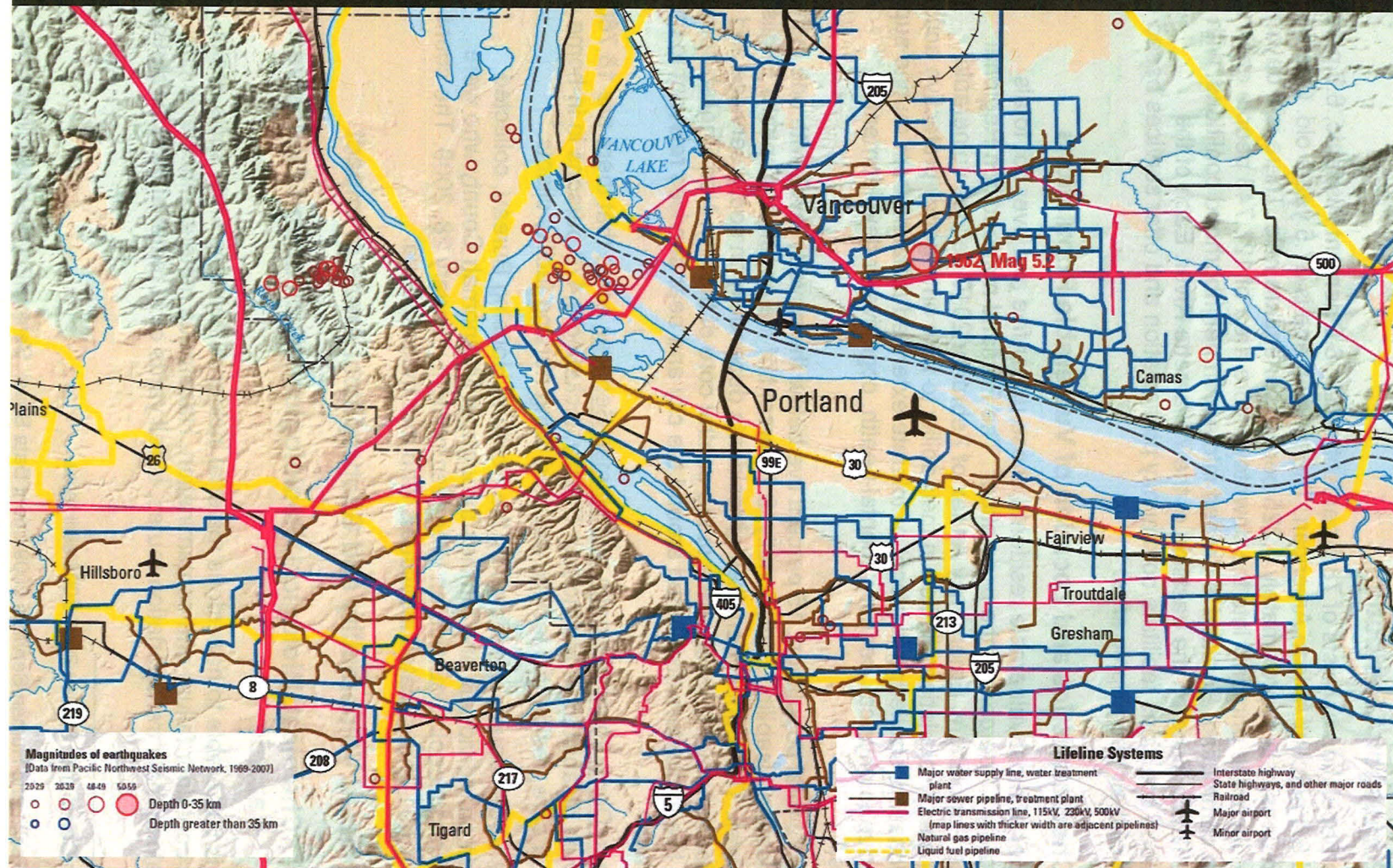


Figure 2-4 Lifelines in the Interstate 5 Urban Corridor

2.1.2 Population Distribution

Portland's population consists of 78.6 percent White, 8.8 percent Hispanic, 6.5 percent Asian and 6.4 percent African American. The median age is 37.5 years old. Overall population density is approximately 4,225 people per square mile. There is a daytime population increase primarily into the downtown core area of 121,743 people each week day due to commuting. Portland is divided into seven neighborhood coalitions, with 80% of the population living on the eastside of the Willamette River. Each of the neighborhood coalitions facilitate community participation and offer services based on the needs of their geographic area.

2.1.3 Characteristics and Location of Vulnerable Populations

The number of most vulnerable residents, those under five and over 65, totals approximately 17 percent of the population². The Portland metropolitan Regional Vulnerable Populations Emergency Annex of February 2010 defines vulnerable populations as "Populations limited in their ability to take emergency protective action (e.g., evacuation, sheltering in place) or tolerate extended isolation from routine support networks due to physical, sensory, mental health, cognitive or developmental conditions."

Of Portland's total population, 15 percent live below the poverty level, with one in five having a lasting disability³. Additionally, 9.2 percent of the population speaks English less than well. The highest densities of residents depending on social services and living under the poverty level reside in the central core of the city. Non-English speaking residents live in clusters distributed around the city and near services relevant to their communities.

The Oregon Department of Health and Human Services notes that there are 18,760 persons with disabilities in Multnomah County, including 6,472 persons in in-home care, adult foster care, residential facility, assisted living nursing facility clients.⁴

The 2009 Street Count, conducted by the Portland Housing Bureau, collected information on individuals and families throughout Multnomah County who were homeless and sleeping outside on Wednesday night, January 28, 2009. The count identified 1,591 unduplicated individuals who met these criteria.

2.1.4 Hazard Vulnerability and Geographical Areas of Impact

2.1.4.1 Chemical, Biological, Radiological, Nuclear and Explosive Hazards

Portland is vulnerable to hazardous material incidents including fires, spills, leaks, ruptures, container failure and contamination. Hazardous materials incidents can happen along main transportation routes, in rail yards or at material transfer stations.

² American Community Survey 2006-2008 estimates

³ Ibid

⁴ Oregon Health and Human Services 2009 Client Data Base: Seniors/Physical Disabilities Data

The impact of a release could be on water, air or land and could react differently to the environment depending upon the material. Hazardous materials may be explosives, flammables, combustibles, compressed gases, cryogenics, poisons, toxics, reactive and oxidizing agents, radioactive materials, corrosives and carcinogens. Response and material considerations are listed in the PF&R Hazardous Materials Emergency Response Plan and the US Department of Transportation [2008 Emergency Response Guidebook](#).

Portland is vulnerable to chemical, biological, radiological, nuclear and explosive incidents, civil disorder, and terrorism. As a major population center, west coast transportation hub for river, rail and road commerce, the proximity of commercial and residential developments to hazardous materials facilities and as the site of fuel pipeline convergence, Portland is vulnerable to terrorist incidents.

The Oregon State Fire Marshal maintains an inventory of facilities that store, use or ship hazardous materials in reportable quantities as defined by federal and state law. In the Portland metropolitan area, fire department hazardous material planners have categorized the facilities in the state list to relative hazard of an incident at each site. Facilities are rated on a scale of one to three, with three presenting the greatest risk based on toxicity, quantity and surrounding environment. PF&R currently monitors 108 facilities that store and use extremely hazardous substances (EHS).

2.1.4.2 Natural Hazards

Portland's climate, geology, topography and its proximity to the mountain ranges, the Columbia Gorge and the Pacific Ocean, determine which hazards affect the city and their potential impact. For the most part, Portland's climate is moderate but does experience surges of temperature change, precipitation and wind.

Portland is subject to and has been affected by flooding, landslides, earthquakes, volcanic eruptions, wildfires, and severe weather, including windstorms and winter weather events. The historic impacts of these hazards have resulted in economic loss and damage to critical infrastructure in and around the city.

2.1.4.2.1 Flooding

Flooding occurs from river and local storm water drainage overflow from the Columbia, Willamette, Tualatin and Sandy Rivers and Johnson Creek. Due to terrain and topography Johnson Creek is susceptible to floods on an average of bi-annually. The city is susceptible to winter rain flooding between October and May. Between May and July snowmelt and runoff can create flood conditions. Typically, the most severe floods result from rainfall between December and February.

2.1.4.2.2 Landslide

Landslides, debris flows and lateral spread, may occur in Portland during the rainy months (October through May). They generally result from intense or prolonged rainfall, particularly during a rain on snow event. Several steep sloped natural areas are prone to yearly landslides: Forest Park, Terwilliger Wildlands, Marquam Nature Park in west Portland and the Willamette Escarpment east of the Willamette River are notable.

2.1.4.2.3 Earthquake

Most of the Pacific Northwest lies within the Cascadia Subduction Zone where the Juan de Fuca and the North American Plates meet. The convergence of these tectonic plates put most areas of western Oregon and Washington at risk for a catastrophic earthquake of magnitude 9.0 or higher. Portland lies in this area of risk. The city also straddles three identified crustal faults that stretch the length of Portland: the Oatfield Fault west of the northwest hills; the East Bank Fault, traversing the Willamette into Oregon City and the Portland Hills Fault which runs parallel to Forest Park into downtown Portland and could be capable of generating moderately large earthquakes.

2.1.4.2.4 Volcanic Activity

As a result of the subduction zone, there are active volcanoes nearby, including Mt. St. Helens in southwest Washington and Mt. Hood and Mt. Jefferson in Oregon. The 1980 eruption of Mt. St. Helens yielded significant ashfall in Portland that impaired breathing and visibility and clogged air filters, HVAC systems and water and sewer systems.

2.1.4.2.5 Wildfire

Portland's considerable urban forest, natural parks and open space areas increase its susceptibility to wildfires within the city limits. The city's natural areas designated as wildfire hazard areas include Forest Park, Powell Butte, the Willamette Bluffs or Escarpment, Oaks Bottom, Mock's Crest, Marquam Nature Park, Terwilliger Wildlands, Kelly Butte, Rocky Butte and Mt. Tabor. The two largest areas, Forest Park and Powell Butte, have been identified as high risk for wildfire because of high-density commercial and residential development in the surrounding areas.

2.1.4.2.6 Severe Weather

2.1.4.2.6.1 Wind Storms

The most destructive winds experienced in Portland are those that blow from the south, parallel to the major mountain ranges. Some winds blow from the east, but most often do not carry the same destructive forces as those from the Pacific Ocean. Severe storms affecting Portland with snow and ice typically originate in the Gulf of Alaska or in the Central Pacific Ocean. These storms are most common from October through March.

2.1.4.2.6.2 Winter Weather

The city can be affected by severe weather events originating in the central Pacific Ocean. Snow events can occur if a wet Pacific storm reaches the area when a cold air mass is present. A natural break in the Cascade Mountains sometimes allows cold air from the east to funnel through the Columbia Gorge into the Portland area, which can eventually settle south to the Willamette Valley and thus create a snow and ice event. Emergency response times can be slowed because of icy road conditions and debris blocking road access. The weight of snow or ice can cause utility disruption and falling trees and limbs.

2.1.5 Mitigation/Risk Reduction Overview

The 2010 Natural Hazard Risk Reduction Strategy (NHRRS) focuses on eight natural hazards that could impact Portland: earthquake, severe weather, flood, invasive plant species, landslide, erosion, volcanic activity and wildland urban interface fire.

The NHRRS identifies mitigation actions that City bureaus should take before and after a disaster and provides a record of short- and long-term actions to reduce risk and vulnerability. It emphasizes projects and programs that reduce the impacts of multiple hazards, addresses structures and the environment and identifies actions that assure the City maintains National Flood Insurance Program (NFIP) compliance.

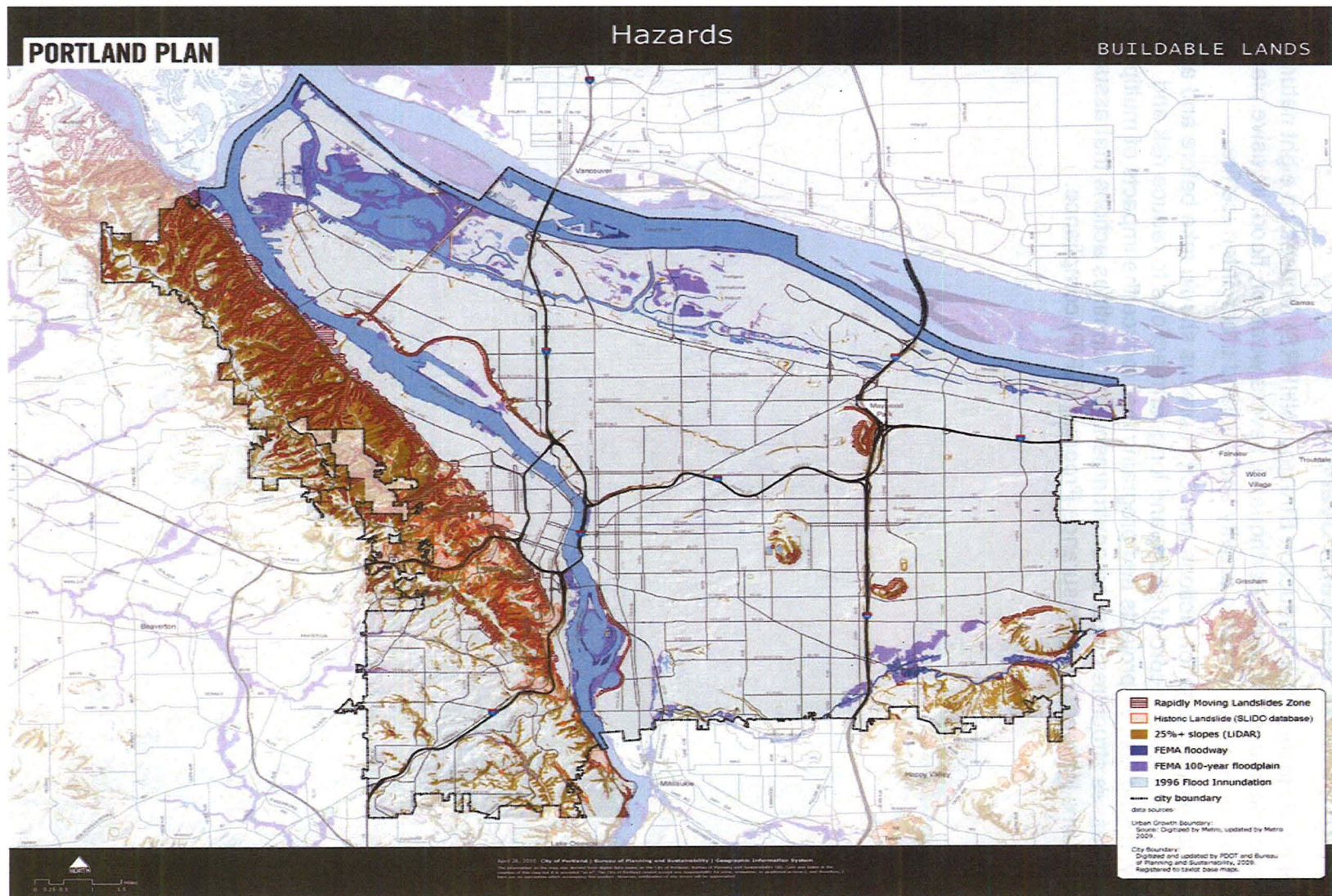


Figure 2-5 Natural Hazards

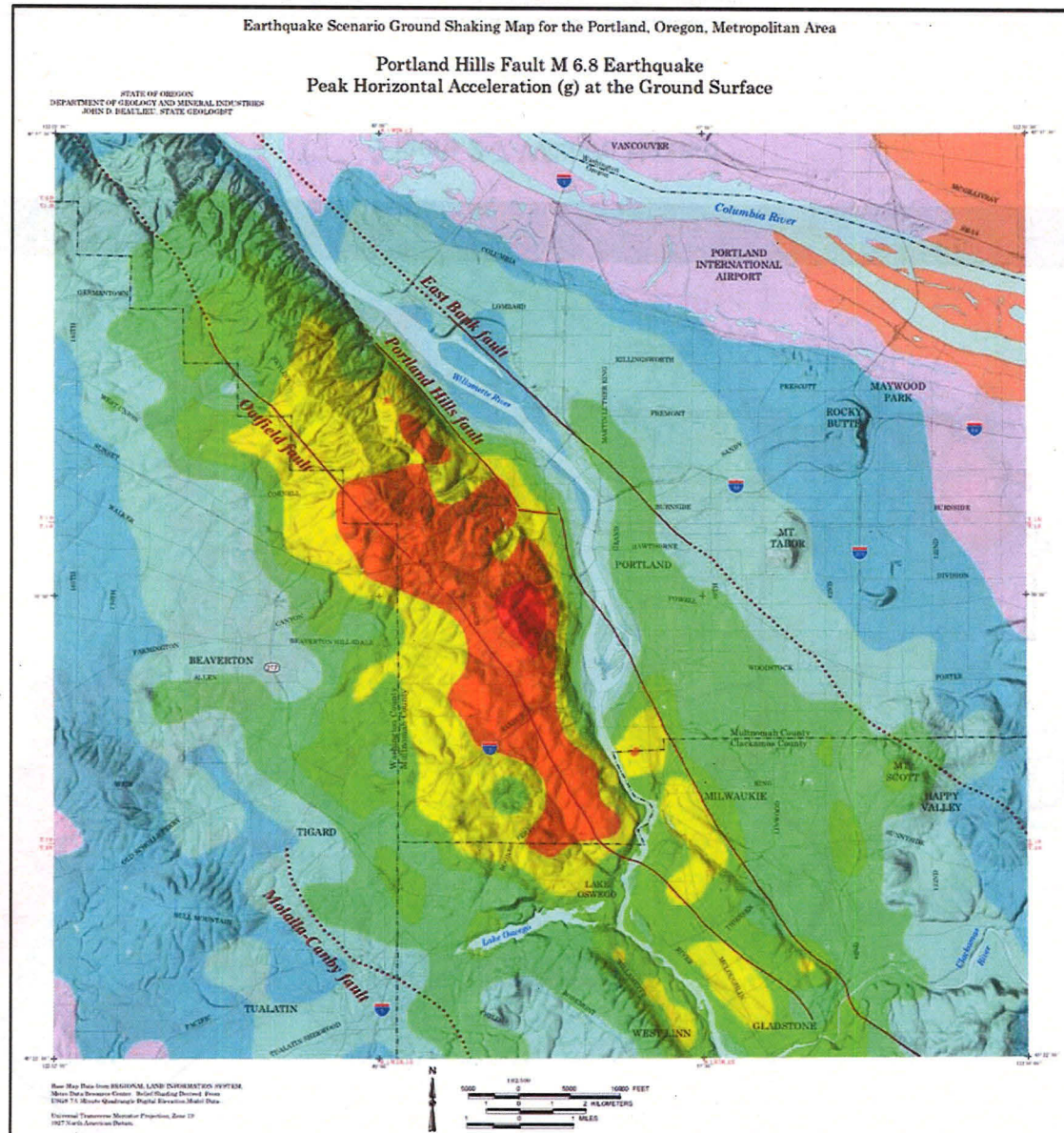


Figure 2-6 Earthquake Fault Lines

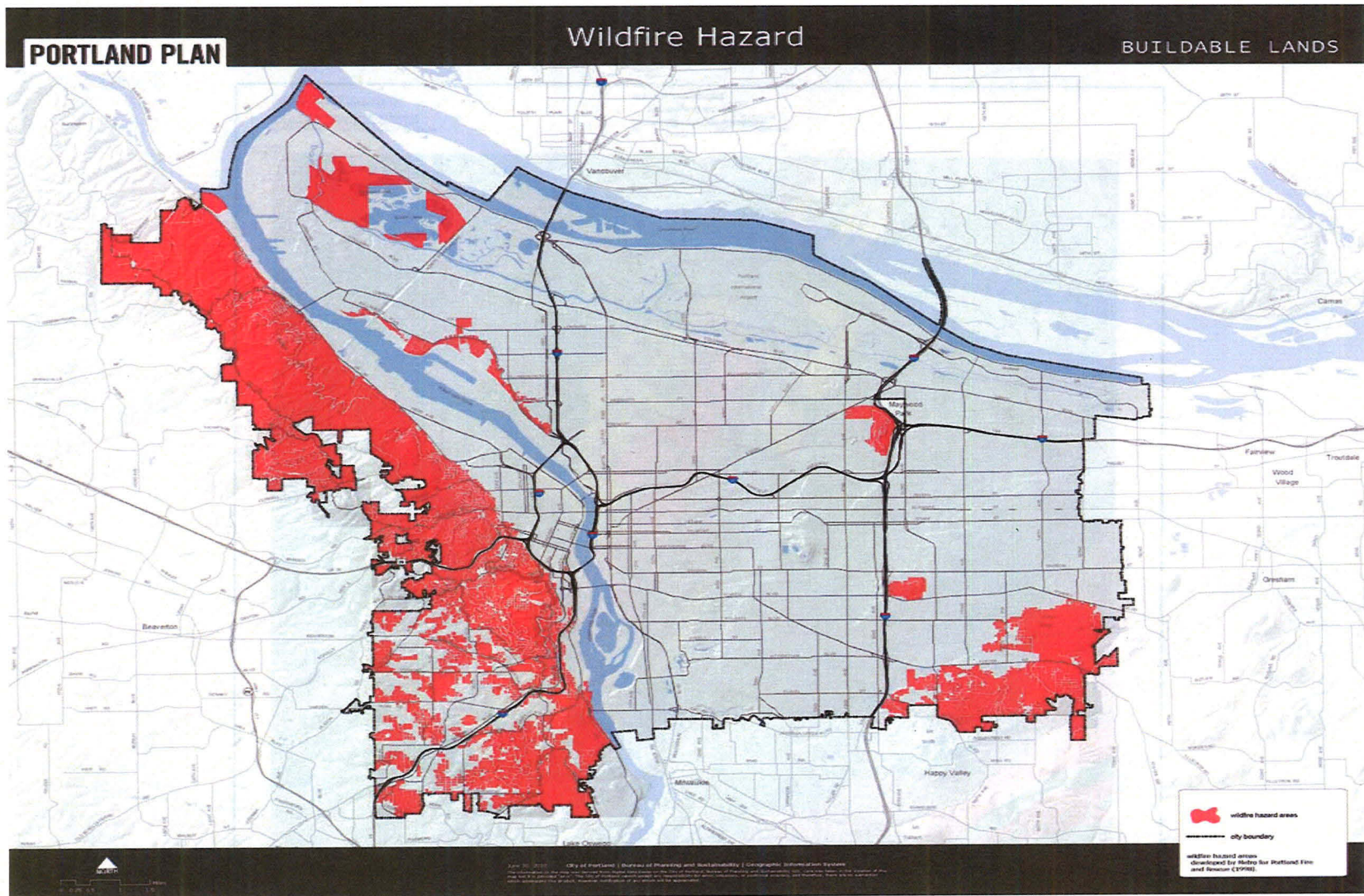


Figure 2-7 Wildfire Hazard

2.1.6 Critical Facilities and Infrastructure

The Portland Urban Area (PUA) has defined critical infrastructure as:

“Publicly and privately controlled systems and assets, including the natural environment, built environment and personnel, essential to the sustained function of the five-county area consisting of the counties of Clackamas, Clark, Columbia, Multnomah and Washington. In particular, those systems and assets which are essential to maintain or restore continuity of services providing security, safety, health, sanitation, public confidence, or economy of the area and its residents. Incapacitation or destruction of any of these systems or assets would have a debilitating impact on the five-County area directly, through interdependencies and/or cascading effects.”

Critical facilities and infrastructure are those that are essential to the health and welfare of the population and are especially important following an emergency. They include but are not limited to: hospitals, schools, fire and police stations, fuel/energy distribution and production sites, transportation systems, communication systems and high-potential loss facilities.

Infrastructure consists of assets in two general networks that serve whole communities such as transportation modalities (roads, rail, etc.) and utilities. These are necessary municipal or public services provided by the government or by private companies and defined as long-term capital assets that are normally stationary in nature and can be preserved for a significant number of years. Examples are streets, bridges, tunnels, drainage systems, water and sewer lines, pump stations and treatment plants, dams, lighting systems and facilities. The City classifies the police precincts, fire stations, City Hall, the 1900 Building, the Portland Building, Bureau of Emergency Communications and the Justice Center as essential facilities. Essential services are listed within bureau specific continuity of operations plans.

The City recognizes it depends on critical infrastructure that is privately owned and operated, including power utilities, telecommunications and petroleum distribution. Critical infrastructure owners and operators are vital members of the emergency management system and involved in all aspects of preparedness, mitigation, response and recovery planning.

2.1.7 Vulnerable Critical Facilities

An earthquake, whether it be a localized crustal earthquake or a subduction zone earthquake, would be devastating if it occurred in the Portland metropolitan area. A major earthquake would likely do extensive damage to many of the region's bridges and overpasses, most of which have not been retrofitted to withstand this type of event. In addition, many structures are located on poor soils likely to experience liquefaction from prolonged ground shaking. Most of the state's major medical facilities are within the city limits of Portland. Major damage would likely occur to most of the public and private buildings (60% built before 1978), vast road networks, rail and utility transmission lines.

The Multnomah County Drainage District (MCDD) comprises a 30 plus mile system of dikes protecting the Portland International Airport, Portland International Raceway,

Portland Expo Center, the Columbia Industrial Corridor, several residential neighborhoods and the City's underground well system.

The city's industrial area, the Port of Portland marine terminals and the newly established south and north waterfront developments along the Willamette River are all located on liquefiable soils.

2.1.8 Commercial and Residential Buildings

While building codes enhance structural resiliency, zoning influences development location and hazard mitigation projects protect against the hazard, the old building stock is still vulnerable to future hazard impact. Sixty percent of buildings in Portland were built before the first seismic building standards were enforced through the use of building codes. The materials and the structural integrity of the buildings determine their stability in an earthquake. The seismic code was developed in 1978 in response to earthquake losses worldwide. Unreinforced masonry buildings are susceptible to structural failure or collapse after an earthquake. There are approximately 1,700 unreinforced masonry buildings in Portland, with a large portion of them located in proximity to major transportation routes and in areas with the greatest numbers of vulnerable populations.

Commercial and residential buildings in Portland may be vulnerable to flooding, landslide, wildland urban interface fire and severe weather depending on their proximity to known hazard areas. However, through risk reduction strategies – loss and injuries can be reduced. Such strategies include earthquake or flood proofing retrofit opportunities for businesses and homeowners.

Figures 2-8 and 2-9 show the location of vulnerable structures.

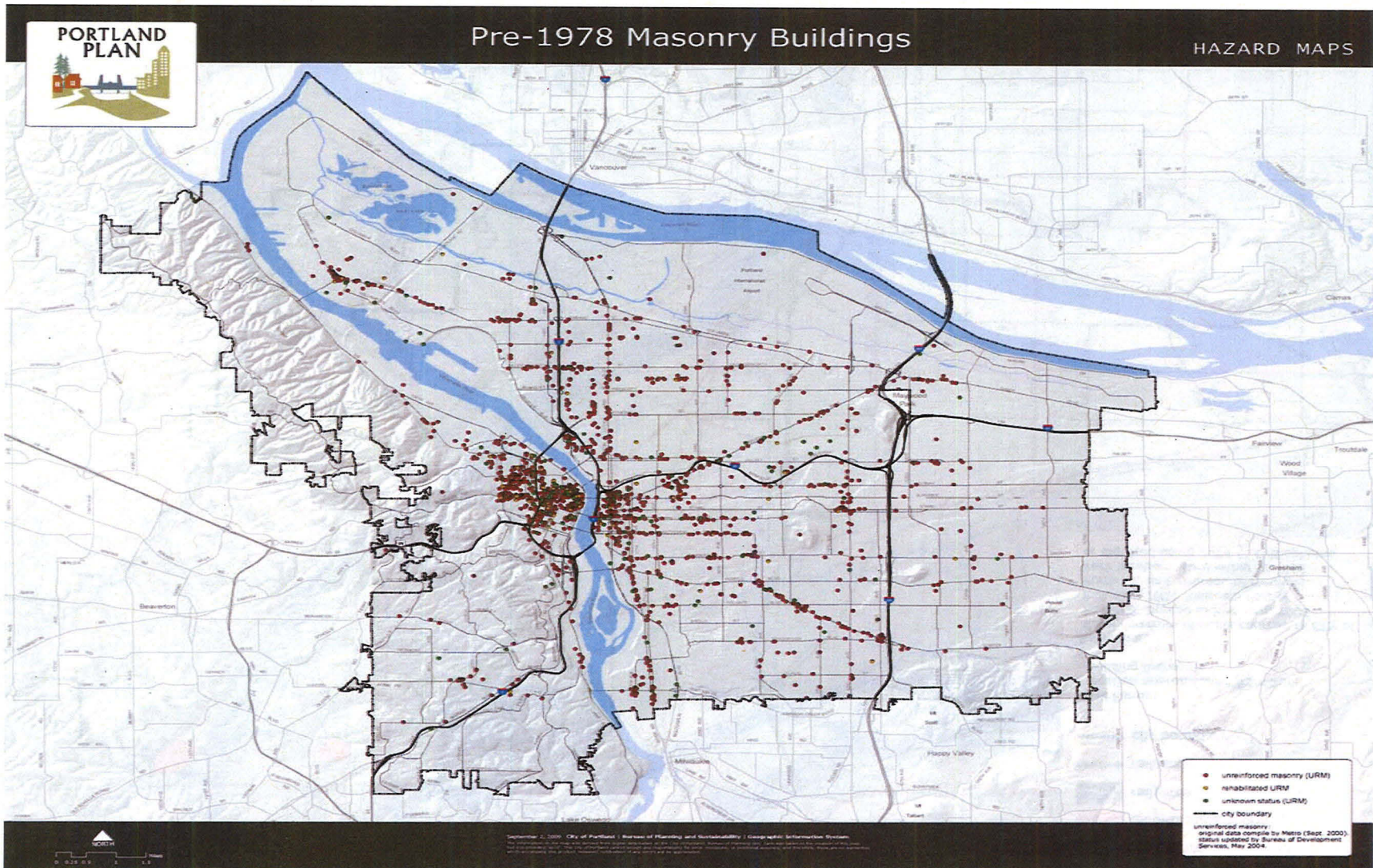


Figure 2-8 Pre-1978 Masonry Building

Vulnerable Sites

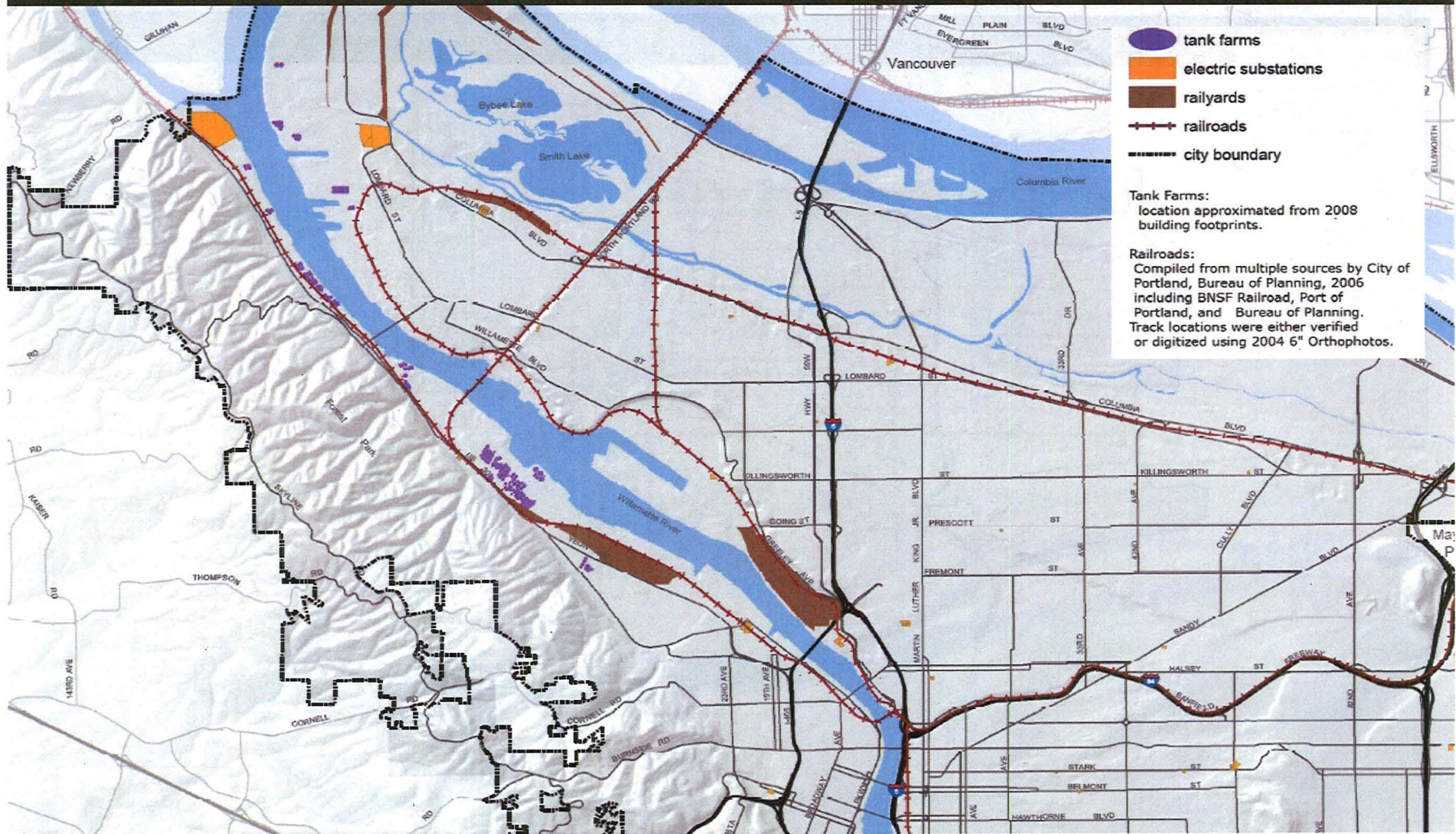


Figure 2-9 Vulnerable Sites

2.1.9 Capability Assessment

POEM uses the DHS Target Capabilities List (TCL) and the Emergency Management Accreditation Program (EMAP) standards to assess the city's emergency management program and to identify areas needing improvement. POEM works at a regional level to develop plans, agreements, procedures, exercises and critical tasks needed for strengthening regional capabilities.

The following list outlines the capabilities consistent with the CEMP's functional annexes.

- *Emergency Coordination Center (ECC) Management* is the capability to provide multi-agency coordination (MAC) for incident management by activating and operating an ECC for a pre-planned or no-notice event. ECC management includes activation, notification, staffing and deactivation; management, direction, control and coordination of response and recovery activities; coordination of efforts among neighboring governments at each level and among local, regional, state and federal ECCs; coordinating public information and warning and maintenance of the information and communication necessary for coordinating response and recovery activities.

Several response bureaus operate Incident Command Posts (ICPs). As needed, the city's Emergency Coordination Center provides support to the incident command post for the on-scene response. The incident command system is utilized as a standard to facilitate multi-level and scalable emergency response to any type of event.

- *Emergency Public Information and Warning* capability includes developing, coordinating and disseminating information to the public, and incident responders across all jurisdictions and disciplines. The City participates in the regional public information concept of operations plan that outlines procedures to be implemented to create coordinated public information and the responsibilities of organizations within the region to ensure information is coordinated, prompt, useful, and reliable.
- *Population Protection* capability assures processes for implementing and supporting protective actions for and by the public, including the safe and effective sheltering-in-place or evacuation of general and at-risk populations including companion animals.
- *Mass Care/ Emergency Assistance* capability outlines processes for sheltering including establishing plans, protocols and agreements with facility owners and operators. The City has identified the American Red Cross, Oregon Trail Chapter as the lead agency for sheltering. The Multnomah County Sheriff is responsible for the county jail population. Multnomah County Health Department has plans in place to identify populations at risk and the organizations that can provide information and offer services to these populations.
- *Health and Medical* capability provides general health for the population and medical care in emergency. The City relies on Multnomah County's network of public health clinics and professionals, the protocols developed through the

Metropolitan Medical Response System and the planning and identification of roles and responsibilities through Multnomah County's Mass Fatality and Mass Casualty Plans. The City does not have a dedicated bureau responsible for public health but has many bureaus that participate in response to community health issues. PF&R, Parks, Water, BES and Police all have roles in public health and medical incidents.

- A *Resource Management* capability allows for the ability to identify, inventory, dispatch, mobilize, transport, recover, and demobilize and to accurately track and record available human and material critical resources throughout all incident management phases. Because the impact of a large scale event will cross jurisdictional borders, this capability is currently being developed on a regional basis. Knowing what resources could be needed and what resources are locally available is a primary need in disaster. Industry, regional public works, fire and law enforcement agencies are identifying how resources will be managed locally before requesting additional resources from the state.

2.2 Planning Assumptions

- Emergency response personnel may be unable or unavailable to report to work. Certain operations or services may be unavailable due to blocked access or damage to facilities.
- Some incidents occur with enough warning that appropriate notification can be issued to ensure an appropriate level of preparation. Other incidents occur with no advanced warning.
- Overwhelmed communications systems could impair communication to the public, across disciplines and to other jurisdictions.
- Non-essential operations may be curtailed to free up resources to respond to the event.
- The City is dependent on privately owned and operated critical infrastructure resources, including fuel and power utilities, to provide services. If inoperable or depleted, response and recovery efforts may be delayed.
- In the event of widespread electrical outages, essential facilities and services will need to operate at minimum load to continue services. To do so generators will be used. Allocation of fuel to operate the generators will need to be prioritized.
- Portland residents, businesses and industry may have to utilize their own resources and be self-sufficient following an emergency event for a minimum of 72 hours.
- A large-scale event will exceed the emergency response capabilities of the City of Portland and the state. Additional resources will be required from other states and/or the Federal Government to achieve an effective response.
- Competing demands for resources may require the prioritization of scarce resources.

3 Concept of Operations

3.1 Incident Response

The BEOP is based on the premise that emergency functions for various bureaus and regional response agencies involved in emergency management will generally parallel normal day-to-day functions. To the greatest extent possible, the same personnel and material resources will be employed in both cases.

In response to a call for emergency assistance through the 9-1-1 system, the appropriate assignment of resources for police, fire and emergency medical services will be deployed to the scene. As soon as first response units from the lead agency arrive on-scene, the most senior official will assume the position of Incident Commander and will continue serving in this capacity until a determination is made to transfer incident command to a more senior official. Should the response require the close coordination of multiple response bureaus, the Incident Commander will make a determination to transition to a Unified Command.

The bureau with functional responsibility for the primary hazard will serve as the lead bureau. A lead bureau / incident command agency has been determined for each hazard likely to impact the city of Portland and is outlined in Table 3-1. Some incidents may involve more than one hazard, but the one considered primary is the hazard posing the potential for causing the greatest harm. As an incident evolves, however, and as the original hazard is minimized and supplanted by a different hazard or functional need, the lead agency / incident command designation may transfer from one bureau to another.

Table 3-1 Incident Command Assignments	
Hazard	Incident Command Bureau
Chemical, Biological, Radiological, Nuclear and Explosive Device (CBRNE) <ul style="list-style-type: none"> • Terrorism • Hazardous Materials 	U/C (unified command) Police/Fire <ul style="list-style-type: none"> • U/C Police/Fire • Fire
Earthquake	U/C Police/Fire/PBOT
Severe Weather	PBOT
Flood <ul style="list-style-type: none"> • Dam Failure • Levee Failure 	PBOT <ul style="list-style-type: none"> • U/C Water/PBOT • U/C MCDD/PBOT
Wildland Urban Interface Fire	Fire
Landslide and Erosion	PBOT
Volcanic Activity	PBOT

3.2 Readiness and Coordination Thresholds

Emergency events usually begin as routine calls for service. Lead response bureaus will determine the need for and request additional assistance and resources as needed. The escalation of an event may impact the city and its ability to provide services which may require a change in the operational level of the City's emergency management system.

Annex A – Coordination, Direction and Control – the activation status of the Emergency Coordination Center (ECC) and the operational level of the emergency management system do not necessarily reflect or indicate the operating status of the City government as a whole or any individual bureau.

The operating status of City bureaus generally reflects the following levels of emergency for response to incidents:

- **Level I Emergency:** Routine mission specific operations achievable by a single bureau.
- **Level II Emergency:** Determined by the Incident Commander (IC) and may require multiple bureau coordination. The IC may activate the City ECC on a limited basis to provide assistance with resource ordering and management of public information, enhanced communications and the ability to track an ongoing threat to the city or to assist other agencies and/or jurisdictions.
- **Level III Emergency:** Defined by City Code as an Emergency and is triggered by the imminent threat to the city of widespread or severe damage, injury or loss of life or property resulting from any natural or human-caused event. This could require a full activation of the City ECC. A Level III emergency is termed "State of Emergency" and is officially declared by the mayor or designated City official in charge.

The following table shows the operational levels of the City emergency management system in response to the level of emergency.

Table 3-2 Emergency Coordination	
Citywide Levels of Emergency	ECC Readiness and Coordination Levels
Level I	Routine Operations
Level II	Enhanced Operations
	Partial Activation
Level III	Full Activation

The following tables outline the escalation of the operational levels of the City ECC and emergency management system. Activities for each level build and transition from the previous operational level.

Table 3-3 Routine Operations

Routine Operations are daily activities that are routine in nature and managed by an individual bureau without the need for a higher level of coordination.

Triggers/Definition	Normal day to day operations
POEM Responsibilities	POEM duty officer will monitor activity citywide and document information in WebEOC
Bureau Responsibilities	Update WebEOC as incident and need for information arises
Notifications	None
ECC Staffing	No ECC responders other than normally assigned POEM staff are required

Table 3-4 Enhanced Operations

<p>Enhanced Operations would be considered during a localized emergency that occurs or has the potential to occur, requiring emergency response mobilization of two or more City bureaus and may include but not be limited to:</p> <ul style="list-style-type: none"> • Severe Weather Advisory • Flood Watch/Warning • Special events with the potential for escalation such as May Day or Rose Festival events 	
Triggers/Definition	<ul style="list-style-type: none"> • Occurrence of an incident within the city that requires close coordination of two or more bureaus or an incident that has occurred in the city or region where the City has deployed resources • This activation level may also accompany the shift from response to recovery operations
POEM Responsibilities	<ul style="list-style-type: none"> • Create an incident, monitor activity and input information into WebEOC • The duty officer will serve as the single point of contact to coordinate among the appropriate bureaus and jurisdictions and document actions taken • Convene briefings with appropriate bureaus, agencies and jurisdictions to ensure consistent situational awareness and agreement on incident priorities • Coordinate with county and regional partners • Update www.publicalerts.org as appropriate
Bureau Responsibilities	<ul style="list-style-type: none"> • Using the bureau status matrix, report on bureau status and notify POEM of any requests for mutual aid (except as part of automatic mutual aid requests) • Participate in briefings initiated by POEM • Utilize WebEOC to monitor incident activities and document incident information as appropriate • Activate bureau ICP as necessary • Assign separate cost center codes and track expenses related to the incident as appropriate
Notifications	<ul style="list-style-type: none"> • Emergency Management Steering Committee (EMSC) • ECC responders may be notified to be on "stand by" for possible partial or full activation
ECC Staffing	<ul style="list-style-type: none"> • POEM staff will fill ECC Manager and Incident Command System (ICS) positions as required

Table 3-5 Partial Activation

Partial Activation of the City ECC to assist with logistics and public information needs and to track ongoing threat to the city or to assist other agencies and/or jurisdictions. The Mayor may declare a local emergency. The POEM Director or successor, Mayor or any Incident Commander may activate the City ECC.

The need for partial activation may include but not be limited to:

- Moderate earthquake
- Moderate flooding
- Major wind or rain storm
- Wildfire affecting city or region
- Large incidents involving multiple bureaus
- Civil disturbance
- Extended citywide power outage

Triggers/Definition	<ul style="list-style-type: none"> • Occurrence of an event requiring multi-agency coordination or when the city receives formal requests for assistance or support from regional emergency management partners
POEM Responsibilities	<ul style="list-style-type: none"> • Alert ECC responders to report to ECC if necessary • Monitor the incident, gather, coordinate and disseminate information regarding the event and the City's response efforts • Develop and distribute a citywide situation report as necessary • Develop and distribute consolidated action plan as necessary
Bureau Responsibilities	<ul style="list-style-type: none"> • Staff ICPs to appropriate levels and ensure designated ECC responders report to ECC • Notify POEM if bureau will exhaust its resources and/or requires mutual aid assistance
Notifications	<ul style="list-style-type: none"> • Oregon Emergency Response System (OERS) • Mayor, Council, DPC, EMSC and BOEC supervisor • Multnomah County ECC • Local and regional emergency management partners • Limited Neighborhood Emergency Team (NET) notification
ECC Staffing	<ul style="list-style-type: none"> • ECC management and general staff positions filled by POEM staff or designated ECC responders

Table 3-6 Full ECC Activation

ECC Full Activation is reached when the complexity of the event demands multi-bureau and agency coordination. Incident Command will be in the field for the majority of the response with the ECC providing support. A full activation is triggered by the imminent threat to the City of widespread or severe damage, injury or loss of life or property resulting from any emergency. This could require a full activation of the ECC.

The need for a full ECC activation would include but not be limited to:

- Major earthquake
- Significant terrorist event
- Major flooding

Triggers/Definition	<ul style="list-style-type: none"> • Occurrence of an incident that is likely to overwhelm City resources or capabilities or an imminent threat to the city of widespread or severe damage, injury or loss of life or property resulting from any emergency
POEM Responsibilities via the ECC	<ul style="list-style-type: none"> • Ensure the Joint Information System (JIS) is activated • ECC Manager will establish relief and rotation schedules for continuing operations • Anticipate resource needs, policies and authorities to be enacted by engaging in advanced planning and ensuring preparations for next operational period • POEM Director may reassign City employees to the ECC as necessary • Coordinate mutual aid requests • Prepare disaster declaration
Bureau Responsibilities	<ul style="list-style-type: none"> • Ensure adequate staffing at ECC • Implement continuity of operations plan and reassign staff to ensure continuity of essential services • Document and, whenever possible, photograph damages to City infrastructure and other impacts from hazard/emergency
Notifications	<ul style="list-style-type: none"> • All bureau directors • NETs • Media and general public • ECC responders should be trained to self deploy in the event of a large scale incident even if they do not receive notification
ECC Staffing	<ul style="list-style-type: none"> • All ECC management and general staff positions are staffed and operational while ensuring adequate staffing for the next operational period

3.2.1 Bureau Incident Command Posts (ICPs)

An Incident Commander may request the activation of a bureau emergency operations center (BEOC) or the City ECC. When activated, BEOCs operate as Incident Command Posts (ICP) and are set up to manage the bureau level field response to the emergency. These ICPs will coordinate requests for resources and/or mutual aid with POEM and/or the City ECC during enhanced, partial and full activations.

Generally, tactical direction will come from the ICP, whereas citywide policy and scarce resource allocations will come from decisions made by elected officials and executives at the ECC.

Bureau ICPs will:

- Compile and maintain information on the status of bureau personnel, facilities, systems, services, resources and activities.
- Develop and revise as needed an Incident Action Plan (IAP) to identify and prioritize incident objectives.
- Organize staff, operate the ICP and coordinate emergency response crews to the extent required by the emergency.
- Notify the POEM duty officer when emergency operation escalates to Level II or higher.
- Utilize WebEOC to document actions, decisions and communications.
- Monitor and direct field activities in coordination with other field response entities to protect individuals, repair infrastructure and restore services as quickly as possible.
- Collect and evaluate damage and other essential information and report to appropriate internal and external parties.
- Obtain resource support for the bureau and provide support to other City offices and bureaus and entities external to the City if applicable.
- Provide information to bureau PIO as appropriate.

The ICPs designate representatives to the ECC who will coordinate their bureau resources and relay priorities and key decisions with other bureau representatives. The ECC Coordination Section will provide goals and strategy while the bureau ICPs will provide tactical direction. City incident command posts are located within the Portland Police Bureau, Portland Fire and Rescue, Portland Bureau of Environmental Services, Portland Bureau of Transportation, Portland Water Bureau and Bureau of Development Services.

3.3 POEM Duty Officer

To ensure 24 hour availability and situational awareness, the POEM Director has assigned qualified staff to carry out duty officer responsibilities. Duty officers are tasked with:

- Coordinating and facilitating resource requests and information sharing with stakeholders.
- Serving as the single point of contact to coordinate among the appropriate bureaus and jurisdictions and documenting actions taken.
- Reporting to the POEM Director regarding situations requiring duty officer response, including advice concerning the need for further action.
- Notifying or recalling POEM staff and designated ECC responders of an activation.

3.4 Emergency Coordination Center (ECC)

The Emergency Coordination Center (ECC) is the centralized location that coordinates a multiagency response to an emergency event. The ECC supports the on-scene response by facilitating emergency declarations, mobilizing resources, requesting assistance from state and federal agencies, disseminating emergency public information, organizing and implementing large-scale evacuations, coordinating shelter and mass care for evacuees, and providing decision-making support to elected officials. When fully activated the ECC is considered an operational extension of the Mayor's office.

Annex A – Coordination, Direction and Control details the overall structure, roles, responsibilities and organizational direction for the operation of the ECC and the emergency management system.

POEM is responsible for ensuring that the ECC is maintained in a state of readiness. ECC readiness actions include training ECC responders, ensuring policies, plans and procedures are current and effective and ensuring the ECC is adequately stocked with supplies.

3.5 Disaster Declarations

In the event that City resources are overwhelmed during a response to an emergency incident as defined in City Code [Chapter 15.04.030](#), the Mayor or the Mayor's successor may declare a state of emergency to obtain additional county, state and federal support.

Per Portland City Code [Chapter 15.04.040](#), the necessity for a declaration of emergency will depend upon the scope and magnitude of the incident, impact to City essential services and the city's ability to respond.

3.5.1 Local Declarations

Local declarations allow flexibility in managing resources under emergency conditions. Upon declaration, the City establishes the legal framework for actions initiated under emergency conditions including:

- Diverting funds and resources appropriated for other purposes in order to meet immediate needs.
- Authorizing activation of local emergency operations plans and implementation of extraordinary protective measures.
- Initiating mutual aid and cooperative assistance agreements and receiving resources from other organizations or individuals.
- 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.

City Code Chapter 15.08.020 allows the Mayor to assume centralized control and have authority over all bureaus and other City offices among other powers.

When the emergency has the potential of exceeding the City's capability to respond, assistance will be requested from neighboring jurisdictions in accordance with existing mutual aid agreements.

The City declaration request will be coordinated through the City ECC and will include the Initial Damage Assessment. The request must be submitted through the governing body of Multnomah County.

Local requests for state assistance must include:

- The type of emergency or disaster.
- The location(s) impacted.
- Deaths, injuries, and population still at risk.
- The current emergency conditions or threats.
- An initial estimate of the damage and impacts.
- Specific information about the assistance being requested.
- Actions taken and resources committed by local governments (city and county).

3.6 Recovery

Recovery is a complex and long-term process that involves a range of activities and many participants. Recovery actions occur in three general phases. The nature and the severity of the disaster determines the actions in each phase and their timing.

The first phase overlaps with emergency response and consists of immediate actions taken to stabilize the situation, reduce life-safety hazards and make short-term repairs to critical lifelines.

The second phase provides for ongoing social needs before permanent rebuilding is complete. This phase may continue for weeks or perhaps months. These intermediate recovery activities involve returning individuals and families, critical infrastructure and essential government or commercial services back to functional, if not pre-disaster conditions. Such activities are often characterized by temporary actions that provide a bridge to permanent measures.

The third phase includes planning for and implementing the rebuilding of damaged infrastructure and the resumption of normal social and economic life in the community. It may include a reconsideration of pre-disaster conditions. This third phase may continue for several years depending on the severity of the emergency and can be developed as part of long term city land use planning and/or mitigation projects.

4 Organization and Assignment of Responsibilities

4.1 General

This section provides an overview of the key functions and procedures that City bureaus and local agencies will accomplish during the response and recovery from an emergency. The BEOP is built upon the idea that emergency response activities performed by public and private sector entities are closely aligned with day-to-day roles and responsibilities.

City bureaus are responsible for the development of response plans that guide internal operations during an emergency. Bureaus may also develop emergency response plans, standard operating procedures, continuity of operations plans, and other policies or procedures that address emergency operations.

4.2 Mayor and City Council

The Mayor and City Council are responsible for providing general oversight of the City of Portland's emergency management program, including the authorization and appropriation of resources necessary to establish and maintain emergency notification and warning systems. Their leadership ensures the coordinated response of all city bureaus and the engagement of Portland's civic and commercial institutions. Partnerships between the city and these institutions helps ensure an effective response to emergencies.

4.3 Commissioners

Individual commissioners have executive authority for the emergency management programs of bureaus and offices within their portfolios. This responsibility includes maintenance of continuity of operations plans, hazard mitigation programs, and emergency preparedness and response arrangements for specific hazards.

4.4 Disaster Policy Council

The Disaster Policy Council advises the Mayor concerning emergency management arrangements before, during and after an emergency. In the event of a declared emergency or disaster, the Mayor may rely on the Disaster Policy Council to formulate strategies and policies for managing the City's response and recovery.

4.5 Duties of All City Bureaus

All City bureaus are accountable for fulfilling their essential functions. Continuity of Operations (COOP) plans and standard operating procedures (SOPs) are the responsibility of each bureau. These plans should include, at a minimum:

- Triggers that determine the need for activating the COOP plan and recalling personnel during non-duty hours.

- Prioritization of tasks to guide preparedness, response and recovery activities.
- Procedures to be followed which deviate from normal activities.
- Specific emergency authorities that may be assumed by the designated successor during emergency situations.
- Risk reduction strategies that could be employed pre-emergency.
- Identification of alternate locations for all critical functions, to include having necessary arrangements and procedures in place for making an orderly transition.
- Maintenance of vital records. Vital records are defined as those records that are essential to the rights and interests of individuals, governments, corporations and other entities, including vital statistics, land and tax records, licenses, charters, statutes, ordinances, court records, official proceedings and financial records of the City and historical information. Vital records also include those records essential for emergency response and recovery operations, including emergency supply and equipment locations, emergency operations plans and procedures and personnel rosters.

In addition, all bureaus are required to coordinate activities with the Emergency Coordination Center and should develop procedures for:

- Notifying POEM of an escalating situation that will require the close coordination of two or more bureaus or if additional assistance, beyond traditional mutual aid, is needed.
- Conducting an initial damage assessment of bureau resources, facilities and personnel and reporting bureau status and damage information to the POEM Duty Officer or Emergency Coordination Center.
- Coordinating public outreach and information within the joint information system to assure consistent, timely and accurate messages to the public.
- Assigning trained staff to appropriate bureau essential positions, ICP or ECC.

4.5.1 City Attorney's Office

City Code Chapter 3.10

The City Attorney serves as a member of the DPC.

The City Attorney's office informs the City's emergency management system by providing objective and timely legal advice and advocacy.

Emergency responsibilities of the City Attorney include:

- Designating ECC staff to provide legal counsel.
- Ensuring proposed actions comply with city, county, state and federal laws.
- Recommending the timing of and supervising the drafting of all proclamations and executive orders.

4.5.2 Bureau of Development Services (BDS)

City Code [Chapter 3.30](#)

Bureau of Development Services (BDS) participates in the Emergency Management Steering Committee (EMSC) and serves as the City's damage assessment coordinator. BDS maintains the Inventory of Essential Facilities and is responsible for the post-disaster damage assessment of these facilities and other damaged areas as determined by the ECC.

Emergency responsibilities of BDS include:

- Coordinating the rapid and detailed assessment of post-disaster essential facilities and other structures within damaged areas as defined by ECC.
- Assisting property owners and businesses in making needed repairs to damaged properties and/or their demolition; maintaining a permitting system to track the repair and/or demolition of damaged structures.
- Issuing demolition permits to maintain accurate records of building inventories, and properly documenting and inspecting structures that are removed due to extensive damage.
- Reassigning personnel and resources as required for emergency response and recovery.

4.5.3 Bureau of Emergency Communications (BOEC)

Ordinance [No.139147](#); November, 1974

The Director of BOEC serves as a member of the DPC. BOEC also participates in the EMSC.

BOEC is the public safety answering point for Multnomah County and plays a role in response and recovery by supporting the deployment of emergency response personnel and disseminating alerts and notifications.

Emergency responsibilities of BOEC include:

- Answering emergency calls and providing dispatch services for public safety.
- Supporting interoperable communications.
- Providing emergency notifications to emergency response officials and issuing community alerts and notifications via the Emergency Alert System or other community alert and notification systems as requested.
- Activating alternate BOEC facility as necessary.

4.5.4 Portland Office of Emergency Management (POEM)

City Code Chapter 3.124

POEM is directly responsible to the Mayor.

The Director serves as the principal strategic advisor to the Mayor and the DPC on emergency management matters regarding the City's preparedness and the plans for risk reduction, prevention, response and recovery to any emergency.

Prior to an emergency event POEM is responsible for planning, training, exercising and documenting the systems that will need to be applied to prepare, mitigate, respond and recover from disaster.

- Coordinating with the Police and Fire Bureaus to determine appropriate readiness actions during periods of increased threat.
- Providing the centralized location for coordination and emergency support function management for the city and its liaisons. Documenting actions, communications and decisions in WebEOC.
- Facilitating the disaster declaration process and coordinating, obtaining and tracking additional resources from regional, state and federal agencies.
- Maintaining financial records for expenses incurred during the event.
- Coordinating emergency public information activities through the JIC/JIS.
- Ensuring activation of the community notification system, Emergency Alert System (EAS), and other appropriate alert and notification systems.
- Identifying populations and special facilities at risk and coordinating protective actions for those special populations and facilities.
- Coordinating with the Red Cross and other non-governmental organizations to provide for mass shelter and housing.
- Coordinating volunteer and donations management operations.
- Coordinating with private sector utility owners to assess damage to critical infrastructure, and prioritize and restore lifelines.
- Activating Neighborhood Emergency Teams (NET) and assigning NETs appropriate missions consistent with their scope of training.
- Identifying resources available to provide disaster welfare information and assistance, including family reunification.
- Implementing Disaster Policy Council or MAC Group decisions and recommendations.
- Planning and managing programs for long term economic and community recovery.

4.5.5 Bureau of Environmental Services (BES)

City Code Chapter 3.13

The Director of BES serves as a member of the DPC and assigns bureau emergency management personnel to participate in the EMSC.

BES provides Portland residents with water quality protection, watershed planning, wastewater collection and treatment, sewer installation and storm water management.

Emergency responsibilities of BES include:

- Conducting damage assessments of wastewater infrastructure.
- Providing flood safety information to affected property owners and participating in flood risk reduction including floodplain restoration and the willing seller program.
- Restoring services for wastewater treatment facilities and pump stations.
- Coordinating with PBOT regarding the restoration of sanitary and storm water sewer operations.
- Overseeing the Invasive Plant Management strategy.
- Reassigning personnel and resources as required for emergency response and recovery.

4.5.6 Portland Fire and Rescue (PF&R)

City Code Chapter 3.22

The Portland Fire Chief serves as a member of the DPC. Fire personnel assigned to POEM also participate in the EMSC. Portland Fire and Rescue is capable of responding to numerous events including fires, explosions, hazardous materials, water accidents and emergency medical needs. PF&R has teams that provide specialized response capabilities: water rescue, dive rescue, trench rescue, confined space rescue, high angle rope rescue, hazardous materials response, marine operations and chemical, biological radiological nuclear and explosive (CBRNE) response.

Within the City, emergency medical services (EMS) is a function of fire services; American Medical Response (AMR) is contracted to provide medical transport. PF&R provides emergency medical care in the field and prepares victims for transport by AMR from an incident. Each engine company has paramedic professionals on board.

Emergency responsibilities of PF&R include:

- Serving as the lead response bureau for fires, hazardous material spills and establishing incident/unified command as appropriate for other hazards.
- Determining and implementing initial protective actions for emergency responders and the public in the vicinity of the incident site.
- Initiate and facilitate evacuations or shelter-in-place and work with PBOT and ECC to define immediate routes and destinations for evacuees.
- Conducting fire suppression and search and rescue operations.

- Setting up and providing decontamination for emergency responders, victims, equipment and clothing.
- Arranging for special rescue and patient transport needs (burns and other specialized medical injuries).
- Coordinating with Multnomah County Public Health to implement mass casualty and/or mass fatality procedures to transport, treat, track and quarantine (as needed) patients.
- Providing emergency triage, treatment and stabilization.
- Identifying obvious unsafe structures and restricting access to such structures pending further evaluation by Bureau of Development Services staff.
- Reassigning personnel and resources as required for emergency response and recovery.

4.5.7 Portland Housing Bureau

City Code [Chapter 3.38](#)

The Portland Housing Bureau partners with local government agencies and community stakeholders to increase the affordable housing supply of Portland.

Emergency responsibilities, especially during weather related emergencies, include:

- Coordinating with social service providers to open and operate warming shelters for populations experiencing homelessness during severe winter weather events.
- Assisting with planning for the mass care and housing of evacuated populations.

4.5.8 Office of Management and Finance (OMF)

City Code [Chapter 3.15](#)

OMF is under the direction and control of the Chief Administrative Officer (CAO). Who serves as a member of the DPC.

OMF is responsible for providing and coordinating administrative services in support of the operational needs of City bureaus. Administrative services include all those functions that provide products, services and support to City employees and programs that in turn provide direct services to the public. These services include, but are not limited to: accounting, debt management, treasury management, budgeting, financial planning, payroll, grant administration, license and fee collection, risk management, facilities and property management, fleet management, human resources and personnel services including employee training and education, technology services, printing and distribution and purchasing.

Emergency responsibilities of OMF bureaus include:

- Providing ECC responders from all OMF bureaus as required.
- Reassigning personnel and resources as required for emergency response and recovery.

- Assessing the need for and implementing COOP plans if necessary for all OMF bureaus.
- Assisting with financial management of response reimbursement, recovery and grants.

4.5.8.1 OMF/Bureau of Internal Business Services

4.5.8.1.1 City Fleet and Facilities Services

- Ensuring facilities and fleet needs of City bureaus are met including methods of financing.
- Maintaining and/or supplying emergency generators and fuel at critical City owned or leased facilities.
- As necessary, supporting the relocation and reconstitution of essential city operations to alternate facilities.

4.5.8.1.2 Risk Management

- Ensuring worker safety, health and well-being is monitored and reported.
- Documenting all claims and reporting to insurance carrier.
- Establishing and operating closed city points of distribution (PODs) during a declared Public Health Emergency through Occupational Health and Infectious Disease Control Program.

4.5.8.2 Procurement Services

- Facilitating the procurement of emergency goods and services.

4.5.8.3 OMF/Bureau of Human Resources

- Identifying potential employees available for reassignment and assessing employees available with specialized skills (language, licenses and certifications).
- Reviewing employee emergency assignments that may require them to be at locations and times and working under different conditions other than their normal work assignments.
- Managing program for employee stress debriefing.

4.5.8.4 OMF/Bureau of Financial Services

- Providing accounting services, accounts payable/receivable and payroll.

4.5.8.5 OMF/Revenue Bureau

- Collecting revenues to fund essential city services.

4.5.8.6 OMF/Bureau of Technology Services

- Assessing and maintaining critical communications and information and technology systems.
- Restoring critical public safety emergency systems and networks including computer aided dispatch (CAD), 800 MHz radio system, Regional Joint Information Network and Fire Records Management System.
- Ensuring the City can maintain operability and interoperability with regional, state and federal response organizations.
- Providing desktop and communications support to the ECC.
- Assisting with damage assessment and situation status mapping through the use of the geographic information system (GIS) data layers.

4.5.9 Office of Neighborhood Involvement (ONI)

City Code Chapter 3.96

- Operating the City's information and referral line, which may assist with providing surge capacity for non-emergency calls.
- Serving as a connection to the community including coordinating assistance for special populations.
- Coordinating with neighborhood associations, community based organizations and emerging volunteers.
- Reassigning personnel and resources as required for emergency response and recovery.

4.5.10 Portland Parks and Recreation (Parks)

City Code Chapter 3.26

Parks participates in the EMSC.

Emergency responsibilities of Parks include:

- Providing facility support to first responders – assessing use of Parks facilities for locating incident command posts, bases, camps, helispots, staging areas and / or rest and recovery areas.
- Assessing facilities and coordinating with the ECC to determine whether sites may be used for staging, points of distribution, evacuation, mass care sites, or alternate city facilities.
- Where Parks facilities are adjacent to hospitals and as appropriate, working with public health officials to provide triage area outside hospital emergency rooms.
- Providing a framework for coordinating and utilizing emergent volunteers.
- Performing damage assessment on parks facilities.
- Conducting disaster debris clean up and management of parks sites.

- Reassigning personnel and resources for emergency response and recovery.

4.5.11 Bureau of Planning and Sustainability (BPS)

City Code [Chapter 3.33](#) and [Title 33](#)

Emergency responsibilities of the BPS include:

- Coordinating debris management efforts with regional partners.
- Assuring that response and recovery efforts facilitate community sustainability efforts and are in alignment with land use laws and zoning requirements.
- Reassigning personnel and resources as required for emergency response and recovery.

4.5.12 Portland Police Bureau (PPB)

City Code [Chapter 3.20](#)

The Portland Police Chief serves as a member of the DPC. Members of the Police Bureau's Emergency Management Unit participate in the EMSC.

In a criminal incident, the PPB is the initial responding law enforcement agency supported by regional, city and county police agencies and the Oregon State Police as needed. Specialized units work to support the mission and goals of PPB including the Metropolitan Explosives Disposal Unit (MEDU), Hostage Negotiations Team (HNT), Mounted Patrol Unit (MPU), Rapid Response Team (RRT), Air Support Unit (ASU) and Special Emergency Reaction Team (SERT).

Emergency responsibilities of the PPB include:

- Serving as the lead response bureau for terrorism and establishing incident/unified command as appropriate in response to other hazards.
- Determining and implementing initial protective actions for emergency responders and the public in the vicinity of the incident site.
- Managing crowd control.
- Deploying Explosive Device Unit \ Rapid Response Team \ Special Emergency Reaction Teams.
- Initiating and facilitating evacuations or shelter-in-place and working with PBOT and the ECC to define immediate routes and destinations for evacuees.
- Coordinating with PBOT to direct and control traffic and access control points.
- Reassigning personnel and resources as required for emergency response and recovery

4.5.13 Portland Bureau of Transportation (PBOT)

City Code Chapter 3.12

The Director of Transportation serves as a member of the DPC. PBOT also participates in the EMSC.

PBOT's role in maintaining clear transportation routes encompasses response to any hazard that could impair and impede transportation such as landslides, floods, snow and ice and ash fall from volcanic activity. Routine operations include management of transportation dispatch and the transportation operations center for monitoring traffic conditions.

Emergency responsibilities of PBOT include:

- Serving as the lead response bureau for snow and ice, flood, landslide and erosion and volcanic activity; and establishing incident/unified command as appropriate.
- Performing damage assessment of transportation infrastructure:
 - City owned and operated essential facilities.
 - Lifelines, emergency transportation routes (ETRs), bridges and overpasses.
 - Arterial roads, collectors and local streets.
- Designating those sections of roadways and bridge structures that are unsafe for vehicular traffic and require closure.
- Providing emergency signage and barricades.
- Repairing and maintaining streets, sewers, sidewalks, bridge structures, and critical facilities.
- Conducting removal of roadway obstructions such as snow, ice and slides and assisting with debris clearance for regional emergency transportation routes.
- Implementing flood protection measures when City property is threatened.
- Maintaining traffic signals and control devices, road signs and operating traffic variable messaging board (VMB) system.
- Providing flood fighting resources (sand bags) to the community.
- Reassigning personnel and resources as required for emergency response and recovery.
- Assisting with traffic control and evacuation efforts and limit or prevent access to evacuated or hazardous areas.
- Prioritizing restoration needs of transportation infrastructure and conducting transportation infrastructure restoration.
- Coordinating with Police Bureau to direct and control traffic and access control points
- Coordinating with TriMet and other regional or local transportation systems to establish alternate modes of mass transit.

- Reassigning personnel and resources as required for emergency response and recovery.

4.5.14 Water Bureau

City Code [Chapter 3.24](#)

The Director of the Water Bureau serves as a member of the DPC. The Water Bureau also participates in the EMSC.

Emergency responsibilities include:

- Overseeing the finance, operation, maintenance and improvement of the City's water distribution system.
- Serving as the lead response bureau for water contamination and local dam failures and establishing incident/unified command as appropriate.
- Performing damage assessment of water system infrastructure (treatment plants, reservoirs, hydrants, mains, and distribution lines).
- Prioritizing restoration needs of water infrastructure and conducting water infrastructure restoration.
- Coordinating with the Regional Water Providers Consortium (RWPC) to ensure potable water supply.
- Reassigning personnel and resources as required for emergency response and recovery.

4.5.15 Mutual Aid Agencies and Organizations

Due to the nature of the metropolitan region and the agreements in place between jurisdictional, governmental and nongovernmental organizations and regional critical infrastructure owners and operators, the City of Portland relies on mutual aid from numerous agencies and organizations within the urban area including most first responder agencies in Clackamas, Columbia, Multnomah and Washington Counties in Oregon and Clark County in Washington; as well as the Port of Portland Police and Fire, TriMet Transit Police and other local, state and federal partners. City bureaus work with these partner agencies on a frequent, even daily basis, building strong working relationships that easily transcend from routine to emergency response.

The City relies on partners across the region that are representative of 18 identified critical infrastructure sectors identified by the [National Response Framework](#) and [National Infrastructure Protection Plan](#) that include: agriculture and food, commercial facilities, dams, energy, information technology, postal and shipping, banking and finance, communications, defense industrial base, government facilities, national monuments and icons, transportation systems, chemical, critical manufacturing, emergency services, healthcare and public health, nuclear reactors, materials and waste and water.

5 Direction and Control

5.1 Mayor

As provided in City Code, [Chapter 15.08.020](#) upon the declaration of a state of emergency, the Mayor shall assume centralized control and shall have authority over all bureaus and other City offices and be granted powers to ensure the protection of the life, safety and health of persons, property or the environment of the City of Portland.

5.2 Incident Command

If the incident occurs within the City of Portland and there is no jurisdictional overlap, the incident will initially be managed by an Incident Commander from the lead response bureau. Direct tactical and operational responsibility for incident management activities rests with the on-scene Incident Commander or Unified Command. For hazards that require the close coordination of multiple bureaus or agencies – Incident Command will typically transition to Unified Command. The Incident Commander or Unified Command will be established at an Incident Command Post (ICP). The ICP is the physical location where the tactical-level, on-scene incident or unified command and management organization is located and is generally established in the vicinity of an incident site.

5.3 Area Command

If there are multiple incidents or multiple sites within the impacted area, an ICP will be established at each site or for each event. Each ICP will then report to an Area Command organization. Area Command will oversee the management of the multiple ICPs and has the responsibility for: (1) setting overall strategy and priorities, (2) allocating critical resources according to priorities, (3) ensuring incidents are properly managed and (4) ensuring operational objectives are met.

5.4 Emergency Coordination Center (ECC)

Whereas Incident and Area Command provide tactical field level direction and control – the ECC serves as a multiagency coordination entity that supports the on-scene response. The ECC is the centralized location to coordinate, collect, monitor and distribute damage information and assess impacts, develop overall strategies and policies in support of emergency response and recovery efforts, coordinate the allocation and management of resources based on incident priorities, document all communications, decisions, activities, and the deployment and tracking of resources and provide coordinated information to the media and general public including issuance of protective action recommendations.

If local resources are insufficient or overwhelmed to respond to the event, the City of Portland may request assistance from other jurisdictions, organizations and agencies. The City will coordinate that request thru Multnomah County, including the request for a declaration of emergency.

5.5 Disaster Policy Council (DPC)

City Code Chapter 3.125.020 defines the DPC as the City's policymaking body which advises the Mayor on public policy decisions necessary in an emergency event.

During an emergency event, the DPC is charged with providing policy oversight of integrated citywide emergency preparedness activities, initiatives and decision-making guidance in response to emergencies. The role of the DPC is to focus on the overall strategic planning for response and recovery, prioritization of incidents and incident demands for critical or competing resources and development of policy-level decisions for issue resolution.

5.6 Multiagency Coordination (MAC) Group

Whereas the DPC is the City of Portland's executive leadership group that determines overarching priorities for City resources, a Multiagency Coordination (MAC) Group may be convened to manage executive leadership decision-making about regional resources. A MAC Group is part of the Multiagency Coordination System and is comprised of agency representatives that have jurisdictional, functional or significant supportive responsibilities in an incident or incidents.

Agency administrators will appoint MAC Group agency representatives through a delegation of authority to commit their agency funds and resources, have authority to speak on behalf of their organization, make decisions for the prioritization of critical resources, resolve issues and propose new interagency policy during an emergency.

Authorities and References

5.7 Integration of Local, State and Federal Response Agency Personnel

As the response effort unfolds and additional resources and personnel are requested to augment existing capabilities, personnel from other local, state, or federal agencies will integrate into the Incident Command Post, Area Command, Emergency Coordination Center and Multiagency Coordination Group to enhance the ability of these organizations to effectively respond to the event.

5.8 Lines of Succession

The powers of the successor to the Mayor shall be the same as the Mayor. The duration of the succession shall be until such time as the Mayor is able to perform the duties of office or a proclamation has been issued to terminate the State of Emergency.

The line of succession to the Mayor is:

- President of the Council
- Council member who most recently served as President of the Council
- Council member holding the position with the lowest number
- The first of the City officials in the order listed in Section 2-206(g)⁵ of the Charter of the City of Portland (City Auditor, City Attorney, Director of Office of Management and Finance, executive assistants of disabled Council members in the order of their seniority as an executive assistant).

Each Bureau through their continuity of operations plan has identified their own bureau specific line of succession.

⁵ <http://www.portlandonline.com/auditor/index.cfm?c=28238&a=13508>

6 Administration, Finance and Logistics

6.1 Mutual Aid Agreement List

- Emergency Management Assistance Compact (EMAC) - Provides legal agreement and standard operating procedures for states to receive interstate aid in a disaster. Passed through Public Law 104-321 approved in 1996.
- POEM - Agreements with liaison agency members.
- PF&R - All neighboring fire departments as well as the Oregon Department of Forestry.
- Portland Police Bureau - Master Interlocal Agreement with 15 law enforcement agencies, city, county, departments, port, state and federal.
- Policy 631.30 - Cooperation with other Agencies - File #9894; 1996 empowers law enforcement agencies to request assistance from other units of government listed in the agreement.
- PBOT - Written public works cooperation assistance agreements with Multnomah County, City of Gresham and MCDD, Oregon Highway Division and others including the Portland Metropolitan Area Transportation Intergovernmental Agreement (PMAT), Oregon Public Works Emergency Response Cooperative Assistance Agreement and the Oregon Flexible Service Agreement.
- BES - Agreements with MCDD, Peninsula Drainage District Nos. 1 & 2
- Water Bureau - Agreements with United States Army Corps of Engineers, MCDD, water utilities in Oregon and Washington and other public and private sector agreements for the restoration of water service including Oregon Water/Wastewater Agency Response Network (ORWARN).
- Portland Housing Bureau - Agreements with the American Red Cross, Oregon Trail Chapter (ARC) and other social service providers to provide emergency warming centers during extreme winter weather.

6.2 Administration

6.2.1 Limitations and Liabilities

City Charter Chapter 2 - Government, [Article 1 - The Council](#), Section 2-105 Continuation of Powers⁶ outlines the responsibilities and limitations of government under the Council form of government.

⁶ <http://www.portlandonline.com/auditor/index.cfm?c=28237>

6.2.1.1 City Liability under the BEOP

This plan may be carried out in a flexible manner as determined by the Mayor, incident commander or DPC. It should not be interpreted as a guarantee that any specific task will be done in a specific order or done at all. The BEOP represents an optimal approach to an emergency situation. It does not create a right to rely on the City, its employees, officers or agents to carry out the plan in any particular manner or at all.

It is impossible to anticipate every variable that may occur in an emergency situation. The documents within the CEMP are guides to approaching emergency situations. No provision in the BEOP and CEMP is intended to be mandatory. Property owners, residents and visitors should not rely on this plan to ensure the operation or availability of any public service or to protect their property from damage or destruction. Property owners should develop their own plan for addressing emergency situations.

Any emergency situation will most likely involve multiple units of city, county, state or federal government. Units of government should not rely on this plan to be implemented.

6.2.1.2 Liability of Response Partners

Liability issues and potential concerns among government agencies, private entities, other response partners and across jurisdictions are addressed in existing mutual aid agreements and other formal memoranda established for the City of Portland and its surrounding areas. Existing mutual aid agreements are identified in section 6-1 to this BEOP. During an emergency situation, a local declaration may be necessary to activate these agreements and allocate appropriate resources.

Under Oregon law, all local jurisdictions are members of a statutorily created mutual assistance compact (ORS 402.200 - 402.240). This compact, meant to streamline the mutual aid process, allows local jurisdictions to request assistance from another local government to prevent, mitigate, respond to, or recover from an event that overwhelms the requesting jurisdiction's available resources. Assistance may also be requested for training, drills, or exercises. Requests may be either written or oral, although if a request for assistance is made orally the responding government must document its response within 30 days of the request. Under these provisions, employees from another jurisdiction providing assistance to the City are agents of the City. The City must defend, save harmless and indemnify these employees as it would its own employees. Should an employee of a responding government sustain injury in the course of providing requested assistance, the person is entitled to all applicable benefits, including workers' compensation, normally available to the employee while performing regular duties for the responding local government. The City is not obligated to provide resources to the requesting jurisdiction.

6.3 Logistics

The Emergency Coordination Center Logistics section provides the process and procedure for providing resources and other services to support the incident management. Such resources are facilities, transportation, communications, supplies, equipment maintenance and fueling and food and medical services for incident personnel. The Coordination Section communicates to the Logistics Section the resources needed for response and the Logistics Section arranges their availability.

Bureau resources are first identified for use and if they cannot be attained then mutual aid organizations are contacted. Automatic mutual aid occurs between public works, law enforcement and fire agencies within the Portland metro region. Within these agreements are the procedures for reporting, agency responsibilities and command and control guidelines. Non-governmental agencies such as the American Red Cross have agreements in place to provide sheltering services.

The City also has a list of vendors that is queried for possible supplies and equipment. City approved vendors are given first priority because they have already met all approval standards for working with the City. Vendor registration in the City of Portland Business Registry gives businesses the opportunity to list as a potential source of additional resources. Volunteered information from companies helps locate additional supplies, equipment and personnel in the community that could be needed under extreme circumstances. Companies can register their assets by industry code and by zip code so that the Logistics Section can determine area of the resource and if it is the type needed.

County, state and federal resources can be accessed upon declaration of emergency. County resources are available after a declaration is approved by the County; state resources can be accessed after a state declaration is made and federal resources can be requested when a federal declaration is made.

The Emergency Management Assistance Compact (EMAC) is a congressionally ratified organization that provides interstate mutual aid. States and regions that have signed onto the EMAC have agreed upon liability and reimbursement procedures allowing for expedited sharing of resources. To enact the EMAC, the governor must first declare the state of emergency and then the state can request resources through the signatories of the compact. National Guard Resources are also deployed at the will of the governor or president of the United States.

The Logistics Section at the ECC coordinates many agencies and contracted vendors to supply the incident with the necessary services and supplies,

6.4 Finance and Administration

Recovering costs incurred during emergency operations starts at the onset of the event by establishing a cost tracking system. Each bureau that provides resources in support of the emergency response will track all related expenses via a unique cost center. This information will be forwarded to, and consolidated by, the Finance Section of the ECC. Emergency related costs include: overtime for personnel and equipment; emergency contracting and other procurements; debris removal; emergency protective measures; and repair, restoration or replacement of roads and bridges, water control facilities (dams, reservoirs, levees), buildings, water treatment plants and delivery systems, power generation and distribution facilities (generators, substations, power lines), wastewater collection systems and treatment plants and telecommunications, parks, and playgrounds.

Upon declaration of an emergency, state and federal reimbursement thresholds must be met to recoup losses of the disaster. The jurisdiction must meet the state and county thresholds to be eligible for federal assistance. A figure of \$1.30 per capita statewide and \$3.27 per capita for each disaster-affected county is used as an indicator before supplemental federal assistance may be requested. All City costs will be combined with Multnomah County costs to meet these thresholds. For damage to property – only those costs that are not otherwise covered by insurance are eligible for federal disaster assistance.

Public assistance, individual assistance and economic injury disaster loans can be accessed if they meet the specified federal criteria as outlined in 44 CFR 206.48 and the Small Business Administration (SBA). Criteria used by the SBA in analyzing a request for economic injury declaration require that at least five small businesses in the state have suffered substantial economic injury due to a sudden physical event and that there is not reasonable financial assistance available in the area.

7 Plan Development and Maintenance

7.1 Plan Administration

The POEM Director will be responsible for ensuring that an annual review of the BEOP is conducted and that the plan is promulgated annually or as needed by the chief elected officials of the City.

The BEOP will be updated, as necessary, based upon input from all participating City bureaus regarding deficiencies identified through drills and exercises, after action reports, real world events, or changes in local government structure or the risk environment.

Preparedness activities also bolster the BEOP review and update process. These actions include emergency/disaster planning, training and exercises and public education.

Following the conclusion of an exercise, emergency or incident or a planned event POEM will coordinate the following activities among the appropriate bureaus:

- Develop and review after action reports (AAR) to identify potential response and recovery activity deficiencies.
- Develop an improvement plan for the revision of procedures or policies that improve preparedness, response and recovery efforts.
- Approve revisions to the CEMP.

POEM planning staff will incorporate approved changes and/or updates to the BEOP and will forward changes to all organizations and individuals identified as having responsibility for implementation. Bureaus responsible for annexes and appendices are also responsible for updates after an exercise or real world event. The final draft of the BEOP is sent to the DPC as part of the approval and adoption process before being signed and promulgated by the Mayor and City Council.

This plan supersedes and rescinds all previous editions of the City BEOP and is effective upon promulgation. If any portion of this plan is held invalid by judicial or administrative ruling, such ruling shall not affect the validity of the remaining portions of the plan.

7.1.1 Record of Plan Changes

The City BEOP will be reviewed and approved on an annual basis or as needed after an actual incident or exercising of the plan. Between the date of annual promulgation, updates and revisions to the plan will be tracked and recorded in the following table. This process will ensure the most recent version of the plan will include these changes.

Table 7-1 Record of Plan Changes for the City of Portland BEOP		
Date	Change Number	Summary of Changes
2011	Original Release	

7.2 Plan Distribution

Primary distribution of the BEOP and annexes will be done electronically using the Adobe Portable Document Format (.PDF) version 8 or later. The BEOP will be posted on the www.portlandoregon.gov/oem website. Electronic copies will contain **hyperlinked text** (in blue) that will allow users to immediately jump to other portions of the document or to associated information on the internet. Paper copies will not be distributed but will be available upon request.

8 Authorities and References

8.1 Legal Authorities

Responsibility for responding to emergencies rests with local government. Neighboring jurisdictions and state and federal agencies will not assume authority or responsibility for responding to any emergency incident, including a CBRNE event, unless continuity of operations/continuity of government (COOP/COG) thresholds are met as outlined in the City or local government plan, resources are or imminently exhausted or local jurisdictions request outside assistance. When requested, these agencies will provide support to local command and control as long as it does not impair their own response.

The BEOP is issued by the Portland City Council pursuant to the provisions of Title 15 City Emergency Code of the City of Portland; the Charter of the City of Portland, Oregon (Chapter 2; Article 1, Section 2-105 a, 2-206 a,f, g; & Chapter 8, Section 8, 104&105) and Chapter 401, Oregon Revised Statutes (ORS).

8.1.1 Federal

- [Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 100-707](#)
- [Title III](#), of the Superfund Amendments and Reauthorization Act of 1986, PL 99-499 as amended
- [Code of Federal Regulations \(CFR\), Title 44](#). Emergency Management Assistance
- [EO 12656](#), Assignment of Emergency Preparedness Responsibilities, of November 18, 1988
- [Homeland Security Act of 2002](#)
- Homeland Security Presidential Directive ([HSPD](#)) [5](#): Management of Domestic Incidents
- [HSPD-8](#): National Preparedness
- U.S. Department of Homeland Security (DHS), [National Incident Management System \(NIMS\)](#)
- DHS, [National Response Framework \(NRF\)](#)

8.1.2 State of Oregon

- Oregon Revised Statutes [401.305 through 401.335](#)
- Executive Order of the Governor

8.1.3 Multnomah County

- Multnomah County Emergency Operations Plan
- [Multnomah County Public Health Emergency Response Plan](#)

8.1.4 City of Portland

- Title 3 of the City Code – Administration
- Title 15 of the City Code – Emergency Code

A Glossary of Terms

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

AREA COMMAND/UNIFIED AREA COMMAND: An organization established 1) to oversee the management of multiple incidents that are being handled by an ICS organization or 2) to oversee management of large or multiple incidents to which several incident management teams (IMT) have been assigned. Area command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed and ensure that objectives are met and strategies followed. Area command becomes unified area command when incidents are multi-jurisdictional. Area command may be established at an emergency operations center facility or at some location other than an incident command post.

ASSIGNMENTS: Tasks given to resources to perform within a given operational period that are based on operational objectives defined in the Incident Action Plan (IAP).

AVAILABLE RESOURCES: Resources assigned to an incident, checked in and available for a mission assignment, normally located in a staging area.

BUREAU INCIDENT COMMAND POSTS (BICP): City bureaus with emergency services capabilities maintain BICPs. BICPs will activate to coordinate the response of their personnel and equipment. BICPs serve as a central point for gathering, analyzing and disseminating information as well as decision-making, priority-setting and coordination of the bureau's emergency response activities. These command posts will coordinate requests for resources and/or mutual assistance with the City ECC.

CHAIN OF COMMAND: Orderly line of authority within the ranks of the incident management organization.

CHECK-IN: The process through which resources first report to an incident. Check-in locations include the incident command post, resource unit, incident base, camps, staging areas or directly at the site.

CHIEF: The ICS title for individuals responsible for management of functional sections: Operations, Planning, Logistics, Finance/Administration and Intelligence (if established as a separate section).

CITIZEN CORPS: A community-level program that brings government and private sector groups together and coordinates the emergency preparedness and response activities of community members. Through its network of community, tribal and state councils, Citizen Corps increases community preparedness and response capabilities through public education, outreach, training and volunteer service.

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

COMMAND STAFF: In an incident management organization, the command staff consists of the incident commander and the special staff positions of public information officer, safety officer, liaison officer and other positions as required, who report directly to the incident commander. They may have an assistant or assistants as needed.

COMPREHENSIVE EMERGENCY MANAGEMENT PLAN (CEMP): Portland's term for the emergency system documentation for all hazard and all phase planning.

CONTINUITY OF GOVERNMENT (COG): Activities that address the continuance of constitutional governance. COG planning aims to preserve and/or reconstitute the institution of government and ensure that a department or agency's constitutional, legislative and/or administrative responsibilities are maintained. This is accomplished through succession of leadership, the pre-delegation of emergency authority and active command and control during response and recovery operations. [City Charter 201 Article 2 Section 206(g)]

CONTINUITY OF OPERATIONS (COOP) PLAN: A plan that provides for the continuity of essential functions of an organization in the event an emergency prevents occupancy of its primary facility. The plan provides the organization with an operational framework for continuing its essential functions when normal operations are disrupted or otherwise cannot be conducted from the primary facility.

COORDINATION SECTION, ECC OPERATIONS: The ECC Operations Coordination Section is responsible for the management of all operations directly applicable to the primary mission. The section is responsible for assuring that City bureaus and outside agencies work together to accomplish the greatest use of assets, mitigation of loss and expeditious recovery possible. The coordinators will work with agency leads to manage an organizational structure of direction and control that can execute the IAP. This includes representation in regional operation/coordination centers and the inclusion of all support functions necessary for the expedient return to normalcy for the City.

CRITICAL INFRASTRUCTURE (National Definition): Systems and assets whether physical or virtual, so vital to the United States that the incapacity or destruction of such systems and assets would have a debilitating impact on security, national economic security, public health or safety or any combination of those matters. Key resources are publicly or privately controlled resources essential to minimal operation of the economy and the government.

CRITICAL INFRASTRUCTURE (Portland/Vancouver Urban Area Definition): Publicly and privately controlled systems and assets, including the built and natural environments and human resources, essential to the sustained functioning of the Portland/Vancouver metropolitan area including the counties of Clackamas, Columbia, Multnomah and Washington in Oregon and Clark County in Washington. Such systems and specifically include those necessary to ensure continuity of security, safety, health and sanitation services, support the areas economy and/or maintain public confidence. Incapacitation or destructions of any of these systems or assets would have a

debilitating impact on the area either directly, through interdependencies and/or through cascading effects.

DAMAGE ASSESSMENT: The process used to appraise or determine the number of injuries and deaths, damage to public and private property and the status of key facilities and services such as hospitals and other health care facilities, fire and police stations, communications networks, water and sanitation systems, utilities and transportation networks resulting from a man-made or natural disaster.

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

DEPUTY: A fully qualified individual who, in the absence of a superior, can be delegated the authority to manage a functional operation or perform a specific task. In some cases, a deputy can act as relief for a superior and, therefore, must be fully qualified in the position. Deputies can be assigned to the IC, general staff and branch directors.

DISASTER: An occurrence or threat of imminent widespread or severe damage, injury, or loss of life or property regardless of cause which by the determination of the Mayor or successor, causes or will cause significant damages to warrant disaster assistance from outside City resources to supplement the efforts and available resources of the City to alleviate the damage, loss, hardship or suffering caused. (City Code 15.04.30)

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

DIVISION: The partition of an incident into geographical areas of operation. Divisions are established when the number of resources exceeds the manageable span of control of the operations chief. A division is located within the ICS organization between branch and resources in the operations section.

EMERGENCY: As defined in ORS Chapter 401.025 a human created or natural event or circumstance that causes or threatens widespread loss of life, injury to person or property, human suffering or financial loss, including but not limited to (a) Fire, explosion, flood, severe weather, landslides or mudslides, drought, earthquake, volcanic activity, tsunamis or other oceanic phenomena, spills or releases of oil or hazardous material as defined in ORS 466.605 (Definitions for ORS 466.605 to 466.680), contamination, utility or transportation emergencies, disease, blight, infestation, civil disturbance, riot, sabotage, acts of terrorism and war; and (b) a rapid influx of individuals from outside the state, a rapid migration of individuals from one part of this state to another or a rapid displacement of individuals if the influx, migration or displacement results from the type of event or circumstance described in paragraph (a) of this subsection. (ORS Chapter 401.025)

EMERGENCY: Any natural, technological or human-caused event or circumstance causing or threatening: loss of life, injury to persons or property, human suffering or financial loss including but not limited to fire, flood, earthquake, severe weather, drought, volcanic activity, explosion, spills or releases of petroleum products or other hazardous material, contamination, utility or transportation emergencies, disease, blight,

infestation, unmanageable crisis influx of migrants, refugees, civil disturbance, riot, sabotage and war. (City Code 15.04.030)

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

EMERGENCY MANAGEMENT SYSTEM: That system composed of all agencies and organizations and their emergency plans, involved in the coordinated delivery of emergency management programs within the Portland urban area.

ECC MANAGER: The ECC manager has overall responsibility for the operation of the ECC. He/she will assure that the ECC is staffed and operated at a level commensurate with the emergency.

EMERGENCY OPERATIONS PLAN (EOP): The "steady-state" plan maintained by various jurisdictional levels for responding to a wide variety of potential hazards.

EMERGENCY PUBLIC INFORMATION: Information that is disseminated primarily in anticipation of an emergency or during an emergency. In addition to providing situational information to the public, it also frequently provides protective actions to be taken by the general public.

EMERGENCY SUPPORT FUNCTION (ESF): ESF's provide the structure for coordinating federal interagency support for a federal response to an incident. They are mechanisms for group functions most frequently used to provide federal support to States and Federal to Federal support both declared disaster and emergency under the Stafford Act and for non Stafford Act Incidents.

ESSENTIAL SUPPORT FUNCTION: Those functions, stated or implied, that state agencies and local jurisdictions are required to perform by statute or executive order, or otherwise necessary to provide vital services, exercise civil authority, maintain the safety and well-being of the citizens and sustain the industrial and economic base in an emergency. (COOP)

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

EVENT: A planned, non-emergency activity. ICS can be used as the management system for a wide range of events.

FINANCE SECTION: The finance section is responsible for recording personnel time, maintaining vendor contracts, compensation and claims and conducting an overall cost analysis for the incident.

GENERAL STAFF: A group of incident management personnel organized according to function and reporting to the IC. The general staff normally consists of the operations, planning, logistics and finance/administration section chiefs.

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

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

INCIDENT COMMAND POST (ICP): The field location at which the primary tactical-level, on-scene incident command functions are performed. The ICP may be collocated with the incident base or other incident facilities and is normally identified by a green rotating or flashing light.

INCIDENT COMMAND SYSTEM (ICS): A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures and communications operating with a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

INCIDENT COMMANDER (IC): The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

INCIDENT OBJECTIVES: Statements of guidance and direction necessary for selecting appropriate strategies and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow strategic and tactic alternatives.

INTELLIGENCE OFFICER: The intelligence officer is responsible for managing internal information, intelligence and operational security requirements supporting incident management activities. These may include information security and operational security activities, as well as the complex task of ensuring that sensitive information of all types is handled in a way that not only safeguards the information, but also ensures that it gets to those who need access to it to perform their missions effectively and safely.

JOINT INFORMATION CENTER (JIC): A facility established to coordinate all incident-related public information activities. Public information officials from all participating agencies should collocate at the JIC.

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

LIASION OFFICER (LNO): A member of the command staff who serves as the point of contact with representatives from cooperating and assisting agencies.

LOGISTICS SECTION: The section responsible for providing facilities, services and material support for the incident.

MAJOR DISASTER: Any natural catastrophe (including hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought) or, regardless of cause, any fire, flood, or explosion in any part of the United States that, in the determination of the President, causes damage of sufficient severity and magnitude to warrant major disaster assistance under the Stafford Act to supplement the efforts and available resources of states, local governments and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

METROPOLITAN MEDICAL RESPONSE SYSTEM (MMRS): Grant program that supports MMRS jurisdictions to further enhance and sustain an integrated, systematic mass casualty incident preparedness program to enable a first response during the first crucial hours of an incident.

MITIGATION: The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often informed by lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses and the public on measures they can take to reduce loss and injury. Mitigation is also known as risk reduction.

MULTI-AGENCY COORDINATION ENTITY: A multi-agency coordination entity functions within a broader multi-agency coordination system. It may establish the priorities among incidents and associated resource allocations, de-conflict agency policies and provide strategic guidance and direction to support incident management activities.

MULTI-AGENCY COORDINATION SYSTEMS (MACS): Multi-agency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration and information coordination. The components of multi-agency coordination systems include facilities,

equipment, emergency operation centers, specific multi-agency coordination entities, personnel, procedures and communications. These systems assist agencies and organizations to fully integrate the subsystems of the NIMS.

MUTUAL AID AGREEMENT: Written agreement between agencies and/or jurisdictions that they will assist one another on request, by furnishing personnel, equipment and/or expertise in a specified manner. Mutual Aid Agreements must be validated by City Council, the Mayor, City Auditor and City Attorney as well as signed by all parties.

NATIONAL DISASTER MEDICAL SYSTEM (NDMS): A cooperative, asset-sharing partnership between the Department of Health and Human Services, the Department of Veterans Affairs, the Department of Homeland Security and the Department of Defense. NDMS provides resources for meeting the continuity of care and mental health services requirements of the Emergency Support Function 8 in the Federal Response Plan.

NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS): A system mandated by HSPD-5 that provides a consistent nationwide approach for state, local and tribal governments; the private sector and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among state, local and tribal capabilities, the NIMS includes a core set of concepts, principles and terminology. HSPD-5 identifies these as the ICS; multi-agency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking and reporting of incident information and incident resources.

NATIONAL RESPONSE FRAMEWORK (NRF): The NRF presents the guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies – from the smallest incident to the largest catastrophe. The NRF establishes a comprehensive, national, all-hazards approach to domestic incident response.

NEIGHBORHOOD EMERGENCY TEAMS (NETS): Residents trained by POEM and PF&R to provide emergency disaster assistance within their own neighborhoods. NET members receive basic training on how to save lives and property until the emergency responders can arrive.

NONGOVERNMENTAL ORGANIZATION (NGO): An entity with an association based on interests of its members, individuals, or institutions and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross.

OPERATIONAL PERIOD: The time scheduled for executing a given set of priorities/activities, as specified in the IAP. Operational periods can be of various lengths, although not over 24 hours.

OPERATIONS SECTION (OPS): The section responsible for all tactical incident operations. In ICS, it normally includes subordinate branches, divisions and/or groups.

PLANNING SECTION: Section responsible for the collection, evaluation and dissemination of operational information related to the incident and for the preparation

and documentation of the IAP. This section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

POPULATION WITH GREATER NEEDS (VULNERABLE POPULATIONS): Pertaining to a population whose members may have additional needs before, during and after an incident in one or more of the following functional areas: maintaining independence, communication, transportation, supervision and medical care. Individuals in need of additional response assistance may include those who have disabilities; who live in institutionalized settings; who are elderly; who are children; who are from diverse cultures, who have limited English proficiency, or who are non-English speaking; or who are transportation disadvantaged.

PREPAREDNESS: Actions that involve a combination of planning, resources, training, exercising and organizing to build, sustain and improve operational capabilities. Preparedness is the process of identifying the personnel, training and equipment needed for a wide range of potential incidents and developing jurisdiction-specific plans for delivering capabilities when needed for an incident.

PREVENTION: Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

PUBLIC INFORMATION OFFICER (PIO): A member of the command staff responsible for interfacing with the public and media and/or with other agencies with incident-related information requirements.

RECOVERY: The development, coordination and execution of service and site restoration plans; the reconstitution of government operations and services; individual, private-sector, nongovernmental and public assistance programs to provide housing and to promote restoration; long term care and treatment of affected persons; additional measures for social, political, environmental and economic restoration; evaluation of the incident to identify lessons learned; post incident reporting; and development of initiatives to mitigate the effects of future incidents.

RESOURCE MANAGEMENT: Includes processes for categorizing, ordering, dispatching, tracking and recovering resources. It also includes processes for reimbursement for resources as appropriate.

RESPONSE: Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property and meet basic human needs. Response also includes the execution of emergency operations plans and of activities designed to limit the loss of life, personal injury, property damage and other unfavorable outcomes.

SAFETY OFFICER: A member of the command staff responsible for monitoring incident operations and who advises the IC on all matters relating to operational safety, including the health and safety of emergency responder personnel.

SIGNIFICANT EVENT: An important incident that may adversely impact the City bureaus and residents or may be beyond the ability of the City to respond to and recover from. Such events could be a terrorist threat or attack, violent protest, riot, natural disaster or major accident or emergency (Police Procedure 763.00). For snow and ice a significant event would cause street closures and/or evacuations. City bureau emergency operations centers and/or the ECC could be activated.

SPAN OF CONTROL: The number of individuals a supervisor is responsible for, usually expressed as the ratio of supervisors to individuals. Under NIMS, an appropriate span of control is between 1:3 and 1:7.

STAGING AREA: Location established where resources can be placed while awaiting a tactical assignment. The operations section manages staging areas.

STRATEGIC: Strategic elements of incident management are characterized by continuous long-term, high-level planning by organization headed by elected or other senior officials. These elements involve the adoption of long-range goals and objectives, the setting of priorities, the establishment of budgets and other fiscal decisions, policy development and the application of measures of performance or effectiveness.

TERRORISM: Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources and is a violation of the criminal laws of the United States or of any state or other subdivision of the United States in which it occurs and is intended to intimidate or coerce the civilian population or influence a government or affect the conduct of a government by mass destruction, assassination or kidnapping.

THREAT: An indication of possible violence, harm or danger.

UNITY OF COMMAND: The concept by which each person with an organization reports to one and only one designated person. The purpose of unity of command is to ensure unity of effort under one responsible commander for every objective.

VOLUNTEER: For purposes of NIMS, a volunteer is any individual accepted to perform services by the lead agency, which has authority to accept volunteer services, when the individual performs services without promise, expectation or receipt of compensation for services performed.

WebEOC: WebEOC is the Crisis Incident Management System (CIMS) tool the City has chosen to assist with managing emergency operations.

B List of Acronyms

AAR	After Action Report
ACE	Army Corps of Engineers
AMR	American Medical Response
ARC	American Red Cross
ASU	Air Support Unit
BES	Bureau of Environmental Services
BEOP	Basic Emergency Operations Plan
BICP	Bureau Incident Command Post
BOEC	Bureau of Emergency Communications
BPS	Bureau of Planning & Sustainability
BTS	Bureau of Technology Services
CAD	Computer Aided Dispatch
CAP	Consolidated Action Plan
CBRNE	Chemical, Biological, Radiological, Nuclear, and Explosive Device
CCP	Citizen Corps Program
CEMP	Comprehensive Emergency Management Plan
CFR	Code of Federal Regulations
CI/KR	Critical Infrastructure/Key Resources
CIP	Critical Infrastructure Protection
CPG	Comprehensive Preparedness Guide
COG	Continuity of Government
CONOPS	Concept of Operations
COOP	Continuity of Operations
DHS	Department of Homeland Security
DHS	Department of Human Services, Oregon
DPC	Disaster Policy Council
EAS	Emergency Alert System
ECC	Emergency Coordination Center
EHS	Extremely Hazardous Substances
EM	Emergency Management
EMAC	Emergency Management Assistance Compact
EMAP	Emergency Management Accreditation Program
EMS	Emergency Medical Services
EMSC	Emergency Management Steering Committee
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
ETR	Emergency Transportation Routes
FEMA	Federal Emergency Management Agency
GIS	Geographic Information System
HAZMAT	Hazardous Materials
HHS	Department of Health and Human Services

HSPD	Homeland Security Presidential Directive
HNT	Hostage Negotiation Team
IAP	Incident Action Plan
IC	Incident Command / Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
IMT	Incident Management Team
JIC	Joint Information Center
JIS	Joint Information System
LNO	Liaison Officer
MAC	Multiagency Coordination
MACS	Multiagency Coordination System
MCDD	Multnomah County Drainage District
MEDU	Metropolitan Explosive Disposal Unit
MOU	Memorandum of Understanding
MMRS	Metropolitan Medical Response System
MPU	Mounted Patrol Unit
NDMS	National Disaster Medical System
NET	Neighborhood Emergency Team
NFIP	National Flood Insurance Program
NGO	Non-governmental Organization
NIMS	National Incident Management System
NRF	National Response Framework
ODOT	Oregon Department of Transportation
OEM	Oregon Emergency Management
OERS	Oregon Emergency Response System
OMF	Office of Management and Finance
ONI	Office of Neighborhood Involvement
ORS	Oregon Revised Statutes
ORWARN	Oregon Water/Wastewater Agency Response Network
OSP	Oregon State Police
PBOT	Portland Bureau of Transportation
PCCC	Portland Citizen Corps Council
PF&R	Portland Fire & Rescue
PHB	Portland Housing Bureau
PIO	Public Information Officer
POEM	Portland Office of Emergency Management
PMAT	Portland Metropolitan Area Transportation
POD	Point of Distribution
PPB	Portland Police Bureau
PUA	Portland Urban Area
REMG	Regional Emergency Management Group
REMTEC	Regional Emergency Management Technical Advisory Committee
RWPC	Regional Water Providers Consortium
SARA	Superfund Amendment and Reauthorization Act of 1986
SBA	Small Business Administration

SERT	Special Emergency Reaction Team
SITREP	Situation Report
SITSTAT	Situation Status
SOG	Standard Operating Guideline
SOP	Standard Operating Procedure
TCL	Target Capabilities List
UASI	Urban Areas Security Initiative
UAWG	Urban Areas Working Group
UC	Unified Command
UTL	Universal Task List
VMB	Variable Message Board
WMD	Weapons of Mass Destruction

1. The first step in the process of the
2. is to determine the scope of the
3. project. This involves identifying the
4. objectives, the resources available, and the
5. time frame for the project. Once the scope
6. is determined, the next step is to develop
7. a plan. This plan should outline the
8. tasks to be completed, the order in which
9. they should be completed, and the
10. responsibilities for each task. The plan
11. should also include a timeline for the
12. project. Once the plan is developed, the
13. next step is to implement the plan. This
14. involves assigning tasks to team members,
15. monitoring progress, and making adjustments
16. as needed. The final step in the process
17. is to evaluate the results of the project.
18. This involves comparing the actual results
19. to the planned results and identifying
20. areas for improvement.